

1 JUNE 2004



Civil Engineering

**CULTURAL RESOURCES MANAGEMENT
PROGRAM**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

NOTICE: This publication is available digitally on the AFDPO WWW site at:
<http://www.e-publishing.af.mil>

OPR: HQ AFCEE/TDI (Dr. James D. Wilde)
Supersedes AFI 32-7065, 13 June 1994

Certified by: HQ USAF/ILEV (Col Daly)
Pages: 39
Distribution: F

This Instruction supplements U.S. Air Force policy for managing cultural resources to support the military mission and to meet legal compliance requirements (see [Attachment 1](#)). It implements AFPD 32-70, *Environmental Quality* and DoD Instruction 4715.3, *Environmental Conservation Program*, May 3, 1996. It establishes guidelines for managing and protecting cultural resources on property affected by Air Force operations in the United States and US territories and possessions. Use AFI 32-7006, *Environmental Programs in Foreign Countries*, and the relevant Final Governing Standards (FGS) for managing cultural resources on overseas installations. For locations without a FGS, refer to the DoD Instruction 4715.5-G, *DoD Overseas Environmental Baseline Guidance Document*. For deployment situations, refer to AFH 10-222, Volume 4: *Environmental Guide for Contingency Operations*. See [Attachment 1](#) for acronyms and abbreviations and definitions of terms used in this instruction. Users should send comments and suggested improvements on AF Forms 847, Recommendations for Change of Publications, through channels to HQ USAF/ILEV, 1260 Air Force Pentagon, Washington DC 20330-1206. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with AFD 37-1, *Information Management*, and AFMAN 37-123, *Management of Records*, and are disposed of in accordance with the Air Force Records Disposition Schedule (RDS) located at <https://webrims.amc.af.mil>

SUMMARY OF REVISIONS

This document is substantially revised and must be completely reviewed.

This is a revised publication of AFI 32-7065, dated 13 June 1994. Major revisions include a complete reorganization, expanded descriptions of Air Force organizational responsibilities, updated and expanded sections on compliance requirements, and more complete information and guidance on managing Air Force cultural resources. Much of the 1994 Instruction is incorporated and updated in five chapters, rather than the eight chapters of the 1994 Instruction. The five chapters in this document are organized around three principal actions associated with cultural resources compliance: Inventory, Project Review, and General Management. In addition, this revision contains only two attachments, instead of the five attachments to the 1994 Instruction. The first attachment is titled Glossary of References and Supporting Infor-

mation, which includes a comprehensive set of references, terms, acronyms, and authorizing legislation, regulations, and orders. The second attachment, titled Guidelines for Preparing Integrated Cultural Resources Management Plans is a greatly expanded and updated version of guidelines in the 1994 Instruction.

Chapter 1— HOW TO USE THIS INSTRUCTION 4

- 1.1. Background: 4
- 1.2. Goals: 4
- 1.3. Policies: 5
- 1.4. Responsibilities: 5

Chapter 2— INVENTORY 9

- 2.1. Identification: 9
- 2.2. Evaluation: 9
- 2.3. Completion of NHPA Section 110 Inventory: 10
- 2.4. Unevaluated Resources: 10
- 2.5. National Register of Historic Places 11
- 2.6. Removal of Listed Historic Places from the National Register: 11

Chapter 3— PROJECT REVIEW 13

- 3.1. The NHPA Section 106 Process: 13
- 3.2. Consultation with Native Americans: 15
- 3.3. Environmental Impact Analysis Process (EIAP): 15
- 3.4. NEPA Categorical Exclusions (CATEXes): 16
- 3.5. Engineering Work Order Review: 16
- 3.6. Military Construction Planning and Design: 16
- 3.7. Repair and Maintenance Activities: 16
- 3.8. Real Property Actions: 17
- 3.9. Inadvertent Discoveries of Archaeological Objects or Native American
Human Remains and Cultural Items: 17
- 3.10. NAGPRA Plans of Action: 18

Chapter 4— GENERAL MANAGEMENT 20

- 4.1. Aircraft Wreck Sites: 20
- 4.2. Archaeological Resources Protection: 20
- 4.3. Base Comprehensive Planning Process: 20

4.4.	Confidentiality Requirements:	21
4.5.	Cooperative Agreements:	21
4.6.	Care of Archaeological and Historic Property Collections and Records:	21
4.7.	Environmental Compliance Assessment and Management Program (ECAMP):	22
4.8.	Funding Requirements:	22
4.9.	Information Management:	23
4.10.	Integrated Cultural Resource Management Plans (ICRMPs):	23
4.11.	Integrated Natural Resource Management Plan (INRMP):	24
4.12.	Metal Detecting:	24
4.13.	Public Awareness:	24
4.14.	Reports:	24
4.15.	Sacred Sites Access and Protection:	24
4.16.	Static Displays:	25
4.17.	Personnel: Qualifications, Training, Certification, and Professional Development: .	25
4.18.	Waivers and Exemptions:	26
Chapter 5— DOD MEASURES OF MERIT (MOM).		27
5.1.	Assessments:	27
5.2.	Review Criteria:	27
5.3.	Forms Adopted:	27
Attachment 1— GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION		28
Attachment 2— GUIDELINES FOR PREPARING INTEGRATED CULTURAL RESOURCES MANAGEMENT PLANS		35

Chapter 1

HOW TO USE THIS INSTRUCTION

1.1. Background:

1.1.1. **Cultural Resources.** Cultural resources include “historic properties” as defined in the *National Historic Preservation Act (NHPA)*, Title 16, United States Code, section 470, *et seq.*, (16 U.S.C. §470, *et seq.*; “cultural items” as defined in the *Native American Graves Protection and Repatriation Act (NAGPRA)*, 25 U.S.C. §§3001-3013; “archaeological resources” as defined in the *Archaeological Resources Protection Act (ARPA)*, 16 U.S.C. §§470aa-470mm; and “sacred sites” as defined in Executive Order (E.O.) 13007, *Indian Sacred Sites*, May 24, 1996. Cultural resources are often generally referred to as “heritage resources.” “Historic properties” are cultural resources that are eligible for listing to the National Register of Historic Places (National Register).

1.1.2. **Cultural Resources Program.** Cultural Resources program management incorporates a suite of specific methods, techniques, policies, plans, and practices that an agency uses to meet its responsibilities regarding Cultural Resources Management and historic preservation. The Air Force program is executed at Major Commands (MAJCOMs) and installations.

1.1.3. **Cultural Resources Manager.** The person appointed by a commander on a primary or collateral duty basis to manage the installation’s or MAJCOM’s cultural resources program.

1.1.4. **Legal Requirements.** Federal statutes, regulations, guidance documents and Executive Orders cited in [Attachment 1](#) provide the legal basis of the Air Force's compliance responsibilities for managing cultural resources. Air Force installations and organizations must comply with state and local cultural resources laws when sovereign immunity has been waived in relevant federal statutes. Even if sovereign immunity has not been waived, Air Force installations are encouraged to comply with relevant state and local cultural resources standards and requirements where they do not conflict with federal requirements and the Air Force mission, and compliance with such non-mandatory state and local requirements does not violate fiscal law restrictions. Consult with the Staff Judge Advocate’s office to determine whether or to what extent sovereign immunity may have been waived and to determine whether any fiscal law principles may prevent or limit compliance with state or local requirements when sovereign immunity has not been waived.

1.1.5. Requirements for managing cultural resources at Air Force installations are defined in this regulation. Further detailed requirements can be found in the laws or regulations cited in this Instruction and listed in [Attachment 1](#).

1.1.6. **Environmental Management System.** Consistent with Executive Order (E.O.) 13148, Greening Government Through Leadership in Environmental Management, April 21, 2000, Air Force installations will develop and implement an environmental management system to sustain, restore, and modernize natural infrastructure to support mission capability. The system will be compatible with and support the Air Force Environment, Safety, and Occupational Health Management System (ESOHMS). All Air Force installations and facilities will comply with the goals of E.O. 13148 and Air Force EMS interim guidance.

1.2. Goals:

1.2.1. The Air Force will identify, manage, and maintain its important cultural resources in a spirit of stewardship for the benefit of this and future generations of Americans.

1.2.2. The Air Force will endeavor to integrate cultural resources stewardship with the needs of its primary military mission.

1.3. Policies:

1.3.1. Air Force personnel must comply with the Federal statutes, regulations, Executive Orders, and Presidential Memoranda listed in [Attachment 1](#), and must ensure that mission requirements are carried out in accordance with these requirements.

1.3.2. Air Force personnel must comply with relevant state and local cultural resources laws and regulations as set forth in ¶1.1.4., Legal Requirements.

1.3.3. The keys to the successful integration of Air Force mission requirements and cultural resources compliance and management responsibilities are early planning and coordination.

1.3.4. The installation commander will develop and use the Integrated Cultural Resources Management Plan (ICRMP) to comply with mandated cultural resources management requirements. (See ¶4.10. and the ICRMP definition in [Attachment 1](#).)

1.3.5. *Inventory, Project Review, and General Management* are the three principal actions associated with cultural resources compliance. Minimal compliance requirements for each action are summarized in this Instruction.

1.3.6. *Timeliness.* The consultation process, where applicable, for all proposed projects affecting cultural resources on an installation will be conducted so as not to negatively impact the military mission, project schedule or costs. Such consultations will be initiated at the earliest practicable stage in the Environmental Impact Analysis Process, and unless extraordinary circumstances prevent it, will be completed prior to finalizing any NEPA documents (Categorical Exclusion (CATEX) determination, Environmental Assessment/Finding of No Significant Impact or Environmental Impact Statement).

1.4. Responsibilities:

1.4.1. The Secretary of the Air Force (SAF)

1.4.1.1. Documents decisions to proceed with Air Force undertakings that adversely affect historic properties when the installation commander has been unable to reach agreement with the Advisory Council on Historic Preservation (hereafter referred to as Council) or with the State Historic Preservation Officer (SHPO).

1.4.2. The Deputy Assistant Secretary of the Air Force for Environment, Safety and Occupational Health (SAF/IEE):

1.4.2.1. Is the Air Force Federal Preservation Officer (FPO) as designated by the Assistant Secretary of the Air Force (Installations, Environment, and Logistics (SAF/IE).

1.4.2.2. Coordinates Air Force cultural resources compliance and policy with the other services to explore common areas of interest and prevent duplication of effort.

1.4.2.3. Nominates Air Force properties to the Department of the Interior for listing on the National Register.

1.4.2.4. Approves departmental policies for cultural resources compliance and management.

1.4.2.5. Serves as the principal Air Force representative and advocate for cultural resources compliance and policy with the Office of the Secretary of Defense (OSD), Federal agencies, and the Congress.

1.4.3. Deputy General Counsel for Installations and Environment (SAF/GCN):

1.4.3.1. Provides legal oversight, coordination, review and counsel, as appropriate, concerning cultural resources laws, regulations, policies, and directives to the SAF and Air Staff, the Civil Engineer (HQ USAF/ILE), the Air Force Legal Services Agency Environmental Law & Litigation Division (AFLSA/JACE), Major Commands (MAJCOMs), and the Air Force Center for Environmental Excellence (HQ AFCEE).

1.4.4. The Civil Engineer (HQ USAF/ILE):

1.4.4.1. Oversees execution of Air Force cultural resources policy and the Air Force cultural resources program.

1.4.4.2. Responds to congressional inquiries in coordination with SAF/LL.

1.4.4.3. Reviews and comments on proposed legislation in coordination with SAF/LL and SAF/GCN.

1.4.4.4. Ensures compliance with cultural resources program requirements.

1.4.4.5. Advocates for cultural resources program funding in the budget process.

1.4.4.6. Approves cultural resources proposals for DoD Legacy Program funding.

1.4.4.7. Approves cultural resources cooperative agreements with other agencies and branches of government.

1.4.4.8. Assesses the effects of Air Force actions outside the U.S. on World Heritage List properties or the applicable country's equivalent of the *NHPA*, for purposes of avoiding or mitigating any adverse effects (Federal Undertakings Outside the United States; Mitigation of Adverse Effects, 16 USC 470a-2).

1.4.4.9. Reviews *NHPA* Section 106 (16 U.S.C. §470f) consultation actions forwarded by MAJCOMs for important Air Force-wide policy implications.

1.4.5. The Air Force Center for Environmental Excellence (HQ AFCEE):

1.4.5.1. Provides technical advice and support to all Air Force activities for executing cultural resource management requirements.

1.4.5.2. Represents the Air Force on the DoD Integrated Process Team (IPT) for Curation of Archaeological Collections.

1.4.5.3. Prepares the annual Air Force Federal Archaeological Report to Congress (RCS: HAF-ECS(A)0309).

1.4.5.4. Develops guidelines, fact sheets, and other documents to assist execution of the Air Force Cultural Resources Management Program.

1.4.6. The Air Force Historian (HQ USAF/HO):

- 1.4.6.1. Reviews installation-generated National Register nominations or eligibility determinations for static displays or other properties owned and managed by the Air Force Museum System (USAFMS).
- 1.4.6.2. Acquires, controls, and manages items of the Air Force's military heritage (per AFI 84-103, *Museum System*). See ¶1.4.10.3 for a list of possible items.
- 1.4.7. MAJCOMs (includes the Air National Guard Readiness Center and other organizations HQ USAF designates as "MAJCOM equivalent."):
 - 1.4.7.1. Provide technical support and advice to their installation cultural resources managers.
 - 1.4.7.2. Ensure that cultural resource management programs are implemented at their installations.
 - 1.4.7.3. Designate a qualified command cultural resource manager (CRM) to execute program requirements.
 - 1.4.7.4. Review installation Integrated Cultural Resource Management Plans (ICRMPs) every five years.
 - 1.4.7.5. Review installation compliance agreements.
 - 1.4.7.6. Review installation National Register nominations and forward to HQ USAF/ILE.
 - 1.4.7.7. Review and validate, in conjunction with the command JA, each installation's cultural resources funding requirements; compile them in the command's Program Objective Memorandum (POM) annually.
 - 1.4.7.8. Maintain a data file for all command cultural resources.
 - 1.4.7.9. Maintain a record of cultural resources training and certification for CRMs on their installations.
 - 1.4.7.10. Monitor consultations under Section 106 of the *NHPA* for actions involving more than one installation or MAJCOM.
- 1.4.8. Installation Commanders:
 - 1.4.8.1. Approve and implement the installation's ICRMP.
 - 1.4.8.2. Consult, as required by Federal law or regulation, Executive Order, DOD or Air Force policy or regulation, with leaders of Federally recognized Indian Tribes, Alaska Native Villages, and Native Hawaiian Organizations whose members are affiliated with lands controlled by the installation (*see* definition of Indian Tribes, [Attachment 1](#)).
 - 1.4.8.3. Monitor consultations under Section 106 of the *NHPA* for activities and property under their control and sign ICRMPs, Programmatic Agreements (PA) or Memoranda of Agreement (MOA). Forward draft agreements with other Federal or state agencies or Tribes through channels to AF/ILE for review and coordination with SAF/IEE before signing. SAF/IEE may determine the signature level for such agreements on a case-by-case basis.
 - 1.4.8.4. Establish government-to-government relationships with Indian Tribes as necessary and in accordance with DOD and Air Force policy and guidance.

1.4.8.5. Ensure the installation's cultural resources program is reviewed annually by the Environmental Protection Committee.

1.4.9. Base Civil Engineers (BCE) or Environmental Directors (in Air Force Materiel Command [AFMC]):

1.4.9.1. Issue *ARPA* Permits to qualified applicants and provide a copy of the signed permit to HQ AFCEE (see Section 4.2).

1.4.9.2. Designate a qualified installation CRM.

1.4.9.3. Advise the installation commander of proposed actions that may result in the potential adverse effects to historic properties.

1.4.9.4. Serve as the Federal agency official with responsibility for installation compliance with *NAGPRA*.

1.4.9.5. Serve as the Federal agency official with management authority over archaeological collections and associated records.

1.4.10. Installation Cultural Resource Managers (CRMs):

1.4.10.1. Develop, implement, and maintain an ICRMP for the installation.

1.4.10.2. Locate, inventory, evaluate, and recommend the nomination of eligible properties on the installation to the National Register.

1.4.10.3. Identify items of potential importance for Air Force history to the USAFMS. Such items may include aerospace vehicles, weapons, equipment, supplies, personal property, and other physical manifestations of the Air Force's heritage (see AFPD 84-1, *Historical Information, Property, and Art*; and AFI 84-103).

1.4.10.4. Ensure that all proposed actions that may affect cultural resources are identified early in the planning process and coordinated with appropriate regulatory authorities. See **Chapter 3** for processes to be followed.

1.4.10.5. Monitor the work of contractors on the installation to ensure compliance with Air Force cultural resource requirements.

1.4.10.6. Coordinate with installation personnel, the SHPO (or Tribal Historic Preservation Officer [THPO]) the Council, Indian Tribal representatives, and others as appropriate to identify significant cultural resources, evaluate potential impacts, and reduce, avoid or mitigate adverse effects through memoranda of agreement (MOAs). Any prescribed action involving the SHPO applies equally to the THPO where appropriate. See definition of Tribal Historic Preservation Officer in **Attachment 1**.

1.4.10.7. Conduct public awareness and education programs.

1.4.10.8. Review all installation projects for compliance with this Instruction and with Federal cultural resource laws.

1.4.10.9. Develop and maintain a cultural resources management database.

Chapter 2

INVENTORY

2.1. Identification:

2.1.1. Inventory [per *NHPA*, Section 110(a)(2)(A), 16 U.S.C. §470h-2(a)(2)(A)] cultural resources under control of the installation through identification and evaluation methods defined in:

2.1.1.1. Title 36, Code of Federal Regulations (CFR), Part 800 (36 CFR § 800), *Protection of Historic Properties*, §800.4.

2.1.1.2. 48 *Federal Register* 44716-44742 (29 Sept 1983), *Archeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines*.

2.1.2. Archaeological Sampling.

2.1.2.1. Installations will survey their accessible land area for cultural resources. For larger installations and ranges (*i.e.*, greater than 200,000 acres) appropriate sampling surveys will be conducted to predict the numbers, types, natures, and locations of archaeological resources on lands not surveyed.

2.1.2.2. Work with SHPO and MAJCOM to develop sampling survey methods.

2.1.2.3. Plan and program annual identification efforts on large installations and ranges to complete a MAJCOM-approved level of sampling survey each year.

2.1.3. Level of Effort. Program in conjunction with installation long range plans to ensure that identification focuses first on areas where future construction and development is most imminent.

2.1.4. Identify, or predict through sampling, the location of archaeological sites, artifacts, districts, and landscapes on Air Force controlled property.

2.1.5. Identify all historic buildings, structures, districts, and landscapes on Air Force controlled lands.

2.1.5.1. Historic buildings and structures typically are older than 50 years of age.

2.1.5.2. Cold War resources were built or used by the Air Force between 1946 and 1989.

2.1.5.3. Historic landscapes include but are not limited to significant topography, vegetation (plants, trees, shrubs, and lawns), water features (ponds and streams), circulation features such as roads, paths, steps, walls, buildings and furnishings, including fences, benches, lights and sculptural objects (*see* Preservation Brief 36, *Protecting Cultural Landscapes*, US Department of the Interior, National Park Service, June 29, 2001).

2.1.6. Identify American Indian sacred sites, cultural items (per *NAGPRA*), and traditional resources of appropriate affiliated cultures (per National Register Bulletin 38, *Guidelines for Evaluating and Documenting Traditional Cultural Properties*, US Department of the Interior, National Park Service, 1990).

2.2. Evaluation: Evaluate and determine National Register eligibility of identified cultural resources (*see* 36 CFR §60, *National Register of Historic Places*, §60.4, *Criteria for Evaluation*).

2.2.1. Evaluation can be accomplished in several ways, and installations have flexibility to determine the methods they will use. Consult with SHPOs in selecting evaluation methods. Example methods include:

2.2.1.1. The installation, SHPO, and other consulting parties agree to treat properties as eligible for the National Register. The determination can be based on existing documentation or no documentation.

2.2.1.2. The installation and SHPO develop sampling programs to determine eligibility of selected resources. Extrapolate the results to the larger population of similar resources to estimate the approximate number of eligible sites in the entire area.

2.2.1.3. The installation follows SHPO guidelines for archaeological testing, or consults to use alternative methods for testing on installation controlled lands.

2.2.1.4. The installation develops and consults with SHPO on installation-specific contexts for determining eligibility.

2.2.2. The level and extent of evaluation efforts should be commensurate to the complexity and nature of the undertaking. Evaluate only enough to reach a reasonable conclusion.

2.2.3. Follow state guidelines for research and reporting where appropriate.

2.2.4. Cold War era resources less than 50 years old must be of exceptional importance to the nation's history to be eligible to the National Register (refer to HQ USAF/CE Memorandum, *Interim Guidance for Cold War Resources*, 29 June 1993, and National Register Bulletin 22, *Guidelines for Evaluating and Nominating Properties that have Achieved Significance Within the Last Fifty Years*, US Department of Interior, National Park Service, 1996).

2.3. Completion of NHPA Section 110 Inventory: An installation's inventory of historic properties, required under *NHPA* §110(a)(2)(A) [16 U.S.C. §470h-2(a)(2)(A)], and accomplished through identification and evaluation, is complete when:

2.3.1. Qualified personnel have surveyed all undisturbed and accessible lands, or appropriately sampled or researched the land or properties under the installation's control, and have provided their findings and recommendations to the installation,

2.3.2. The installation has provided its inventory methods and determinations of eligibility to the SHPO for comment and concurrence, and to other interested parties for comment,

2.3.3. In case of disagreements, the Keeper of the National Register (Keeper), located in the National Park Service (NPS), makes final determinations of eligibility for disputed properties,

2.3.4. The installation has planned for managing and maintaining identified historic properties in their ICRMP, and

2.3.5. The installation has appropriately curated recovered artifacts and associated records.

2.4. Unevaluated Resources: Identified, but not evaluated, archaeological sites comprise a large number of cultural resources on installations.

2.4.1. Manage identified but unevaluated or "potentially eligible" resources as if eligible for the National Register.

2.4.2. Program and budget annually for evaluation of a portion of unevaluated resources.

2.4.3. Require contractors (through SOW tasks and research designs) to conduct sufficient research during inventory. This would include assessing sites and providing recommendations on National Register eligibility.

2.5. National Register of Historic Places

2.5.1. Determinations of Eligibility.

2.5.1.1. Assess and determine the National Register eligibility of properties according to 36 CFR §60.4, based on recommendations of professionally qualified investigators (*see also* National Register Bulletin 15, *How to Apply the National Register Criteria for Evaluation*, US Department of Interior, National Park Service, 1991).

2.5.1.2. MAJCOMs will review installations' determinations of eligibility prior to them being sent to the SHPO for comment and concurrence.

2.5.2. Disagreements Regarding National Register Eligibility.

2.5.2.1. The installation may request a determination of eligibility from the Keeper in accordance with 36 CFR §63, *Determinations of Eligibility for Inclusion in the National Register of Historic Places*, §63.2, when disagreements on eligibility occur between the Air Force and the SHPO.

2.5.2.2. Requests to the Keeper will be staffed and routed from the installation to MAJCOM to HQ USAF/ILEV.

2.5.2.3. The Keeper's determination is final.

2.5.3. Nominations for Listing of Historic Properties to the National Register.

2.5.3.1. The Air Force will give priority to nominating those properties the installation intends to interpret, commemorate, or actively manage as sites of historic significance, and which are open to the base community and/or the general public.

2.5.3.2. An installation's intention to nominate a property must be coordinated through the MAJCOM to HQ USAF/ILEV.

2.5.3.3. Once coordinated, forward all required materials to the SHPO for review and concurrence.

2.5.3.4. After SHPO review, HQ USAF/ILEV forwards the nomination package to the Air Force FPO.

2.5.3.5. The Air Force FPO submits National Register nominations to the Keeper.

2.6. Removal of Listed Historic Places from the National Register:

2.6.1. Installation commanders may request that historic properties be removed from the National Register in accordance with 36 CFR §60.15.

2.6.2. Prepare documentation detailing the grounds for removal of the historic property from the National Register.

2.6.3. Notify and obtain the SHPO's comments and forward them, with all supporting documentation detailing the grounds for removal, through the MAJCOM to HQ USAF/ILEV.

2.6.4. HQ USAF/ILEV will review the documentation and provide a recommendation to the Air Force FPO regarding the request for petition to remove the historic property from the National Register.

Chapter 3

PROJECT REVIEW

3.1. The *NHPA* Section 106 Process:

3.1.1. All proposed Air Force actions that might affect historic properties are subject to review under Section 106 of the *NHPA*.

3.1.1.1. The installation commander (through delegation to the BHPO) will identify and evaluate all cultural resources in the area of potential effect (APE) of an undertaking, and will take into account the effects of all undertakings on historic properties.

3.1.1.2. Detailed review procedures for compliance are provided in the *NHPA*, Section 106 and 36 CFR §800.

3.1.1.3. Failure to take into account the effects of an undertaking on historic properties according to Section 106 and 36 CFR Part 800 can result in the Council's formal notification of foreclosure to the SAF [per 36 CFR §800.9(b)]. Foreclosure is a term that implies a Federal agency has initiated an action before providing the Council an opportunity, in consultation with the SHPO and other interested parties, to comment on the undertaking.

3.1.1.3.1. The Council publishes determinations of foreclosure and notifies interested parties of the action undertaken on an installation's historic properties. A notice of foreclosure can be used to support a court determination that the installation has violated Section 106, should the issue be litigated.

3.1.1.4. Consult with the SHPO (or Tribal Historic Preservation Officer [THPO] for Indian lands), and other consulting parties, to identify, evaluate, and mitigate any adverse effects on historic properties.

3.1.1.5. Afford Indian Tribes the opportunity to participate as consulting parties during the consultation process for undertakings on Air Force lands that might affect properties having historic traditional value to those Tribes (per 36 CFR § 800.2).

3.1.1.6. Afford the public an opportunity to comment on actions that might affect historic properties (per 36 CFR §800.6).

3.1.1.7. Develop and evaluate alternatives or modifications to proposed undertakings that could avoid, minimize, or mitigate adverse effects on historic properties.

3.1.1.8. Mitigation: Air Force undertakings adversely affecting historic properties require mitigation measures that are outlined in a Memorandum of Agreement (MOA) or Programmatic Agreement (PA) (between the installation and SHPO and other appropriate parties) or cited in the relevant Environmental Impact Analysis Process (EIAP) document.

3.1.1.8.1. PAs and MOAs executed pursuant to *NHPA* Section 106 and 36 CFR §800.11 and §800.14 are legally binding compliance agreements.

3.1.1.8.2. Management procedures and determinations stipulated in PAs and MOAs should be described and integrated into the installation's ICRMP.

3.1.1.8.3. Under Section 110(b) of the *NHPA*, 16 U.S.C. §470h-2(b), MOAs or PAs will require Historic American Building Survey/Historic American Engineering Records (HABS/HAER) documentation to mitigate adverse effects when demolition of historic buildings or structures on an installation is unavoidable, or when the Air Force intends to convey historic buildings to a non-federal agency.

3.1.1.8.3.1. The level and kind of HABS/HAER recordation depends on the property's relative significance and the nature of the undertaking's effects, determined in consultation with the SHPO/THPO, Council, or the NPS.

3.1.1.8.3.2. 48 *Federal Register* 44731-44734 (Sept 29, 1983) contains HABS/HAER documentation standards.

3.1.1.8.4. Archaeological data recovery: When adverse effects to archaeological historic properties cannot be avoided and data recovery is required in an MOA or PA, comply with:

3.1.1.8.4.1. *Archaeological and Historic Preservation: Secretary of the Interior's Standards and Guidelines*.

3.1.1.8.4.2. Advisory Council Handbook, *Recommended Approach for Consultation on Recovery of Significant Information from Archeological Sites*, June 17, 1999.

3.1.1.8.4.3. DoD Legacy Management Program Office Project No. 98-1714, *Guidelines for the Field Collection of Archaeological Materials and Standard Operating Procedures for Curating Department of Defense Archaeological Collections*, 1999.

3.1.1.9. Draft PAs or MOAs, whether prepared by the installation or another party, such as a SHPO/THPO, will be staffed and routed for legal and technical review with the installation CRM, Judge Advocate (JA), BCE, the installation commander and the MAJCOM.

3.1.1.9.1. The MAJCOM will elevate the agreement to HQ USAF/ILEV for technical and legal review.

3.1.1.9.2. The installation commander has signature authority for PAs or MOAs pertaining to properties under his/her control, unless otherwise directed by SAF/IEE.

3.1.1.9.3. The Air Force FPO has signature authority for PAs and MOAs that affect the entire Air Force or for unique actions that affect policy.

3.1.1.9.4. The installation provides a copy of the fully executed PA or MOA to the MAJCOM and any and all signatory parties.

3.1.2. Terminating Consultation:

3.1.2.1. The installation commander may request the Air Force FPO terminate consultation and seek final comments of the Council, when the installation, the SHPO/THPO, the Council and/or other consulting parties are unable to agree on steps to resolve adverse effects to a historic property [per 36 CFR §800.7(a)].

3.1.2.2. Do not terminate consultation without first acquiring approval from higher headquarters.

3.1.2.3. Send notice of termination actions to the SAF through the MAJCOM and HQ USAF/ILEV.

3.1.2.4. HQ USAF/ILEV provides the Air Force FPO with an assessment and recommendation of the termination action.

3.1.2.5. The Air Force FPO will prepare the SAF's response to the Council comments.

3.1.2.6. Additional information regarding the termination of consultation may be required.

3.1.3. BRAC Installations:

3.1.3.1. Site Managers or the Director of the Air Force Real Property Agency (AFRPA) function as the installation commander for the purposes of *NHPA* compliance and PA and MOA staffing when an installation is included in the Base Realignment and Closure (BRAC) program.

3.1.3.2. Comply with AFRPA staffing procedures and signatory authority for BRAC *NHPA* Section 106 PAs and MOAs.

3.2. Consultation with Native Americans:

3.2.1. In accordance with DOD and Air Force policy and guidance, consult with Federally recognized Indian Tribes (*see* "Indian Tribes", **Attachment 1**) pursuant to *NHPA* Section 110(a)(2) [16 U.S.C. §470h-2(a)(2)] and 36 CFR §800.2 to identify, evaluate, and treat historic properties that have religious or cultural importance to those groups.

3.2.2. Air Force policy requires installation commanders, or their designated 0-6 representatives, to meet periodically with designated representatives of each Indian Tribe that is affected by the installation's plans, activities, or operations (per HQ USAF/CVA Memorandum, *Consultation with American Indian Tribal Governments and Alaska Native Organizations*, 10 Nov 97).

3.2.3. Follow DoD policy for contacts and consultations with Tribes as per the *Department of Defense American Indian and Alaska Native Policy*, October 20, 1998.

3.2.4. Ensure that consultations between the Air Force and Indian Tribes are conducted on a government-to-government basis in an open and candid manner.

3.2.5. Document all consultations to demonstrate compliance.

3.3. Environmental Impact Analysis Process (EIAP): Proponents of Air Force actions will ensure that impacts of those proposed actions on cultural resources are fully considered in documents prepared pursuant to the *National Environmental Policy Act (NEPA)*, 42 U.S.C. §4321, *et seq.*, NEPA's implementing regulations at 40 CFR §§1500-1508; AFI 32-7061, *The Environmental Impact Analysis Process*, as promulgated at 32 CFR §989; and the *NHPA* regulations at 36 CFR §800.8.

3.3.1. Incorporate *NHPA* Section 106 review into *NEPA* decision-making processes when purpose and need are being defined and a wide range of alternatives is open. Coordinate Section 106 compliance with the *NEPA* process per 36 CFR §800.8.

3.3.2. Substitute the *NEPA* process for separate *NHPA* Section 106 review of alternatives, by complying with 36 CFR §800.8(c):

3.3.2.1. Notify the SHPO/THPO and Council that the installation intends to substitute *NEPA* for the *NHPA* Section 106 process.

3.3.2.2. Invite interested parties and appropriate Indian Tribes to participate.

3.3.2.3. Phase the scope and timing of cultural resources identification and effects assessment to coincide with the consideration of alternatives.

3.3.2.4. Ensure that effects to cultural resources are fully assessed along with other environmental resources.

3.3.2.5. Consult with the SHPO/THPO, Tribes, and other consulting parties about the action's effect during *NEPA* scoping, analysis, and documentation review. Involve the public in accordance with AFI 32-7061, as promulgated at 32 CFR §989.

3.3.2.6. Develop alternatives and mitigation measures in consultation with the various parties, and describe them in the Environmental Assessment (EA) or Environmental Impact Statement (EIS).

3.3.2.7. Specify in the Finding of No Significant Effect (FONSI) or Record of Decision (ROD) the measures proposed to mitigate adverse effects on historic properties, and ensure that approval of the undertaking contains the same conditions.

3.3.2.8. A FONSI requires a MOA for mitigating adverse effects; a ROD does not, per 36 CFR §800.8(c)(4).

3.4. *NEPA* Categorical Exclusions (CATEXes): Installation Commanders will determine if a project, activity, or program which is categorically excluded under Air Force *NEPA* procedures, qualifies as an undertaking requiring *NHPA* Section 106 review [per 36 CFR §800.8(b)].

3.5. Engineering Work Order Review:

3.5.1. The installation CRM will participate in the environmental review of work requests (Air Force Form 332, **Base Civil Engineer Work Request**) and requests for environmental impact analysis.

3.5.2. All Air Force Forms 813, **Request for Environmental Impact Analysis Categorical Exclusion**, initiated at base level will be reviewed and coordinated with the installation CRM. If the work order request indicates the need to conduct an environmental analysis, the installation CRM must ensure that impacts to significant cultural resources are considered and avoided or mitigated (refer to AFI 32-7061, as promulgated at 32 CFR §989) in CATEXes, EAs, and EISs.

3.6. Military Construction Planning and Design:

3.6.1. Establish and implement alternatives to demolition of historic buildings and structures by considering adaptive re-use, mothballing, transfer, sale, or lease.

3.6.2. Document historic buildings and structures that will be altered or destroyed due to Air Force actions.

3.6.3. Air Force MILCON and Family Housing MILCON projects will include historic properties in their background data review, historic renovation cost factors, and Military Construction Project Data (form DD 1391, **Military Construction Project Data**) development (per AFMAN 32-1089, *Air Force Military Construction and Family Housing Economic Analysis Guide*).

3.6.4. The installation CRM must review MILCON project plans to ensure compliance with *NHPA* Section 106.

3.7. Repair and Maintenance Activities: Repair to a facility that exceeds 70 percent of its replacement cost is classified by the Air Force as construction (per AFI 32-1032, *Planning and Programming Appropriated Funded Maintenance, Repair, and Construction Projects*). This rule does not apply to buildings or structures listed on or eligible to the National Register of Historic Places. This permits greater leeway for installations to design mitigation for adverse effects to historic properties. Note: Construction and maintenance costs are not eligible for Conservation funding.

3.8. Real Property Actions:

3.8.1. Coordinate with the real property manager to ensure that:

3.8.1.1. Real property records accurately describe cultural resources.

3.8.1.2. Installation archaeological sites are indicated (not specifically located) on real property records and appropriate base maps and plans.

3.8.2. The installation commander must ensure that the significant value of properties are appropriately preserved when Air Force historic properties are transferred to private parties or state, tribal, or local governments.

3.8.3. Transfer of historic properties to another Federal agency does not require such protection because the receiving agency will assume the normal federal preservation responsibilities.

3.8.4. The base CRM ensures SHPO coordination prior to the disposal of real property outside the federal government (e.g., Declarations of Excess and AF Form 300, **Facility Disposal**).

3.9. Inadvertent Discoveries of Archaeological Objects or Native American Human Remains and Cultural Items:

3.9.1. Installations will ensure that inadvertent discoveries of Native American cultural items comply with *NAGPRA* and 43 CFR §10. When **potential** *NAGPRA* cultural items are inadvertently found on Air Force lands, follow these procedures;

3.9.1.1. Immediately cease construction activities in the vicinity of the discovery. If the remains or artifacts are determined to be *NAGPRA* cultural items, the construction activities must be halted for 30 days after notifying the commander (see **3.9.1.6.**). If the remains or artifacts are not subject to *NAGPRA*, the activity may resume when the items have been recorded and evaluated in accordance with *ARPA* and the *NHPA* (see **3.9.6.** and **3.9.7.**).

3.9.1.2. Notification:

3.9.1.2.1. Finder (e.g., construction crew, utility workers) must immediately notify the CRM.

3.9.1.2.2. CRM must immediately notify the installation commander and the MAJCOM.

3.9.1.2.3. CRM takes steps to ascertain that cultural items or remains are truly Native American and not those of some other group. Only Native American remains and cultural items are covered under *NAGPRA*.

3.9.1.2.4. Installation commander certifies in writing that he/she was notified of the discovery.

3.9.1.2.5. MAJCOM will notify HQ USAF/ILEV.

- 3.9.1.2.6. Within 3 working days of determining that cultural items or remains are *NAGPRA* items, the installation commander or CRM must notify officials of Indian Tribes likely to be culturally affiliated (per 43 CFR §10.4).
- 3.9.1.3. Protect the discovery from disturbance, erosion, or vandalism.
- 3.9.1.4. Consult with appropriate tribal officials on procedures for recovery or preservation of the remains or items (per 43 CFR §10.5).
- 3.9.1.5. Prepare and execute a Plan of Action if the remains or cultural items must be removed (per 43 CFR §10.3).
- 3.9.1.6. Resume the earth-disturbing activity near the discovery, either,
- 3.9.1.6.1. Thirty (30) days after the commander certifies in writing that he/she was notified, or,
 - 3.9.1.6.2. When the Plan of Action has been executed, if this occurs less than 30 days after written notification of the commander, or,
 - 3.9.1.6.3. When the installation commander and affiliated Tribal officials agree on a course of action that does not require removing the items or remains, if this occurs less than 30 days after notification of the commander.
- 3.9.2. Consider Comprehensive Agreements (*NAGPRA* CAs) per 43 CFR §10.5(f) with Indian Tribes potentially affiliated with cultural items under Air Force control. Comprehensive Agreements detail procedures to be followed in the event of inadvertent discoveries or emergencies related to all land management activities at an installation. These are more comprehensive than contingency Plans of Action (see [3.10.](#)), since they address various activities as opposed to a specific activity with the potential to affect *NAGPRA* cultural items. CAs require approval and signatures of consulting Tribal officials.
- 3.9.3. Inadvertent discoveries of Native American human remains do not require notification to the SHPO, unless the remains are associated with a larger archaeological site that must be identified and evaluated. Such cases will entail concurrent *NAGPRA* consultations and separate *NHPA* Section 106 consultations.
- 3.9.4. Installations will ensure that *NAGPRA* Plans of Action and *NHPA* MOAs do not contradict each other.
- 3.9.5. Tribal members may be involved in *NHPA* Section 106 reviews, but the SHPO has no role in *NAGPRA* consultations and Plans of Action.
- 3.9.6. Inadvertent discoveries of human remains that are not those of Native Americans require *NHPA* Section 106 consultation with the SHPO, and possibly notification of installation or local law-enforcement authorities. Use regionally qualified archaeologists to assist in the decision by determining the location, context, and associations (and possibly the date) of the remains.
- 3.9.7. Inadvertent discoveries of artifacts, archaeological features, or buried large animal skeletal remains not subject to *NAGPRA* require *NHPA* Section 106 consultation with the SHPO or THPO.
- 3.9.8. Responsibilities and associated duties prescribed in archaeological monitoring plans, inadvertent discovery plans, or standard operating procedures (SOPs) in the installation ICRMP should be fol-

lowed when inadvertent discoveries are made during ground disturbing activities on Air Force controlled lands.

3.10. NAGPRA Plans of Action: 43 CFR §§10.3 and 10.5 describe two different kinds of Plans of Action. One is for removal of inadvertently discovered *NAGPRA* cultural items (*see* ¶3.9.1.5. of this Instruction). The other is a contingency document for a planned activity that reasonably might encounter *NAGPRA* cultural items.

3.10.1. Take reasonable steps to determine whether a planned activity on the installation might result in the intentional excavation or inadvertent discovery of *NAGPRA* cultural items.

3.10.2. Prepare a contingency Plan of Action when the CRM determines that *NAGPRA* cultural items are likely to be encountered during a planned activity [*see* 43 CFR §§10.3(c)(1 and 2) and 10.5(e)].

3.10.3. Plans of Action, whether prepared for individual inadvertent discoveries or prior to planned activities, require the signature of the installation commander. Plans of Action require consultation with, but not the approval (or signatures) of, Indian Tribal officials [per 43 CFR §10.5(e)].

Chapter 4

GENERAL MANAGEMENT

4.1. Aircraft Wreck Sites:

4.1.1. Note the location of discovered aircraft wreck sites on the installation GIS, or appropriate installation map. Wreck sites older than 50 years should be evaluated for significance per Section 110 of the *NHPA*.

4.1.2. Determine if cultural resources have been affected by a crash or by post crash activities such as access road construction. If so, proceed with *NHPA* Section 106 consultations.

4.1.3. Refer to AFI 91-204, *Safety Investigations and Reports*, for Air Force policy on crash responses.

4.2. Archaeological Resources Protection:

4.2.1. Protect archaeological sites on lands under Air Force control or management. Unauthorized excavation, removal, damage, alteration, or defacement of archaeological resources on Air Force property is prohibited, and punishable by civil and criminal penalties.

4.2.2. Determine which Federal agency has archaeological resources protection responsibilities (per *ARPA*) on lands shared with the Air Force. Document the determination and responsibilities of each party in a Memorandum of Understanding (MOU) or other agreement document between the Federal agency and the Air Force.

4.2.3. Review deeds, leases, and use-agreements allowing for military operations on non-Air Force lands to determine proper cultural resource protection roles and responsibilities.

4.2.4. *ARPA* permits are required for the actual or attempted excavation, collection, removal, and disturbance of archaeological resources on Air Force property (per 32 CFR §229, *Protection of Archaeological Resources: Uniform Regulations*, §§229.5 - 229.11). However, *ARPA* permits are not required for qualified archaeologists employed by, or under contract to the Air Force or its agents in carrying out their official or contracted duties on the installation [per 32 CFR §229.5(c)]. Nonetheless, 32 CFR §229.5(c) requires permit provisions to be met by other documented means, and ensuring that any official duties which might result in harm to or destruction of any Indian tribal religious or cultural site are the subject of notification to tribes as set forth in 32 CFR §229.7.

4.2.5. The installation commander will ensure that security forces, legal staff, public affairs office, and the fish, game, and recreation management staff are familiar with the requirements and applicable civil and criminal penalties under *ARPA* Section 6(a) and 32 CFR §229.4

4.2.6. The BCE (or Environmental Manager) will issue *ARPA* permits to qualified individuals after technical review of the application by HQ AFCEE.

4.2.6.1. The reviewed permit is sent by the CRM to the BCE for signature.

4.2.6.2. The CRM sends one copy of the signed permit to the proponent and another to HQ AFCEE.

4.3. Base Comprehensive Planning Process:

4.3.1. Installations will fully integrate cultural resources into the comprehensive planning process, per AFI 32-7062, *Air Force Comprehensive Planning*.

4.3.2. Ensure that general, non-point specific cultural resource locations are displayed in the Composite Constraints and Opportunities Plan as a data layer.

4.4. Confidentiality Requirements:

4.4.1. Section 9 of *ARPA* permits the installation to withhold information concerning the nature and location of archaeological resources from the public.

4.4.2. Section 304 of the *NHPA*, 16 U.S.C. §470w-3(a), also requires withholding information about the location, character, or ownership of an historic property when disclosure might cause a significant invasion of privacy, risk harm to the historic property, or impede the use of a traditional religious site by practitioners.

4.4.3. Consult with the local Staff Judge Advocate before withholding of any information pursuant to these provisions and coordinate, through channels, with HQ USAF/ILEV.

4.5. Cooperative Agreements:

4.5.1. *The Economy Act*, 3, U.S.C. §1535, authorizes the Air Force to issue orders to other federal agencies to provide goods and services, so long as the order is in the best interests of the Government, is more economical or convenient than procurement under contract, and does not conflict with another agency's authority.

4.5.2. 10 U.S.C. §2684, *Cooperative Agreements for Management of Cultural Resources*, allows installations to enter into cooperative agreements (CA) with States, local governments, or other entities for research on, or preservation, maintenance, and improvement of, cultural resources on installations.

4.5.3. Installations may develop and implement interagency agreements or CAs according to these provisions, following technical and legal review at the installation and MAJCOM.

4.5.4. Ensure that principal investigators, crew leaders, and others who will oversee preparation of the CA or interagency agreement are qualified under current standards specified in *Archeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines*.

4.6. Care of Archaeological and Historic Property Collections and Records:

4.6.1. Ensure that all collections of archaeological artifacts and records are processed, maintained, and curated in accordance with 36 CFR §79, *Curation of Federally-Owned and Administered Archaeological Collections*.

4.6.2. *NAGPRA* cultural items in the installation's possession and control will be disposed of consistent with the requirements of *NAGPRA* and 43 CFR §10.

4.6.3. Installation commanders will establish procedures in the installation ICRMP to minimize the amount of "material remains" [as defined in 36 CFR §79.4(a)(1)], collected during archaeological inventory and site excavation that requires permanent curation.

4.6.4. Follow the guidelines and standards outlined and discussed in the DoD *Guidelines for the Field Collection of Archaeological Materials and Standard Operating Procedures for Curating Department of Defense Archaeological Collections*.

4.6.5. Do not establish Air Force archaeological curation facilities on installations.

4.6.5.1. Exceptions to this curation policy will be reviewed by the MAJCOM and HQ AFCEE and approved by HQ USAF/ILEV on a case-by-case basis.

4.6.5.2. Justification for a waiver to construct curation facilities will include an analysis of costs for professional curatorial personnel, initial installation infrastructure start-up costs, and installation costs for annual operation, materials, maintenance, and repair.

4.6.6. Artifacts, records, and material remains related to a historic property are included in the definition of that property. Installations must ensure proper care and storage and consult with SHPO on ways to mitigate adverse effects to these items. Examples include photographs, blueprints, line drawings, building or construction elements, etc, associated with historic buildings and structures.

4.7. Environmental Compliance Assessment and Management Program (ECAMP):

4.7.1. Ensure that cultural resource findings from internal and external ECAMPs are addressed in the ECAMP action plan, per AFI 32-7045, *Environmental Compliance Assessment and Management Program (ECAMP)*.

4.7.2. Program all Level 0 or Level 1 funding requirement driven by an ECAMP finding into the environmental funding portion of the Automated Civil Engineering System-Project Management Module (ACES-PM) (per HQ USAF/ILE Memorandum, *Air Force Programming and Budgeting Guidance*, 11 Sep 2000).

4.8. Funding Requirements:

4.8.1. Identify cultural resources funding requirements in the environmental portion of ACES-PM (refer to AFI 32-7001, *Environmental Budgeting* and the detailed guidance in HQ USAF/ILE Memorandum, 11 Sep 2000).

4.8.1.1. Priority funding includes, but is not limited to:

4.8.1.1.1. Salaries and training in direct support of cultural resources compliance obligations.

4.8.1.1.2. Historic building inventory and evaluation.

4.8.1.1.3. Archaeological inventory and evaluation.

4.8.1.1.4. Section 106 consultation and development of MOAs and PAs.

4.8.1.1.5. Cultural resources portions of environmental impact analyses.

4.8.1.1.6. Approved curation of archaeological collections and records.

4.8.1.1.7. Government-to-government consultations with Indian Tribes.

4.8.1.1.8. Initial preparation and 5-year updates of ICRMPs.

4.8.1.2. Projects and activities typically not eligible for environmental funding include, but are not limited to:

- 4.8.1.2.1. Mitigation measures for adverse effects to historic properties, including archaeological data recovery (proponent should pay for mitigation).
- 4.8.1.2.2. Maintenance and/or repair of historic buildings and structures.
- 4.8.1.2.3. Routine grounds maintenance such as grass mowing, tree pruning, and landscaping, including such activities occurring in historic cemeteries.
- 4.8.1.2.4. Restoration of historic cemeteries.
- 4.8.1.2.5. Weapons systems acquisition EIAP costs.
- 4.8.1.2.6. Projects associated with base realignment and closure EIAP costs.

4.9. Information Management:

- 4.9.1. Enter and maintain core data, metadata, and information regarding cultural resource activities in the installation's cultural resources automated data files.
- 4.9.2. Digital geospatial data produced by cultural resource inventories will conform to military standards available through the CADD/GIS Technology Center at <http://tsc.wes.army.mil/products/TSSDS-TSFMS/tssds/html/>.

4.10. Integrated Cultural Resource Management Plans (ICRMPs):

- 4.10.1. DoD Instruction 4715.3, ¶4.3.3, requires ICRMPs to be prepared for all military installations having cultural resources. See **Attachment 2** for Guidelines for preparing ICRMPs. Electronic templates of ICRMPs are available on the Denix website: <https://www.denix.osd.mil/denix/Public/ES-Programs/Conservation/Legacy/ETB/EtbWelcome.htm>
 - 4.10.1.1. Installations will update their ICRMP every five years.
 - 4.10.1.2. The development and preparation of the ICRMP may require analysis under NEPA if the ICRMP contains plans for new proposed actions that may impact the environment which have not been previously analyzed under NEPA. When that is the case, the draft ICRMP must be assessed in compliance with AFI 32-7061, *The Environmental Impact Analysis Process*, as promulgated at 32 CFR §989. When a NEPA analysis is required, for purposes of alternatives analysis in the NEPA document, ICRMP proponents shall develop, to the extent practicable, a range of potential alternative means of executing the ICRMP.
 - 4.10.1.3. Forward the draft ICRMP to the MAJCOM CRM and JA for review. After MAJCOM review, installations may provide a copy of the draft ICRMP, or relevant parts of the plan, to the SHPO for their information. SHPO comments may be considered, however SHPO approval is not required to complete the ICRMP.
 - 4.10.1.4. The installation will consider MAJCOM and other comments in preparing the final ICRMP.
 - 4.10.1.5. The title page of the ICRMP will include the date and signature of MAJCOM reviewers and the approval date and signature of the installation commander.
- 4.10.2. Installations scheduled for closure within 5 years pursuant to BRAC laws are exempt from preparing an ICRMP.

4.10.3. Installations that have completed their cultural resource inventories and identified no historic properties or other cultural resources requiring management may petition the MAJCOM for a waiver from the ICRMP requirement.

4.10.3.1. The Base CE or Environmental Director will prepare a letter of justification to MAJCOM/CE requesting the waiver.

4.10.3.2. The MAJCOM/CE will notify both the installation and HQ USAF/ILEV of the waiver and reflect the "No ICRMP Required" status in all relevant program management metrics.

4.10.4. The ICRMP will be classified "For Official Use Only" and its handling will comply with appropriate procedures for documents in that category.

4.10.5. Annual or as needed updates to the ICRMP will be completed by the installation CRM.

4.10.6. The CRM will include appropriate justification for contractor support in their program funding request for 5-year updates to the ICRMP.

4.11. Integrated Natural Resource Management Plan (INRMP):

4.11.1. The installation CRM will ensure relevant sections of the draft INRMP are consistent with the installation's cultural resources program. Focus on those elements of the INRMP that relate to and may potentially affect cultural resources on the installation.

4.11.2. See AFI 32-7064, *Integrated Natural Resources Management*, for details on natural resources programs.

4.12. Metal Detecting: Use of metal detectors on Air Force property is generally prohibited, except when used by Air Force personnel, contractors, or permittees in association with official cultural resource management activities, or pursuant to an *ARPA* permit. Installations may develop detailed rules for metal detector use on their lands.

4.13. Public Awareness: Establish awareness programs to educate and inform the public about the significance of archaeological resources on installation lands [per *ARPA* Section 10 (c) and 32 CFR §229.20].

4.14. Reports:

4.14.1. Installations provide information on their annual archaeological activities to the MAJCOM CRM, who then forwards the data to HQ AFCEE. HQ AFCEE completes the annual "Federal Archaeological Activities Report to Congress" for the Air Force [per the *Archaeological and Historic Preservation Act*, 16 U.S.C., 469-469c] and sends it through HQ AF/ILEV to the NPS (RCS: HAF-ECS(A)0309)).

4.14.2. Installations will report incidents of potential *ARPA* violations to their respective MAJCOMs.

4.14.3. Installations provide information on their annual *NAGPRA* activities to the MAJCOM CRM, who then forwards the data to HQ AFCEE. HQ AFCEE consolidates the data, creates an Air Force *NAGPRA* Activities Report, and forwards it to HQ AF/ILEV in route to NPS.

4.15. Sacred Sites Access and Protection:

- 4.15.1. Provide Federally recognized American Indian Tribes access to and use of sacred sites on Air Force controlled lands. Sacred sites are specifically defined in Executive Order 13007.
- 4.15.2. Impose reasonable terms, conditions, and restrictions on access to such sites to protect personal health and safety, to avoid interference with the military mission, or for reasons of national security.
- 4.15.3. Avoid adversely affecting the physical integrity of sacred sites.
- 4.15.4. Ensure reasonable notice is provided to Federally-recognized Indian Tribes when proposed Air Force actions or land management policies and practices might restrict future access to, ceremonial use of, or adversely affect the physical integrity of identified sacred sites.
- 4.15.5. Outline notification procedures in the installation ICRMP. Ensure that NHPA §106 compliance requirements are met if the affected sacred site is a historic property.
- 4.15.6. Take reasonable measures to maintain the confidentiality of sacred site locations.

4.16. Static Displays:

- 4.16.1. Air Force aircraft, missiles, weapons, and hardware on static display belong to the USAFMS.
- 4.16.2. The USAFMS is responsible for determining National Register eligibility and for nominating USAFMS-owned properties to the National Register.
- 4.16.3. Installations will notify and consult with the USAFMS on undertakings that might affect these resources, whether or not they are considered eligible.

4.17. Personnel: Qualifications, Training, Certification, and Professional Development:

- 4.17.1. An astute awareness of cultural resources management protocols is important in achieving program objectives and supporting the installation's military mission. As such, CRMs must be knowledgeable of the installation's cultural resources and the appropriate management protocols to effectively and comprehensively execute program requirements. Given the diversity of cultural resources in terms of categories and numbers across the Air Force, qualifications for CRM positions should be tailored to the uniqueness of the installation, considering both the scope and complexity of existing resources. The *Secretary of the Interior's Professional Qualification Standards* defines the desirable knowledge, skills and training background for CRMs. Each installation, however, should assess its specific cultural resource management requirements and fill the CRM position according to their need and the sensitivity of the installation's cultural assets. It's important that CRMs obtain adequate training commensurate with the resources managed. Installations who use consultants to perform work on behalf of the Air Force, should ensure they are highly capable and qualified to assist in the identification, evaluation and management of cultural resources.
- 4.17.2. Air Force CRMs will obtain certification, education and training appropriate to their responsibilities and experience. At installations with few cultural resources, most CRM responsibilities can be assigned as collateral duties. However, in such cases, the installation should still coordinate the responsibilities stated in [1.4.10.2.](#) and [1.4.10.6.](#) with a qualified cultural resource professional at MAJCOM or AFCEE.
- 4.17.3. MAJCOMs will maintain databases on training and certification available and completed by CRMs on their installations.

4.17.4. The installation CRM will:

- 4.17.4.1. Incorporate basic information on cultural resources into installation newcomer orientation briefings.
- 4.17.4.2. Conduct periodic reviews of the cultural resources program at commanders' calls and other installation forums.
- 4.17.4.3. Inform personnel housed in historic quarters about the significance of these buildings and explain any special management considerations.
- 4.17.4.4. Provide training for maintenance personnel to learn proper maintenance and repair procedures for historic properties.

4.18. Waivers and Exemptions:

4.18.1. SAF may waive all or part of the Air Force's Section 106 responsibility on a specific project if the Secretary determines the existence of an imminent major natural disaster or a threat to national security (per 36 CFR §78, *Waiver of Federal Agency Responsibilities under Section 110 of the National Historic Preservation Act*).

- 4.18.1.1. Emergency action to preserve human life or property will override cultural resource preservation requirements.
- 4.18.1.2. A waiver will not exceed the period of the emergency.
- 4.18.1.3. During the waiver period, implement all measures to avoid or minimize harm to historic resources per *Archeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines*.

4.18.2. MAJCOMs forward waiver requests to the Air Force FPO through HQ USAF/ILEV.

4.18.3. The Air Force FPO informs the NPS, the Council, and relevant SHPOs within 12 days of effecting a waiver per 36 CFR §78.

4.18.4. The Council may exempt Air Force activities from any *NHPA* statutory requirements.

4.18.5. MAJCOMs requests for exemptions to HQ USAF/ILEV must include:

- 4.18.5.1. A description of the activity, including its nature, scope, duration, legislative authority, level of appropriation, and potential effects on historic properties.
- 4.18.5.2. The specific provisions of the *NHPA* that allows the exemption.
- 4.18.5.3. A description of the affected parties.
- 4.18.5.4. An evaluation of the potential effect of granting the exemption.

4.18.6. HQ USAF/ILEV forwards the request through channels to the Air Force FPO.

4.18.7. The Air Force FPO forwards requests for exemptions to the Council.

4.18.8. The Council advises the Air Force of the appropriate public notice.

4.18.9. The process allows a period for public comment of at least 30 days.

Chapter 5

DOD MEASURES OF MERIT (MOM).

5.1. Assessments: Internal conservation self-assessments will be conducted at installations at least annually, and external conservation self-assessments (ECAMPs) will be conducted at least once every 3 years at all installations that require ICRMPs (per DoD Instruction 4715.3, and AFI 32-7045).

5.2. Review Criteria: Results of assessments will not normally be released to regulators or to the public. At a minimum, reviews will assess:

5.2.1. Adherence to funding priorities listed in DoD Instruction 4715.3 and *Air Force Conservation Programming and Budgeting Guidance*, 11 Sep 2000.

5.2.2. Information documented and maintained in relation to Measures of Merit as outlined in DoD Instruction 4715.3.

5.3. Forms Adopted: AF Form 847, **Recommendation for Change of Publication**; AF Form 300, **Facility Disposal**; DD Form 1391, **FY__Military Construction Project Data**.

DONALD J. WETEKAM, Lt General, USAF
DCS/Installations & Logistics

Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

Advisory Council Handbook, *Recommended Approach for Consultation on Recovery of Significant Information from Archeological Sites*, Advisory Council for Historic Preservation, June 17, 1999

AFI 32-1032, *Planning and Programming Appropriated Funded Maintenance, Repair, and Construction Projects*

AFI 32-7001, *Environmental Budgeting*

AFI 32-7006, *Environmental Programs in Foreign Countries*

AFI 32-7061, *Environmental Impact Analysis Process (EIAP)*, as promulgated at 32 CFR §989.

AFI 32-7045, *Environmental Compliance Assessment and Management Program (ECAMP)*.

AFI 32-7064, *Integrated Natural Resources Management*

AFI 84-103, *Museum System*

AFI 91-204, *Safety Investigations and Reports*

AFMAN 32-1089, *Air Force Military Construction and Family Housing Economic Analysis Guide*

AFMAN 37-123, *Management of Records*

AFPD 32-70, *Environmental Quality*

AFPD 37-1, *Information Management*

AFPD 84-1, *Historical Information, Property, and Art*

Archaeological and Historic Preservation Act, 16 U.S.C. 469-469c-2

Archeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines, 48 Federal Register 44716-44742, September 29, 1983

Archaeological Resources Protection Act (ARPA), 16 U.S.C., 470aa-470mm

Cooperative Agreements for Management of Cultural Resources, 10 U.S.C. §2684

Curation of Federally-Owned and Administered Archaeological Collections, 36 CFR § 79

DoD Directive 4710.1, *Archaeological and Historic Resources Management*, June 21, 1994

DoD Instruction 4715.3, *Environmental Conservation Program*, May 3, 1996

DoD Instruction 4715.5-G, *DoD Overseas Environmental Baseline Guidance Document AFH 10-222, Volume 4: Environmental Guide for Contingency Operations*

DoD Legacy Management Program Office Project No. 98-1714, *Guidelines for the Field Collection of Archaeological Materials and Standard Operating Procedures for Curating Department of Defense Archaeological Collections*, 1999 (available DENIX at <https://www.denix.osd.mil> and HQ AFCEE at <http://www.afcee.brooks.af.mil>)

Determinations of Eligibility for Inclusion in the National Register of Historic Places, 36 CFR §63

The Economy Act, 31 U.S.C. §1535

Executive Order 13007, *Indian Sacred Sites*, May 24, 1996

Executive Order 13148, *Greening Government Through Leadership in Environmental Management*, April 21, 2000

Executive Order 13175, *Consultation and Coordination with Indian Tribal Governments*, November 6, 2000

HQ USAF/CE Memorandum, *Interim Guidance for Cold War Resources*, 29 June 1993

HQ USAF/CVA Memorandum, *Consultation with American Indian Tribal Governments and Alaska Native Organizations*, 10 Nov 97

HQ USAF/ILE Memorandum, *Air Force Conservation Programming and Budgeting Guidance*, 11 September 2000

HQ AFCEE *Cultural Resources Fact Sheet: Recommended Guidelines for Standard Operating Procedures in Integrated Cultural Resources Management Plans*, February 2001, available at <http://www.afcee.brooks.af.mil>).

Interim Guidance for Cold War Resources, HQ USAF/CE, 29 June 1993

International Federal Activities Affecting Historic Properties, 16 U.S.C., §470a-2,

National Environmental Policy Act (NEPA), 42, U.S.C. §4321, *et seq.*

National Historic Preservation Act (NHPA), 16 U.S.C., §470, *et seq.*

National Park Service Brochure, *Secretary of the Interior's Standards for the Treatment of Historic Properties*, US Department of Interior, National Park Service, 1992)

National Register Bulletin 15, *How to Apply the National Register Criteria for Evaluation*, US Department of Interior, National Park Service, 1991

National Register Bulletin 22, *Guidelines for Evaluating and Nominating Properties that have Achieved Significance Within the Last Fifty Years*, US Department of Interior, National Park Service, 1996

National Register Bulletin 38, *Guidelines for Evaluating and Documenting Traditional Cultural Properties*, US Department of Interior, National Park Service, 1990

Native American Graves Protection and Repatriation Act (NAGPRA), 25 U.S.C. §§3001-3013

Preservation Brief 36, *Protecting Cultural Landscapes*, US Department of the Interior, National Park Service, June 29, 2001

Protection of Archaeological Resources, 32 CFR §229

Protection of the Environment, 40 CFR §1500-1508

Protection of Historic Properties, 36 CFR §800

Secretary of Defense Memorandum, *American Indian and Alaska Native Policy*, October 20, 1998

Wagner, Richard D, 1996, *Preserving a Heritage. Standards and Illustrated Guidelines for Rehabilitating Historic Air Force Buildings and Structures*. United States Air Force: Office of the Civil Engineer.

Waiver of Federal Agency Responsibilities under Section 110 of the National Historic Preservation Act, 36 CFR §78

Abbreviations and Acronyms

AFI—Air Force Instruction

AFMAN—Air Force Manual

AFPD—Air Force Policy Directive

AIRFA—American Indian Religious Freedom Act of 1978

ARPA—Archaeological Resources Protection Act of 1979

CA—*NAGPRA* Comprehensive Agreement; or, Cooperative Agreement under 10 U.S.C. §2684, *Cooperative Agreements for Management of Cultural Resources*

CFR—Code of Federal Regulations

Council—Advisory Council on Historic Preservation

CRM—Cultural Resources Manager

CRMP—Cultural Resource Management Plan (see also ICRMP)

EIAP—Environmental Impact Analysis Process

EO—Executive Order

FOUO—For Official Use Only

FPO—Federal Preservation Officer

FR—Federal Register

HABS—Historic American Building Survey

HAER—Historic American Engineering Record

HQ AFBDA—Headquarters, Air Force Base Development Agency

HQ AFCEE—Headquarters, Air Force Center for Environmental Excellence

HQ AFLSA/JACE—Headquarters, Air Force Legal Office, Judge Advocate for Civil Engineering

HQ USAF—Headquarters, United States Air Force

ICRMP—Integrated Cultural Resources Management Plan

MAJCOM—Major Command

MOA—Memorandum of Agreement

NAGPRA—*Native American Graves Protection and Repatriation Act* of 1991

NEPA—*National Environmental Policy Act* of 1969

NHPA—*National Historic Preservation Act* of 1966

NPS—National Park Service

OCR—Office of Coordinating Responsibility

OPR—Office of Primary Responsibility

PA—Programmatic Agreement, per 36 CFR §800.16

PL—Public Law

POC—Point of Contact

SAF/IE—Assistant Secretary of the Air Force for Installations, Environment, and Logistics

SAF/IEE—Deputy Assistant Secretary of the Air Force for Environment, Safety and Occupational Health

SHPO—State Historic Preservation Officer

THPO—Tribal Historic Preservation Officer

USAFMS—United States Air Force Museum System

U.S.C.—United States Code

Terms

ACES-PM—A sub-module for reporting environmental funding requirements in the Automated Civil Engineering System-Project Management module. Cultural resources funding requirements must be entered into this sub-module of ACES-PM to be considered for funding.

Advisory Council on Historic Preservation (Council)—The independent Federal agency charged by the *NHPA*, as amended to advise the President, Congress, and Federal agencies on matters related to historic preservation. The Council also administers Section 106 of the *NHPA* through 36 CFR §800, "Protection of Historic Properties."

Archaeological Resources—Any material remains of past human life or activities that are of capable of providing scientific or humanistic understandings of past human behavior and cultural adaptation through the application of scientific or scholarly techniques such as controlled observation, contextual measurement, controlled collection, analysis, interpretation, and explanation (*see ARPA* and 32 CFR §229.3).

Area of Potential Effect (APE)—The land area an undertaking has the potential to effect. The APE includes the footprint of the proposed project, and areas around the footprint that might be affected by visual, auditory, erosional, and other direct and indirect results of the undertaking.

Arrowheads—Used generically in *ARPA* and this Instruction to refer to any shaped stone projectile point used to tip spears, darts, arrows, or other thrusting tools. Casual surface collecting (not digging) arrowheads from archaeological sites is specifically exempted from criminal acts of vandalism as defined by *ARPA* Section 6.

Comprehensive Agreement—An agreement between a Federal agency and an Indian Tribe affiliated with *NAGPRA* remains or cultural objects, concerning all agency land management activities that could result in the intentional excavation or inadvertent discovery of Native American human remains, funerary objects, sacred objects, or objects of cultural patrimony. The CA should establish procedures for consultation, treatment, and disposition of *NAGPRA* remains or cultural objects likely to be found during any undertaking or action on agency lands [per 43 CFR §10.5(f)]. The signed agreement, or correspondence related to efforts to reach agreement, constitute proof of consultation. A Contingency Plan of Action is similar to a CA, but deals only with *NAGPRA* remains and objects likely to be

discovered during a specific undertaking or action. Tribal and agency officials (e.g., the installation commander) must sign CAs, but only the agency official signs Plans of Action [per 43 CFR §10.5(e)].

Consultation—A reasonable and good faith effort to involve affected parties in the findings, determinations, and decisions made during the Section 106 Process, and other processes required under *NAGPRA*, *AIRFA*, *NEPA*, *ARPA*, and other statutes and regulations. Consultations with Indian Tribes must be on a government-to-government level to respect tribal sovereignty and to recognize the unique legal relationship between the Federal Government and Indian Tribes set forth in the Constitution, treaties, statutes, and court decisions (see also Notification).

Consulting Parties—In accordance with 36 CFR §800.2(c), parties with consulting roles in the *NHPA* Section 106 Process include SHPOs, and or THPOs; Indian Tribal governments; representatives of local governments; applicants for Federal assistance, permits, licenses, and other approvals; and members of the Public with interests in the undertaking.

Cultural Resource Professional—A person who meets professional qualifications in anthropology, archaeology, history, historical architecture, preservation planning, or other preservation specialties set forth in Section 112 of the *NHPA* and *Archeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines*.

Curation—The process of managing and preserving an archaeological collection of artifacts and records according to professional museum and archival practices, as defined in 36 CFR §79. Refer to Legacy Resource Management Program Office, Legacy Project No. 98-1714, *Guidelines for the Field Collection of Archaeological Materials and Standard Operating Procedures for Curating Department of Defense Archaeological Collections*, available through the DENIX and AFCEE websites.

Department of the Air Force Federal Preservation Officer (Air Force FPO)—An official appointed by the Secretary of the Air Force in accordance with Section 110 of the *NHPA* to direct the AF Cultural Resources Program. The Air Force FPO is the Deputy Assistant Secretary of the Air Force for Installations, Environment, and Logistics (SAF/IEE).

Historic Preservation—Section 301(8) of the *NHPA*, 16 U.S.C. §470w(8), states that historic preservation "includes identification, evaluation, recordation, documentation, curation, acquisition, protection, management, rehabilitation, restoration, stabilization, maintenance, research, interpretation, conservation, and education and training" regarding cultural resources. The *Secretary of the Interior's Standards for the Treatment of Historic Properties* (NPS 1992) defines historic preservation as "the act or process of applying measures necessary to sustain the existing form, integrity, and materials of a historic property."

Historic Property—Any district, site, building, structure, or object included on or eligible for inclusion on the National Register of Historic Places (National Register). 36 CFR §60.4 explains criteria for determining eligibility for listing to the National Register.

Identification of Historic Properties—The first step in the *NHPA* Section 106 process includes preliminary work, actual efforts to identify properties, and the evaluation of identified properties to determine if they qualify as historic properties. The standard is a "reasonable and good faith effort" for identification and evaluation.

Indian Tribe—For the purposes of this Instruction, the term Indian Tribe includes Federally recognized American Indian Tribes, Alaska Native Villages, and Native Hawaiian Organizations. A Federally recognized tribe is one the United States government formally recognizes as a sovereign entity that

requires government-to-government relations. The Federal government holds lands in trust for many, but not all, Indian Tribes. Some Tribes are not Federally recognized, and are not afforded special rights under Federal law. CRM programs on installations are required under various statutes to notify and/or consult with Federally recognized Tribes (but not Tribes that are not Federally recognized). The number of Federally recognized Tribes increases as the Bureau of Indian Affairs adds Tribes to the list.

Integrated Cultural Resources Management Plan (ICRMP)—A document that defines the procedures and outlines plans for managing cultural resources on DoD installations. ICRMPs are required for all DoD installations under DoD Instruction 4715.3, *Environmental Conservation Program*. The ICRMP differs from previous CRMPs in that it is more comprehensive, and integrates, and is integrated into, other land management and development plans at installations. Air Force installations must update their plan every 5 years.

National Register of Historic Places (National Register)—The Federal government's official list of buildings, structures, districts, sites, and objects that are significant in American history, architecture, archaeology, engineering, or culture, and are thereby considered for preservation. The National Register is administered by the Department of the Interior, National Park Service (NPS). Criteria for eligibility, and the procedures for nomination, making changes to listed properties, and for removing properties from the National Register are detailed in 36 CFR §60, "National Register of Historic Places."

Notification—Written notification (vs Consultation) is specifically required in various statutes. For example, affiliated Federally recognized Indian Tribes must be notified 30 days before a Federal agency may issue an *ARPA* permit if the proposed research might disturb or harm any Indian tribal or religious site on agency land [32 CFR §229.7(a)]. Written notification also is required by *NAGPRA* for planned intentional excavation or inadvertent discovery of Native American human remains, and funerary or sacred objects, or objects of cultural patrimony. See 43 CFR §10.5(b) for the list of people who must be notified under *NAGPRA*. The *NHPA* requires notification of the Council that an undertaking will adversely effect a historic property [36 CFR §800.6(a)(1)].

Plan of Action—A written plan, prepared, approved, and signed by a Federal agency official (e.g., the installation commander), in response to an inadvertent discovery or intentional excavation of Native American human remains, funerary objects, sacred objects, or objects of cultural patrimony on agency land. A Contingency Plan of Action is similar but is developed **prior** to a specific planned undertaking or action likely to result in the discovery of *NAGPRA* remains or objects. Both kinds of Plans of Action are completed after consultation between the Federal agency and a Federally recognized Indian Tribe affiliated with the *NAGPRA* remains or cultural objects. The Plan of Action outlines consultation procedures, treatment, and disposition of the *NAGPRA* remains and objects. Signatures of Tribal officials are not required [43 CFR §10.5(e)].

State Historic Preservation Officer (SHPO)—The official appointed by the Governor of each State and territory to carry out the functions defined in the *NHPA*, and to administer the State Historic Preservation Program. SHPOs provide advice and assistance to Federal agencies regarding their Cultural Resources Management programs and historic preservation responsibilities. Throughout this AFI, SHPO is understood to mean THPO where consulting a designated THPO is appropriate.

Tribal Historic Preservation Officer (THPO)—The official appointed by an Indian Tribe in accordance with the *NHPA* to administer the Tribal Historic Preservation Program and assume duties and functions for tribal lands similar to those that the SHPO has for State lands. The Secretary of Interior designates tribes with THPO responsibilities. Air Force installations must consult with the THPO, instead

of the SHPO, on undertakings on or over Indian tribal lands where a Tribe has been granted THPO responsibilities by the Secretary of the Interior.

Undertaking—Any project, activity, action, or program wholly or partly funded under the direct or indirect jurisdiction of a Federal agency. Includes projects and activities that are executed by or on behalf of a Federal agency; Federally funded; require a Federal permit, license or approval; or are subject to State or local regulation administered through delegation or approval authority by a Federal agency.

Undertaking proponent—The commander, commanding officer, or civilian director of a unit, activity, or organization, who initiates a proposal for an undertaking, who has command and control authority over the undertaking once it is authorized, or who has the legal and financial authority to commit the Air Force to agreements undertaken in compliance with cultural resource laws and regulations.

Attachment 2

GUIDELINES FOR PREPARING INTEGRATED CULTURAL RESOURCES MANAGEMENT PLANS

US Air Force Integrated Cultural Resource Management Plans (ICRMPs) must address and include the information outlined below. The guidelines offer a suggested structure to the development of a plan.

A2.1. Executive Summary:

- A2.1.1. Summarize the major components of the plan.
- A2.1.2. Identify future directions for the cultural resources program.

A2.2. General Information:

- A2.2.1. Mission Statement: Briefly describe the installation mission.
- A2.2.2. Physical Setting: Description of the installation, location, size in acres, climate, geography, geology, vegetation zones. Include appropriate maps.
- A2.2.3. Historical Perspective: A short history of the installation, including how it manages historic resources.
- A2.2.4. Organizational Listing and Roles. List important base organizations, and discuss how their activities might impact on the historic preservation program. For example: Base civil engineering conducts or oversees most facility and infrastructure development that may potentially affect buried archeological resources.
- A2.2.5. CRM Goals and Objectives:
 - A2.2.5.1. Outline the goals and planning objectives that might affect cultural resources on the installation.
 - A2.2.5.2. Give specific management objectives and milestones. For example: Complying with cultural resource legislation and properly managing known cultural resources.
 - A2.2.5.3. Develop a 5-year plan that includes the installation's programmed projects for the Future Year Defense Plan (FYDP).
- A2.2.6. CRM Program Responsibilities:
 - A2.2.6.1. Describe specific responsibilities for managing the program.
 - A2.2.6.2. Identify who coordinates and communicates with off-base entities.
 - A2.2.6.3. Discuss penalties and possible complications from noncompliance.

A2.3. Cultural Resources Inventory:

- A2.3.1. Prehistoric and Historic Resources:
 - A2.3.1.1. Prehistoric and Historic Framework:
 - A2.3.1.1.1. Briefly summarize the known prehistory and history of the area, citing relevant and timely literature.

A2.3.1.1.2. Identify any relevant research questions or contexts that the SHPO or others have developed for the area and include them here or as an attachment.

A2.3.1.1.3. Identify affiliated Indian Tribes. Highlight their concerns here and in appropriate subsequent sections.

A2.3.1.2. Resource Inventory:

A2.3.1.2.1. Archaeological Resources: Begin this section with a statement on the importance of protecting archaeological site locations and the penalties for disturbance.

A2.3.1.2.1.1. Summarize past archaeological surveys conducted on the installation. Include dates, surveying agency and/or contractor, results, and references.

A2.3.1.2.1.2. Use tables and text to summarize the installation's archaeological database.

A2.3.1.2.1.3. Consult with the SHPO and other agencies to ensure all recorded archaeological resources are included in the database.

A2.3.1.2.1.4. Include determinations of eligibility and justifications for all listed sites. Indicate the status of SHPO and other consulting party concurrence on determinations.

A2.3.1.2.1.5. Describe measures taken to mitigate adverse effects on archaeological resources. Include dates, conducting organizations, results, references, and curation of artifacts and records.

A2.3.1.2.2. Historic Resources: Follow procedures outlined under [A2.3.1.2.1.](#) to describe and summarize inventories, significance, and mitigation measures related to the installation's historic buildings, structures, landscapes, and other resources.

A2.3.1.2.3. Traditional Cultural Resources and Sacred Sites:

A2.3.1.2.3.1. Begin this section with a statement about confidentiality requirements for select sacred sites and Traditional Cultural Places (TCP).

A2.3.1.2.3.2. Follow procedures outlined under [A2.3.1.2.1.](#) to describe and summarize inventories and the significance of the installation's TCPs and sacred sites.

A2.3.1.3. Areas of Concern:

A2.3.1.3.1. Identify areas on the installation with a high, medium, or low probability for containing archaeological and historic resources.

A2.3.1.3.2. Describe any deficiencies or problems with previous inventories and identify corrective actions.

A2.3.1.3.3. Include a schedule for surveying lands containing significant archeological resources.

A2.3.2. Mapping: Tie the ICRMP to current maps or GIS files showing locations of all cultural resource assets, with special care to only generally depict archaeological sites and sacred places. Use restricted access files for GIS overlays that specifically locate archaeological sites and sacred places.

A2.4. Compliance Procedures:

A2.4.1. Issues:

A2.4.1.1. Identify any unique cultural resource issues confronting the installation.

A2.4.1.2. Identify affiliated American Indian tribal concerns, and those of other affiliated groups who have identified TCPs on the installation.

A2.4.1.3. Identify potential impacts of cultural resource management on other base programs including:

A2.4.1.3.1. The Installation Restoration Program (IRP).

A2.4.1.3.2. Threatened and endangered species.

A2.4.1.3.3. Training operations.

A2.4.1.4. Establish procedures to ensure archaeological resources are protected in compliance with *ARPA*. Include procedures to respond to and document incidents of vandalism to archaeological resources.

A2.4.1.5. Identify potential conflicts between the cultural resource management program and mission accomplishment.

A2.4.1.6. Develop procedures to mitigate potential conflicts, comply with cultural resource legislation, and avoid impairing the mission.

A2.4.2. Preservation and Mitigation Strategies:

A2.4.2.1. Archeological and Historic Resources:

A2.4.2.1.1. Review installation plans and project programming documentation, including maintenance, upgrade, or renovation projects to identify archeological and historic resources that may be threatened by proposed construction, acts of nature, or base operations might threaten.

A2.4.2.1.2. Describe mitigation plans for threatened cultural resources.

A2.4.2.1.3. Include a plan for handling inadvertent discoveries of archeological resources, including *NAGPRA* remains and cultural items.

A2.4.2.1.4. Discuss applying the Secretary of the Interior's Standards for Historic Preservation Projects.

A2.4.2.1.5. Describe any unique historic resource maintenance requirements and define standard maintenance procedures to satisfy those requirements.

A2.4.2.1.6. Curation of Collections and Records:

A2.4.2.1.6.1. Summarize archaeological and historic properties collections, including current locations, size of collections in cubic feet, size of associated records (notes, photographs, maps, blueprints, etc) in linear feet, type of collections, condition, and other relevant information.

A2.4.2.1.6.2. Identify curation facilities housing installation collections, and those that have approved curation agreements with the installation.

A2.4.2.1.6.3. Identify procedures to comply with relevant section of DoD Legacy Management Program Office Project No. 98-1714, *Guidelines for the Field Collection of*

Archaeological Materials and Standard Operating Procedures for Curating Department of Defense Archaeological Collections, 1999.

A2.4.2.1.6.4. Identify future curation needs and methods to meet those needs in relation to the DoD Legacy *Guidelines*, and 36 CFR §79.

A2.4.2.2. Other Cultural Resources: Include plans that involve research and consultation with appropriate affiliated Indian Tribes and other interested parties to identify cultural landscapes, sacred sites, and other related cultural resources.

A2.4.3. Consultation Procedures:

A2.4.3.1. Outline procedures for consulting with SHPO (or THPO where appropriate), the Council, and interested parties.

A2.4.3.2. Establish SHPO review protocols and ensure these are incorporated in contracting for projects and services.

A2.4.3.3. Identify the point of contact and necessary documents for each review agency and consulting party.

A2.4.3.4. Establish internal review procedures to include adequate time for SHPO coordination to ensure project proponents have sufficient time to respond to comments without delaying the project.

A2.5. Standard Operating Procedures (SOP). SOPs describe internal installation procedures on various cultural resource activities and requirements. They must sufficiently define steps necessary to implement required actions during most routine or reasonably expected situations (for helpful hints, see HQ AFCEE *Cultural Resources Fact Sheet: Recommended Guidelines for Standard Operating Procedures in Integrated Cultural Resources Management Plans*, February 2001, available at <http://www.afcee.brooks.af.mil>).

A2.5.1. CRMs must ensure that SOPs:

A2.5.1.1. Address specific situations (e.g., training exercises, construction, maintenance, development, demolition, cleanup, transfer of ownership, leases, etc).

A2.5.1.2. Are triggered and implemented by specific events (e.g., inadvertent finds, weather damage, crashes, scheduled maintenance, roof replacement, etc).

A2.5.1.3. Identify specific individuals or organizations responsible for executing each part of the procedure.

A2.5.1.4. Identify tasks and duties of each individual or organization involved with the procedure, not only the CRM staff.

A2.5.1.5. Link any critical action requiring a decision to a designated office symbol or a backup.

A2.5.1.6. Identify the primary POC responsible for executing each SOP task.

A2.5.2. Cite but do not paraphrase or mirror regulatory procedures. This avoids unnecessary amendments to the ICRMP if regulations change (citation generally do not change).

A2.5.3. Triggering events for SOPs include but are not limited to:

A2.5.3.1. Accidents (aircraft, vehicular, etc) affecting historic properties

- A2.5.3.2. Indian Tribal access to sacred sites or traditional cultural properties
 - A2.5.3.3. Coordinating planned construction or maintenance activities with proponents
 - A2.5.3.4. Cultural resources contracting
 - A2.5.3.5. Hazardous spills affecting historic properties
 - A2.5.3.6. Historic building demolition
 - A2.5.3.7. Inadvertent discoveries of *NAGPRA* remains or cultural items. Include developing and executing Plans of Action.
 - A2.5.3.8. Initiating the Environmental Impact Analysis Process (EIAP), when EIAP is required.
 - A2.5.3.9. Natural emergencies affecting historic properties
 - A2.5.3.10. Recovering jettisoned ordinance or fuel tanks affecting historic properties
 - A2.5.3.11. Rehabilitation of historic properties
 - A2.5.3.12. Suspected vandalism or looting of archaeological sites
 - A2.5.3.13. Unexpected discoveries of archeological materials during construction projects.
- A2.5.4. Use your imagination to identify as many standard and expected activities as possible to address in SOPs.

A2.6. Attachments:

- A2.6.1. Attach any supplemental materials that provide useful references, including:
 - A2.6.1.1. Copies of MOAs, PAs, *NAGPRA* CAs, and other current signed agreements.
 - A2.6.1.2. Relevant legislation and regulations.
 - A2.6.1.3. Relevant guidance.
 - A2.6.1.4. Relevant and appropriate local policy and procedural documents.
- A2.6.2. In a separate volume, or preferably on an electronic medium such as a CD-ROM, compile copies of all archeological and historic site and inventory forms. Archeological site locations are sensitive information. Do not release them to the general public.

A2.7. Production of ICRMPs: All Air Force ICRMPs must be produced in the appropriate version of Microsoft Word, and developed in two formats:

- A2.7.1. Hard paper copies bound or enclosed in loose leaf binders (depending on installation requirements).
- A2.7.2. Appropriate electronic media, such as CD-ROM.