

INDIAN FOREST MANAGEMENT HANDBOOK

53 IAM 2-H



FOREST MANAGEMENT PLANNING

**DEPARTMENT OF THE INTERIOR
BUREAU OF INDIAN AFFAIRS
DIVISION OF FORESTRY AND WILDLAND FIRE MANAGEMENT**

2.0 Introduction	3
2.1. Purpose.....	3
2.2. Guidance.....	4
2.3. Scope.....	6
2.4. Policy	7
2.4.A. Plan Period	10
2.4.B. Plan Modification	11
2.4.C. Mandatory Periodic Review.....	13
2.4.D. Plan Extension	13
2.5. FMP with IRMP	14
2.6. FMP without IRMP	15
2.7. FMP not Current	17
2.7.A. Preparation of an FMP (25 CFR 163.11).....	19
2.7.B. Emergency sale of timber on allotted lands (25 CFR 163.14(b)).....	19
2.7.C. Free use cutting without permit (25 CFR 163.27).....	19
2.7.D. Fire management measures (25 CFR 163.28(a), (b), and (c)).....	19
2.7.E. Trespass protection and prosecution (25 CFR 163.29).....	19
2.7.F. Insect and disease control (25 CFR 163.31(b)).....	19
2.8. FMP Content.....	19
2.8.A. Prioritization Categories.....	20
2.8.B. Minimum Content Standards	23
2.8.C. Content Substance	25
2.8.C.1. Approval Page	25
2.8.C.2. Landowner Goals and Objectives & 2.8 C.3. Resource Assessment	26
2.8.C.4. General Location Map	26
2.8.C.5. Reservation Maps	27
2.8.C.6. Ordinances or Standards.....	27
2.8.C.7. Fire Protection	28
2.8.C.8. Insect & Disease Protection	28
2.8.C.9. Trespass.....	29
2.8.C.10. Emergency Rehabilitation.....	29
2.8.C.11. Documentation, Monitoring, & Records	30
2.8.C.12. Planning, Coordination and Communication	30
2.8.C.13. Organization & Funding	30
2.8.C.14. Silvicultural Guidelines	31
2.8.C.15. AAC (Allowable Annual Cut)	31
2.8.C.16. Harvest Policy.....	32
2.8.C.17. Harvest Schedule.....	33
2.8.C.18. Forest Development	34
2.8.C.19. Data Collection	34
2.8.C.20. Chronology of Events	35
2.8.C.21. Harvest Record	36
2.8.C.23. Income	37
2.8.C.24. Indian Benefits.....	38

2.8.C.25. Non-Indian Benefits	38
2.8.C.26. Regional Economic Impacts.....	39
2.8.C.27. Economic Trends	39
2.8.C.28. Social Assessment	40
2.8.C.29. Document Retention.....	40
2.8.C.30. Other Federal Mandates.....	41
2.8.D. Appendices.....	42
2.8.D.1. Forest Land Classification	42
2.8.D.2. Plan Participation	43
2.9. Responsibilities	44
2.9.A. Director, Bureau of Indian Affairs.....	44
2.9.B. Regional Director.....	44
2.9.C. Agency Superintendent	45
Illustration IFMN 2.0 Approval/Signature Page	46
Illustration IFMH 2.1 Planning Process.....	47
Illustration IFMH 2.2 Forest Management Plan Outline Cont.	48
Illustration IFMH 2.3 Forest Management Plan Outline (without IRMP)	50
Illustration IFMH 2.4 Plan Development Schedule	52
Illustration IFMH 2.5 Social/Economic Benefits Analysis.....	53

2.0 Introduction

The format of this volume is designed to correspond with the primary outline and numeric references of the *Indian Affairs Manual* (IAM). That is, this volume addresses topics presented in Chapter 2 of 53 IAM. Likewise, Section **2.1 Purpose** in 53 IAM corresponds with **2.1 Purpose** herein. Only where necessary for greater detail is there further outline delineation in the volume, and then it is set apart from the IAM reference by a hyphen (e.g., 8.5.A. - 1; 8.5.A. - 1.1; or 8.5.A. - 1.2; etc.). Information found in bordered text boxes are taken verbatim from the IAM and are captioned in the lower right corner for the reader's ease of reference.

While the *Indian Affairs Manual* (IAM) states the required policies, standards, and procedures; the *Indian Forest Management Handbook* (IFMH) provides detail and explanation. Volume 2 should not only answer the obvious questions but go beyond to provide a rudimentary understanding of the value of planning. It should also provide a guide to efficient and effective processes for assuring that a viable forest management plan is continuously in place and actively guiding daily decisions on resource development, use, and protection.

2.1. Purpose

This chapter documents the policies, standards, and responsibilities required for management planning on Indian forest lands (see 53 IAM 1).

53 IAM 2.1.

Forest Management Plans (FMPs) are required for all Indian forest lands in federal trust status. The National Indian Forest Resources Management Act of 1990 (P.L. 101-630) mandates that all management activities on Indian trust forest lands be consistent with an approved FMP. Prior to this statute it was simply accepted by forest professionals that "good management is planned management." Though forestry programs on most reservations have for the better part of the last century been guided by professionally developed and administratively supported FMPs, the question continues to be asked, "What is a Forest Management Plan, and how do you get it?"

While the *Indian Affairs Manual* (IAM) states the required policies, standards, and procedures; the *Indian Forest Management Handbook* (IFMH) provides detail and explanation. This volume will not only answer the obvious questions about what is in an FMP and how an FMP is developed but, it will provide a basic understanding of the value planning can lend to the tribal government and a forestry program. It will also provide a guide to efficient and effective processes for assuring that a viable forest management plan is always in place and guiding daily decisions by tribal and government resource managers on development, use, and protection.

The management planning document itself is sometimes described as the "trust standards" attesting to the extent and expectations of the unique trust relationship between the federal government and the Indian beneficial owners of the forest resources. Others consider the plan, when approved by the BIA, as a modern treaty between the Indians and the United States,

which establishes in writing the understandings reached through discussions of resource user values and program technical capabilities. A well designed plan should be derived through an in-depth process of open consideration of community views and varied perspectives. After its completion and approval the plan should be utilized rather than merely placed upon a shelf and forgotten.

The process of forest planning has become progressively more complex as resources have become more valued by the user. This can be credited to increased populations, consumer demands, and intrinsic human perspectives of purpose and place. As a result planning requires much broader evaluation of both resources and potential value in order to assure appropriate management decisions are made that will facilitate the “most good for the most people.” Regardless of their level of training or experience, resource managers can easily be overwhelmed by the intricacies of a task as complex and all consuming as forest planning. It is the intent of this volume to provide a guide for both the experienced and inexperienced planner, offering an example to follow, and thus effecting a more timely and applicable conclusion to their task.

Every reservation is unique and all forests are different. No one plan can be appropriately applied to every forest. Nor can one planning process be followed in every planning situation. Creative adaptation of a model can prove beneficial and this volume offers the planner that model.

The volume attempts to identify the key elements (**printed in bold text**) of plan development and the minimum requirements (***printed in bold italic***) of an acceptable planning effort. However, there is no set planning process mandated, nor are there specific time frame requirements for plan development, document lengths, or format constraints. The volume offers the benefit of an experienced guide pointing toward the goal of a good Forest Management Plan.

The volume outlines plan content and a process which will yield successful/approved plans. Planners who deviate from this process may discover a better way but, in doing so, may equally have an increased likelihood of creating a plan which may not be approved.

2.2. Guidance

Handbooks, directives and other guides may be issued and revised as necessary (see 53 IAM 1.3)
--

53 IAM 2.2.

This volume is intended to be a reference guide that staff can use to easily find assistance in developing forest plan content. It is not meant to be all encompassing or the final definitive answer to all management planning questions, but a tool to increase the quality of forest planning in Indian country. Parts of the volume can be modified as needed to improve its

effectiveness and to conform to changes in policy and procedure. The volume contains a glossary of terms and definitions that apply to management of forests and forest resources/assets on trust Indian lands. This combined with the professionally accepted terminology defined by the Society of American Foresters' in *The Dictionary of Forestry*, 1998, ensures that program management terminology is consistent and conveys the same meaning among program(s) managing trust Indian forest assets.

There are many different kinds of plans and various methods used to develop them. Training courses on the subject of planning are offered by universities, state and federal agencies, corporations, and private consultants. In addition, there are thousands of books published on the subject of planning. No one can be expected to be knowledgeable of all these references. However, a good planner will be familiar with several and capable of applying a variety of methods to the situation at hand.

Planned management of Indian forests is complex because of the multitude of variables involved in biological systems, limited knowledge about many ecosystem elements, and the diversity of native culture and values. No one should expect a single planning process to be appropriate for all tribes, nor should one expect a process that worked well once to work equally as well a second time even for the same forest or the same tribe. **The key to planning is flexible creativity.** The planner charged with the responsibility of developing a forest management plan must have a general understanding of planning theory, methodologies, and strategies. The planner must be skillfully creative to deal with the dynamics of planning situations as they arise in order to be successful.

A planner will need to acquire the knowledge and skills necessary to facilitate the successful conclusion of a planning process. Writing and communication skills are essential to good planning in order to convey an understanding of the plan to program managers, the decision makers, the beneficial resource owners, the trustee, and other interest groups. These prerequisites cannot be provided in any single guide or volume. They are developed through professional dedication, continuous education, and relevant experience.

There are several useful references that everyone involved in forest planning on Indian lands should consult. These are:

- 25 CFR 163
- 53 IAM, 90 IAM, 59 IAM
- Guidelines for Integrated Resource Management Planning in Indian Country, 1998
- Historical documentation available specific to the tribe, the reservation forest, and past efforts in planning
- Adjudication and court records pertaining to the reservation's resources
- Tribal constitution and by-laws
- Historic treaties and specific legislation relative to the tribe, its authority, and its resources
- Current tribal plans such as IRMP, Urban Development Plan, Water Quality Plan, etc.
- Neighboring resource management plans such as adjacent reservations, USFS, BLM, private, and industry, etc.

Another valuable source of guidance is direct contact with experienced planners. Often this is available from reservations that have recently completed planning exercises. These staff can better relate to values and concerns associated with Indian forest lands and the difficulties of successfully completing a forest management plan in the tribal setting, than can those not having the opportunity of working with reservation resources. However, any experienced planner can contribute something to the process. Potential sources of such expertise are:

- Adjacent reservation staff
- BIA Regional Office staff
- BIA Branch of Forest Resources Planning
- BIA National Interagency Fire Center
- Other federal land management agencies
- State and university extension services
- County and city planning offices
- Private consultants
- The Internet

The Bureau of Indian Affairs periodically publishes a listing of known expertise interested in continued association with Indian forest managers, titled the *Indian Forestry Technical Assistance Directory* (last released June 15, 1999), that could serve as a beneficial source of contacts for planning as well as other forest management activities.

The Regional Office will always provide specific guidance as needed.

2.3. Scope

The directives contained in this chapter apply to all Federal agencies and programs participating in the management, accountability, or protection of Indian forest lands. Regardless of the means of program execution, the appropriate Federal official shall assure that the standards prescribed herein are met.

53 IAM 2.3.

Whether a specific forestry program is being managed by the Bureau of Indian Affairs, another federal agency, a Tribe, or a consortium of agency(s) and tribal entity(s), accountability of Indian forest lands shall be assured.

All responsible program managers shall meet, at a minimum, the national standards outlined in 53 IAM, Chapter 2. Local and/or Regional directives can be more restrictive.

Responsible officials may require that a plan exceed minimum FMP content standards. This determination should be based on the individual reservation's category and unique situations but must always assure that forest planning is relevant and timely.

The guidance contained in this volume applies to management planning activities involving Indian forest lands and Indian forest assets. This volume provides guidelines and definitions that can be followed to insure content standards of each FMP will meet the minimum requirements.

2.4. Policy

All forested reservations, as categorized in 53 IAM 2.8A, in trust or restricted status, shall have a current Forest Management Plan (FMP) which satisfies 25 CFR 163.11 prior to the authorization of activities or expenditure of funds for forest management activities, except as provided for under 53 IAM 2.7. FMPs shall be covered by an appropriate environmental document in accordance with the National Environmental Policy Act (NEPA).

53 IAM 2.4.

The Bureau of Indian Affairs' policy relative to forest management planning is very simple. **A current FMP approved by the Secretary of the Interior or his representative is necessary for all trust or restricted status Indian forest lands.**

Q. Can a tribe harvest its timber and provide jobs and revenue for its members if it does not have an FMP?

A. No. There are very few management activities that can be allowed on trust lands if a reservation does not have a current FMP in place which has been approved by the Secretary. The Secretary, and thus the BIA, has very little choice in the enforcement of this policy. The Indian Forest Resources Management Act of 1990 mandates that forest land management activities shall be in accordance with the standards and objectives set forth in FMPs. This is true whether the forest is managed directly by the government or through contracts, agreements, or grants under the Indian Self-Determination Act.

Q. What activities can be authorized without an approved FMP?

A. There are only six (6) activities that can occur on trust or restricted status lands without an approved FMP. They are:

- A. Preparation of an FMP (25 CFR 163.11).
- B. Emergency sale of timber on allotted lands (25 CFR 163.14(b)).
- C. Free use cutting without permit (25CFR 163.27).
- D. Fire management measures (25 CFR 163.28(a), (b), and (c)).
- E. Trespass protection and prosecution (25 CFR 163.29).
- F. Insect and disease control (25 CFR 163.31(b)).

53 IAM 2.7.

Q. The tribe has an IRMP. Is an FMP required to perform forest management activities?

A. Yes. The FMP may be a component of an IRMP, but it should be identified specifically as the Forest Management Plan. The FMP details the implementation of a preferred alternative which may be developed through an IRMP process. However, an IRMP is a tribal policy document encompassing all reservation resources of value. An IRMP is not normally the trustee approved detail plan for management of the forest trust asset. An IRMP may or may not contain the minimum required elements of an FMP and normally is not approved or disapproved by the Secretary or his representative. It is not sufficient to simply have an IRMP. But, if the tribe has an IRMP, it is required by law that the FMP be consistent with and reflective of the tribal policies documented in the IRMP.

Q. What if the tribe does not have an IRMP?

A. An IRMP is not necessary to develop an adequate FMP. The Regional Director can provide, after consultation with the beneficial resource owners or their representatives, specific forest management policies that would normally be contained in an IRMP. The FMP may stand alone if such written objectives are provided.

Q. What if the tribal IRMP does not address forest resources?

A. An FMP is required. The FMP may stand alone if written tribal objectives are provided.

Q. Why should an FMP be written in plain English?

A. Although the FMP is a scientifically based document, its language must be simple and easy to understand. The FMP is intended to be a useable document that all natural resource staff on Indian forest lands can access and understand. But, more importantly, the FMP is a document that the beneficial owners must be able to understand.

Q. Does the tribe have to approve the FMP?

A. No. However it is preferable for the tribe to fully understand and approve the FMP. When the beneficial resource owners or their representative approves the FMP, it documents their understanding of the action proposed.

Q. Is the Secretary of the Interior the only one that can approve the FMP?

A. No. However, an authorized representative of the Secretary must approve the FMP. This has been delegated to the BIA's Regional Directors. Agency Superintendents are not authorized to approve an FMP because they have the responsibility for developing and implementing the plan and a second level of review by the Regional Office is required as a basic function of a prudent trustee.

Q. Does an FMP require NEPA compliance?

A. Yes. An FMP is a federal action and thus requires NEPA compliance. However, if the IRMP under which the FMP is developed was created by the NEPA process and it suitably addresses the requirements of NEPA, the FMP NEPA compliance need not be redundant or cumbersome. If however an FMP is developed in the absence of an IRMP, or if the EA provided by the IRMP is considered inadequate by the BIA or the Tribe, an EA will be prepared for the FMP in order to satisfy the requirements of NEPA.

Q. When does a new FMP have to be re-done?

A. An FMP may remain "current" unless it is determined through either a mandatory periodic formal review process or contemporary finding(s) or event(s) the plan no longer represents tribal goals or forest management policy, or the state or condition of forest/timber resources. The implementation of the FMP, like the IRMP, should be reviewed on an annual basis and updated as necessary.

Q. Why is an FMP so important?

A. The FMP is defined by law as "...the principal document approved by the Secretary...which provides for the regulation of the detailed multiple -use operation of Indian forest land..." And, as stated in 25 CFR § 163.11(a) "An appropriate forest management plan shall be prepared and revised as needed for all Indian forest lands." Therefore, it is the policy of the BIA that a Forest Management Plan (FMP) shall be prepared for all Indian trust and restricted status properties having forest assets because FMPs are necessary to ensure a clear understanding of the reservation-wide strategy to be followed in the management of the trust forest resources, and to provide direction on how this strategy is to be implemented. In addition to the legal and regulatory requirements for the preparation of a forest management plan, the best reason for making the effort is to ensure that (a) it is clear what the goals and objectives of the landowners are for their natural resources; (b) a process exists to test how well management activities are meeting these goals; and (c) there is a way to measure that the objectives are achieved.

2.4.A. Plan Period

An FMP may remain “current” unless it is determined by either a mandatory periodic formal review process or contemporary finding(s) or event(s) the plan no longer represents tribal goals or forest management policy, or the state or condition of forest/timber resources.

53 IAM 2.4.A.

Since a plan period is no longer limited to a specific length of time, an FMP may remain “current” unless it is determined that the plan no longer represents tribal goals, or forest management policy, or the state or condition of the forest/timber resource. FMPs have traditionally been for a 10-15 year period, with 15 years being the maximum period allowed between FMPs. This is still consider a reasonable period of time to plan future harvest and for forest resources and tribal objectives to remain stable. This period is further supported by the fact that most Category 1 and 2 reservation’s strategic level inventory remeasurements are on a 10 or 15 year period and directly tied to the FMP period. Also since many forests are managed on a 10 or 15 year cutting cycle it provides the perfect opportunity to assess the results of silvicultural prescriptions and harvest operations that have occurred across the forest during the cycle.

Q. Why is a mandatory periodic formal review process required?

A. An FMP is the principal document, between the United States as trustee and the tribal owners, which directs the management of the reservation forest resources. The plan sets forth the trust standards for the management, monitoring and the protection of valued resources on trust lands. It is the key document which seeks to insure the sustainability and health of the forest while meeting tribal landowner visions, goals and objectives. In order to insure these responsibilities are met and documented a mandatory periodic formal review shall be conducted. This period shall not exceed 15 years for Category 1 and 2 reservations; and 20 years for Category 3 and 4 reservations. The formal review shall comply with Federal mandates (53 IAM 2.8, C.30.) and include an updated Inventory Analysis (53 IAM 8.6).

Q. What is a contemporary finding?

A. A contemporary finding is the introduction of any new information (social, political, economic, biologic, etc.) that if implemented would significantly alter forest management as described in the approved current FMP. This information can be the result of a formal study, data analysis, monitoring, new science, tribal resolution/desire or federal law.

Q. What is an event?

A. An event is generally a catastrophic occurrence (fire, wind, flood, insect, disease, earthquake, etc.) that would significantly impact a large portion of the reservation’s forest

resource. As a result a large portion of the reservation's forest resource is either destroyed or in eminent jeopardy of being lost and can only be recovered via salvage operations on tribal lands and emergency sale of timber on allotted land. The approved current FMP no longer represents forest conditions and may need to be either modified or rewritten. In order to benchmark the forest's condition a re-measurement of the reservation's strategic level inventory (CFI) is prudent. This information will then be used to calculate a new AAC based on available forest resources.

Q. Why shouldn't an FMP's mandatory periodic review be more than 15-years for Category 1 and 2 reservations, and more than 20 years for Category 3 and 4 reservations?

A. Some well designed plans, especially for small or relatively inactive Category 3 and 4 reservations may be appropriate for more than 20 years. At the same time the same plan could become inappropriate the very next year after approval if new science is applied or the forest is subjected to cataclysmic events. The BIA has established a mandatory periodic review of 15-years for an FMP for Category 1 and 2 reservations, and 20 years for Category 3 and 4 reservations as a reasonable duration of time to expect resource values and tribal objectives to remain essentially unchanged. Thus, it is considered a prudent trustee's action to require some minimum periodic review of planned resource management. (see also 2.4.C.)

Q. What if the FMP is reviewed annually by the Tribe and the BIA?

A. If the FMP is formally reviewed by the beneficial owners and the trustee and found to be valid and appropriate for the foreseeable future without modification, it should be considered renewed, as if it were a new plan. But to do so would require a new signature page specifying a revised Plan Period along with an accompanying FONSI satisfying NEPA to be submitted to and approved by the Regional Director.

2.4.B. Plan Modification

A current FMP should be reviewed periodically and may be modified at any time to address a change in the tribal goals or forest management policy, or a change in the state or condition of forest timber resources. The modified plan shall comply with other Federal mandates (53 IAM 2.8, C.30.) and may include an updated FIA (53 IAM 8.6).

53 IAM 2.4.B.

It is good management to periodically evaluate the effectiveness and viability of any plan. It is generally productive in Indian forestry to revisit the plan and the program's accomplishments annually and report to the tribal council and individual owners. This routine evaluation serves many purposes including maintaining channels of communication between the owners and the managers, defusing any festering issues, conveying technical information promoting understanding, and affording a regular opportunity for plan revision. A current FMP may be modified at any time during the plan's operational outlook. However, any deviation or modification during the course of the plan must be approved by the Regional Director the same as if the plan was being approved for the first time. It is intended that the FMP will be a flexible and ever changing document that will incorporate any revisions in the goals and objectives of

the tribe, any change in the conditions of the natural resources within the reservation and include all new state-of-the-art scientific information in the natural resources area. Examples of these specific areas of change could be the seating of a new tribal administration with different objectives, a cataclysmic event such as wind throw or fire in the forest, or a new forest inventory. ***An FMP modification document submitted for approval must include the section(s) of the plan to be modified, a justification for the modification, a tribal resolution, an approval page and an updated Inventory Analysis if the modification will alter the current approved FMP's allowable annual cut.*** In addition, Environmental compliance is required but need not be over burdensome or costly if tiered to existing environmental documentation. **Implementation of any of the revisions cannot be initiated until the modification is approved by the BIA.**

Q. What is a plan modification?

A. A plan modification is the alteration of conditions of the plan.

Q. What can trigger a plan modification?

A. An FMP shall be formally modified to address a change in tribal goals or forest management policy, or a change in the state or condition of forest/timber resources that could alter allowable annual cut, forest sustainability, watershed viability or forest health. Examples include:

- Strategic level forest management planning inventory (CFI remeasurment) indicates forest sustainability or health issues.
- Significant increase in forest land held in trust, or significant exclusion of commercial forest land.
- Tribal resolution eliminating certain silvicultural treatments
- Federal designation of a species as being endangered.
- Change in a major forest cover type's silvicultural system (even-aged, uneven-aged).
- Change in desired future forest condition.
- Large catastrophic event (fire, wind, flood, insect, disease, etc.) that impacts a large portion of a tribe's forest land.

Q. If we modify the plan do we need to address NEPA?

A. Yes, environmental compliance is required since this is a federal action. However NEPA compliance need not be over burdensome or costly if tiered to existing environmental documentation and modification is not significant. If the modification is significant additional environmental assessment documentation must be completed or a new plan may be required.

Q. If an FMP is modified, extended, revised, or changed in any fashion is approval required?

A. Yes. Any time a plan approved by the BIA is altered, changes must be approved.

2.4.C. Mandatory Periodic Review.

An FMP shall be formally reviewed within a specific time period from the date it is approved. This period shall not exceed 15 years for Category 1 and 2 reservations; and 20 years for Category 3 and 4 reservations. The formal review shall comply with Federal mandates (53 IAM 2.8, C.30.) and include an updated Inventory Analysis (53 IAM 8.6).

53 IAM 2.4.C.

Although a mandatory periodic review of an FMP shall not exceed the specified time periods, it is recommended that the review be coordinated to the reservation's strategic level forest inventory remeasurement scheduled. Thus, if a reservation's CFI is measured on a 10 year cycle the mandatory periodic review should be conducted following analysis of inventory data. Since the measurement will produce information on forest performance and trends it provides an excellent opportunity to determine if forest objectives are being met. If as a result of the review the FMP is found by the beneficial owners and the trustee to be valid and appropriate for the foreseeable future without modification, it should be considered renewed, as if it were a new plan. To do so would require a new signature page specifying the Plan is renewed along with an accompanying FONSI or ROD satisfying NEPA and an updated Inventory Analysis to be submitted to and approved by the Regional Director. If the FMP is found by the beneficial owners and the trustee to no longer **represent tribal goals or forest management policy, or the state or condition of forest/timber resources** the FMP may be extended for a maximum of five years while the new plan is being written.

2.4.D. Plan Extension

An FMP that is no longer current and needs to be rewritten may be extended for a period not to exceed five years from the date of the finding, provided it is shown that continuation of the plan does not violate the principles of sustained-yield management, Federal mandates and the extension is acceptable by the beneficial owners and the trustee. The extended plan shall comply with other Federal mandates (53 IAM 2.8, C.30.) and include an updated Inventory Analysis (53 IAM 8.6).

53 IAM 2.4.D.

An FMP that is no longer current and needs to be rewritten may be extended for a period not to exceed five years from the date of the finding, provided it is shown that continuation of the plan does not violate the principles of sustained-yield management, Federal mandates and the extension is acceptable by the beneficial owners and the trustee. If a new FMP or IRMP is being prepared, a request for a plan extension should be made to the Regional Director. This action should be taken within one month of the date of the determination that the plan is no longer current in order to allow time for review and authorization. It is critical to extend an existing FMP rather than allow the FMP to expire to avoid restrictions in forest management activities on the reservation. A request for extension must **include the reason for the extension, length of time of the extension, a tribal resolution (optional) and an approval**

page. The Regional Director's **approval is required before the current FMP can be extended.**

Q. What is a plan extension?

A. The Assistant Secretary - Indian Affairs issued a directive in 1999 allowing existing FMPs to be extended under special circumstances. This was to forgo hardship to a tribe in the event that their FMP expired before a new plan could be developed and approved. FMPs determined to be no longer current as a result of a mandatory periodic review or other assessment may be extended for five years provided it is shown that continuation of the plan does not violate principles of sustained-yield, other Federal mandates and is acceptable by the beneficial owners and the trustee. The extension does not change any conditions in the plan; it simply allows additional time for development of a new plan or modification of the existing plan. A plan may be extended any number of times provided the summation of the time periods does not exceed five years.

Q. Is NEPA compliance required for an FMP extension?

A. Yes. Revisiting the NEPA process is required for an FMP extension and is also a component of the mandatory periodic review. This means an analysis of the EA or EIS for the current plan's management path is still being followed and assumptions about outcomes and mitigation measures are still true. If this is the situation, then a new FONSI or ROD will be prepared and signed by the appropriate BIA line official. If there have been changes (management, policies, laws) then these must be examined under the requirements of NEPA, any modifications that are necessary made to the old EA or EIS, and then a new FONSI or ROD issued.

2.5. FMP with IRMP

FMPs shall incorporate reservation specific resource management policies, goals and objectives documented within a tribal Integrated Resource Management Plan (IRMP), and shall be consistent with said IRMP.

53 IAM 2.5.

The outline and explanation for an FMP contained in 53 IAM 2.8B. and C. is structured to produce a series of implementation plans as envisioned in the IRMP process. Illustration IFMH 2.1, page 47, provides a flow diagram of the planning process both with an IRMP (left) and without an IRMP (right). The individual elements contained in the outline (Illustration IFMH 2.2 and 2.3) are required to be included in any FMP, but the structure of the outline is only an example.

An IRMP is generally a tribally produced document, which provides the tribe's strategic plan for the comprehensive management of its reservation resources, based on the visions the beneficial owners have for their reservation. Usually its development will include participation

by the BIA. Though not required, the IRMP can be approved by a Bureau line official. In the latter case there must be compliance with the requirements of NEPA. This may be satisfied by including the required NEPA elements in the IRMP itself, or a separate EA or EIS for the IRMP may be prepared. Also note that the IRMP strategic document might be limited to coverage of only the natural resources and the lands they occur on, only the forested lands and their resources, or it may include all trust lands on a reservation (and even tribal fee). An IRMP may include human resources as well.

When an FMP is prepared based on an existing IRMP, it will usually be a brief document as compared to an FMP developed without an IRMP. In such a case the FMP is a tactical plan for implementing the strategic decisions of the IRMP, and should be limited to the management of the timber and other forestry program functions like protection and woodlands. The FMP under these conditions is a description of how to do that which was decided in the IRMP. An example outline of an FMP consistent with the comprehensive resource policies of an IRMP is shown in Illustration IFMH 2.2, pages 48-49. If NEPA coverage under the IRMP process is sufficient, no separate EA or EIS is needed for the FMP itself. If NEPA compliance is not associated with the IRMP, or if it is, but considered inadequate, then an environmental analysis must be performed to accompany the FMP.

Guidance on the process and procedures for preparing an IRMP are found in various forms. An especially useful source of information is the BIA's "Guidelines for Integrated Resource Management Planning in Indian Country," which was released by the Director, Office of Trust Responsibilities on June 23, 1998. It covers the subject in great detail and includes a number of examples from actual IRMP documents. A companion document titled "A Tribal Executive's Guide to Integrated Resource Management Planning" (July 1998) provides an excellent summary of the process.

Q. What if the IRMP proposes something illegal, is the FMP required to implement it?

A. No. The FMP is required to be consistent with an IRMP assuming that which it proposes is within the law and consistent with the federal government's trust obligations. The IRMP documents tribal policy. Tribal policy does not supersede federal law and the established trust responsibility of the government as interpreted by the courts.

2.6. FMP without IRMP

The lack of a tribal IRMP will not impede the timely development and approval of an FMP. If an IRMP is not in place, the Regional Director, in conjunction with the beneficial owners' representatives, shall provide the specific forest management policies necessary to develop a stand-alone FMP for trust Indian forest lands. These policies will be supported by written tribal goals and objectives.

53 IAM 2.6.

An IRMP is a tribal policy document and is not required for the trustee's management of forest resources. However, tribal resource policy and written objectives are required and the best place to obtain them is from the IRMP if there is one. The oversight for management rests with

the Regional Director as the approving line officer. It is the Regional Director's responsibility to acquire the policies, goals, and objectives from the beneficial owners if and convey this guidance to the field for implementation. As stated in Section 2.4 of 53 IAM Chapter 2, it is the policy of the federal government to have a current forest management plan on all Indian trust forest lands. The law requires that this implementation be planned and documented by an FMP (in 25 USC 3101-3104). For many locations this requirement is met without an IRMP as guidance. In this situation the FMP must stand alone and be responsive to the policies, goals and objectives provided by the Regional Director.

The policies a Regional Director must provide in order to develop a stand alone FMP should answer questions such as:

- What forest lands are to be managed under the plan?
- What is the objective of management (e.g., maximize volume, maximize water quality, maximize wildlife, balance resource values, protect wilderness values, produce a million dollars in timber revenue a year, provide 10 full time jobs, etc.)?
- Are there lands within the forest that are reserved or restricted from certain management activities?
- What management activities are acceptable or unacceptable on these lands?
- Are there specific authorities or administrative processes to be used in management decisions?

The contents of a stand-alone FMP must still meet the minimum requirements contained in Chapter 2, Sections 2.8B. and C. However, because no IRMP exists to support the information in the FMP, the arrangement of the various components of the Plan may be quite different. In addition, more coverage of considerations for, and interactions with, the other resources and the forestry component will have to be included. Illustration IFMH 2.3, pages 50-51, provides an example of an outline for a stand-alone FMP.

Forest Management Plans are necessary for all Indian forest trust lands to ensure a clear understanding of the reservation-wide strategies to be followed in the management of the trust forest resources, and to provide direction on how these strategies are to be implemented. In addition to the legal and regulatory requirements for the preparation of a forest management plan, the best reason for making the effort is to ensure that (a) it is clear what the goals and objectives of the landowners are for their natural resources; (b) a process exists to test how well management activities are meeting these goals; and (c) there is a quantifiable way to determine if the objectives are achieved.

Since the stand alone FMP is approved by a BIA line official thus causing a federal action, NEPA compliance is mandatory. The NEPA document may be an EA or EIS, whichever is appropriate for the proposed action and other circumstances. As indicated in 53 IAM 2.8C., compliance with all other federal mandates must also be ensured before the Plan can be approved.

Q. How does the Regional Director acquire the tribe's goals and objectives for forest management?

A. Every tribe is different and every reservation unique. The Regional Director must exercise his best judgment as to the most effective and efficient methodologies to secure this guidance. Perhaps it is in direct consultation with the tribal government. Perhaps it is through correspondence with allottees or their attorney. The Regional Director may create a team to perform formal scoping or assign the Superintendent the task. The Regional Director may be required to use his best understanding of past and present cultural values and future societal needs on behalf of the tribe if for some reason contact with the beneficial owners or their representatives can not be made or circumstances prevent timely consultation and or consensus.

2.7. FMP not Current

Program managers have only restricted authority to implement only the following actions without an approved FMP in place.

53 IAM 2.7.

Because the law requires that forest management activities be planned based upon the beneficial owner's objectives, and because these are documented by an FMP, only those activities authorized by the CFR specifically without owner consent are to be allowed in the absence of a current FMP. These are stated in 53 IAM 2.7 and repeated below:

- A. Preparation of an FMP (25 CFR 163.11).
- B. Emergency sale of timber on allotted lands (25 CFR 163.14(b)).
- C. Free use cutting without permit (25CFR 163.27).
- D. Fire management measures (25 CFR 163.28(a), (b), and (c)).
- E. Trespass protection and prosecution (25 CFR 163.29).
- F. Insect and disease control (25 CFR 163.31(b)).

53 IAM 2.7.

Since no other management activities are allowed to be undertaken in the field for the forestry resources on a reservation until a current FMP is in place, a "non-current" status of an FMP should be avoided at all costs. As soon as it is apparent that an existing plan is no longer "current", procedures for extending and/or modifying the existing FMP described in 2.4A. and B. above and in 53 IAM 2 should be followed.

As stated above there are a very limited number of activities which may be carried out on a reservation without a current FMP. One activity that is allowed is the preparation of a new or replacement FMP. Other than the six activities listed above, all active management is prohibited placing the highest priority on the completion and approval of the new FMP. Establishing a schedule to complete the new plan, and then following it, is critical to project completion in a timely manner. Each forest planning effort is unique and will require the Superintendent to organize it to best meet the needs of the beneficial owners and the Secretary. Illustration IFMH 2.4, page 52, provides an example of a "Typical Planned Management Timeline" and a Plan Development Task Schedule" including task sequence, duration and intermediate as well as final deadlines. The planning steps shown in the Illustration correspond to the outline for a stand alone FMP but are provided only as a guide. All steps may not apply to each forest planning situation, while additional steps may be needed in others. If an IRMP has already been prepared, fewer steps may be needed because forest policy, reservation setting, and management alternatives have been addressed and only the tactical implementation needs development in the FMP.

An additional incentive for avoiding the situation of not having a current FMP or remedying it as soon as possible is the possibility that funding for forestry-related work may be re-prioritized from above the reservation level. As stated in 53 IAM 2.4, an FMP must be in place prior to the authorization of funding of forest management activities. This means that if there is no plan in place for a reservation, funding to pay for activities which cannot be carried out such as timber sales, stand improvement, or fuels management may not be allocated to the location. This decision would be made at the Central or Regional Office level, and could include withholding portions of both recurring and non-recurring funds.

Q. What is timber sale staff to do if they can not perform sale related work and there is no money to pay them?

A. They should be reassigned, and trained if necessary, to perform FMP development activities and work to finalize a suitable FMP so as to allow a return to routine duties as soon as possible. If this is not feasible because of knowledge, skill, or ability they must be reassigned to one of the other five authorized activities.

Q. Can operations on an ongoing timber sale contract continue in the absence of an FMP?

A. Not unless there is provision specifically addressing this situation in both the timber sale contract and the prior management plan. The authority to implement a timber sale as well as supervise its execution is through the FMP. If there is no "current" FMP there can be no harvest. Obviously this creates a contract liability upon the federal government and a hardship upon the beneficial owners, but the liability to properly manage the trust asset consistent with the law is far greater.

Q. Is prescribed fire on forest land an activity allowed in the absence of a current FMP?

A. No. The CFR is very specific in 163.28 (d) that the Secretary may use fire as a management tool on Indian land only “upon consultation with the beneficial Indian owners”. It is the BIA’s policy that this consultation is through the development of an FMP and is documented by the approved FMP.

2.7.A. Preparation of an FMP (25 CFR 163.11)

As described above, this is usually the activity which will receive primary emphasis in the absence of a plan. An example process is detailed in Illustration IFMH 2.1, Page 47.

2.7.B. Emergency sale of timber on allotted lands (25 CFR 163.14(b))

This is only allowed on allotted, not tribal lands, and is authorized to occur without the landowners consent in order to prevent loss of value in the case of a catastrophic event such as a wild fire or blowdown.

2.7.C. Free use cutting without permit (25 CFR 163.27)

When authorized, such removal of forest products can only be for the Indian’s personal use and cannot be sold or exchanged for other goods or services.

2.7.D. Fire management measures (25 CFR 163.28(a), (b), and (c))

Even in the absence of a current forest management plan, measures to suppress and prevent wildland fires can be carried out. Some rehabilitation work on areas affected by such fires is also allowed. However, use of prescribed fire as an active management tool on Indian forest land is prohibited in the absence of a FMP, even if a current Fire Management Implementation Plan (FMIP) exists.

2.7.E. Trespass protection and prosecution (25 CFR 163.29)

Detection, enforcement and prosecution activities will be carried out even without a current FMP.

2.7.F. Insect and disease control (25 CFR 163.31(b))

Monitoring, detection and treatment of infestations and infections are allowed under limited situations, such as a catastrophic event with eminent threat of resulting extensive mortality.

2.8. FMP Content

All reservations are unique and each plan is expected to differ in context, content, and complexity while meeting the minimum requirements listed in 2.8.B.

53 IAM 2.8.

No two forest plans can be expected to be the same. There are far too many variables in nature compounded by human values to ever expect an FMP that is appropriate for the management of one tribe's forest lands is equally appropriate for forest lands of another tribe. A plan perceived by all to be ideal for a reservation in the past may not be applicable for the same reservation in the future. All FMPs must address certain common issues and contain specifically required content in order to satisfy its function as the "principal document" which provides for the regulation of the detailed, multiple-use operation of Indian forest lands. Therefore, specific standards are provided for FMP content, while consciously adjusted for individual forest complexity. This is accomplished by a simple prioritization of categories based upon size and commercial productivity. All forested reservations have been categorized in order to efficiently define program expectations and prioritize effective distribution of limited management resources. (See 2.8.A. Prioritization Categories)

Q. Are these minimum FMP content standards all that is required to have a FMP?

A. Yes. The minimum content standards are all that are required to have a plan approved by the trustee, but they are not all that make up a good plan for management. The FMP is a very valuable tool that the beneficial owners can use to control and direct the management of their forest lands in a way that is consistent with their values. The plan should in its own way identify those unique things (activities, policies, procedures, etc.) that are important to the local community. Doing so will minimize the risk of unwanted results or impacts from management activities while maximizing the value of forest utilization be it for fiber, recreation, water, or some other objective.

2.8.A. Prioritization Categories

Categorization of reservations for forest inventory and planning purposes is much the same as categorizing timbered stands on a reservation for priority of harvest, forest development activities or other treatment. When management resources are limited it is necessary to identify which locations normally are expected to require priority of time and attention. Reservations have been categorized in one way or another since early in the development of the Indian policy of the United States. The War Department categorized reservations for both protection and re-supply priorities. The BIA has categorized reservations and tribes for organizational convenience and accounting purposes based upon statutory authority or organizational jurisdiction. A recent example would be self-governance tribes and non-self-governance tribes, or trust land and non-trust lands.

To facilitate program definition and management properties, reservations shall be categorized as follows based upon current forest lands data:

- Category 1. Major Forested Reservations. Includes major forested reservations comprised of more than 10,000 acres of trust or restricted commercial timberland or having more than one million board foot harvest of forest products annually (25CFR 163.36(b)(1)).
- Category 2. Minor Forested Reservations. Includes minor forested reservations comprised of less than 10,000 acres of trust or restricted commercial timberland and having less than one million board foot harvest of forest products annually, or whose forest resources is determined by the Regional Director to be significant commercial timber value (25CFR 163.36(b)(2)).
- Category 3. Significant Woodland Reservation. Includes significant woodland reservations comprised of an identifiable trust or restricted forest area of any size which is lacking a timberland component, and whose forest resource is determined by the Regional Director to be of significant commercial woodland value (25CFR 163.36(b)(3)).
- Category 4. Minimally Forest Reservation. Comprised of an identifiable forest area of any size determined by the Regional Director to be of minimal commercial value at this time.
- Category 5. Reservation or Indian property with forest land that the Bureau is charged with some degree of legal responsibility, but the land is not in trust status.

53 IAM 2.8.A.

The Forestry Program has similarly categorized forested reservations for some time based upon productivity and economic importance. An early example of this was the determination of commercial forests and non-commercial forests, thus providing the early BIA some direction toward which to send its limited professional forester resources. A more recent and detailed initiative to categorize Indian forests is documented by the 1968 study of the Indian Forestry Program by the consulting firm CH2M, excerpted as follows:

Page 17, Volume I -

"G. Indian Forest Productivity and Related Economics.

1. Definitions.

a. Measure of Economic Importance.

The economic importance of the forest resource to a specific reservation cannot be adequately measured by its total value alone, or by the productivity in terms of growth. The relative economic importance of its forest resources to each reservation (regardless of the size or total dollar value of the forests) has been rated by the Bureau for each 151 reservations or groupings of reservations...as follows:

Primary - First in order of importance to the Indian community, i.e., provides the basis for

60 to 100 percent of the local Indian economy.

Major - One of the more important resources to the Indian community, i.e., provides the basis for 25 to 59 percent of the local Indian economy.

Minor - Relatively limited impact on the Indian community, i.e., provides the basis for less than 25 percent of the local Indian economy.

None - No timber related activities.

It should be noted that the criteria used to develop these ratings include a substantial element of subjectivity. Nevertheless, the ratings provide a good general guide to the relative importance of the timber on each reservation.

b. Measure of Productivity.

The productivity of Indian timber lands has been divided into four classes based on potential growing capacity. These classes generally comply with the following productivity standards used by the Forest Service:

Productivity Class	Potential Annual Growth Per Acre Based on Yield Tables - Cubic Feet	Total Area Of Commercial Forest Land - Percent
1	120 or more	3.4
2	85 to 199	9.6
3	50 to 84	34.2
4	25 to 49	52.8

c. Category of Various Reservations.

The 151 Indian reservations in the United States which have been considered in this study have also been divided into three categories based on the indicated total economic magnitude of the forest lands."

The categories used today have evolved from this initial attempt to quantify the management requirements for specific reservations in a fair and appropriate manner. The present category structure and definitions have been in continuous use for the past 20 years and are applied in a variety of purposes associated with the overall forestry program. For example, reference and definition of this categorization is made at 25 CFR 163.36(b) relative to financial support for tribal forestry programs.

Q. Who assigns a category to a reservation?

A. The Regional Director is charged with the responsibility to apply the uniform definitions for specific categories to forested reservations based upon current resource data and regional resource value standards. Based upon this decision the Regional Director is obligated to maintain support of the forestry program on that reservation at the level justified by the category designation he has assigned. For, example a Category 1 reservation is of a priority to merit a full-time professional staff on site, whereas a Category 2 reservation would normally share professional staff with other reservation programs or secure professional guidance directly from the Regional Office when needed. Other components of the forestry program would similarly reflect this indication of priority. Perhaps the forestry functions at a Category 4 reservation would be maintained by the range or water program staff rather than the inefficient use of a

dedicated forestry staff.

Q. Where does the data come from that is used in making this determination?

A. The Tribe/Agency must assure that the reservation statistics available to the Regional Director are current and accurate. The Regional Office should maintain some uniform standard for resource values that can be fairly applied to all forested reservations within the region.

Q. What if the Tribe/Agency disagrees with the Regional Director's decision?

A. The Tribe/Agency are encouraged to provide all new and significant information for the Regional Director's reconsideration. However, the Regional Director is restricted to make his decision within the standard definitions. For example, if a reservation does not have 10,000 acres of commercial timberland in trust or does not sustain a 1.0 MMBM AAC the Regional Director cannot assign a Category 1 designation to that reservation.

2.8.B. Minimum Content Standards

The FMP shall meet or exceed content standards by Category prior to plan approval and implementation. The identified basic elements within each function shall be addressed with sufficient detail to support implementation of planned activity throughout the plan period. For examples of FMP outline formats, refer to Indian Forest Management Handbook, Volume 2.

53 IAM 2.8.B

The following national standards have been established to minimally satisfy the intent of the National Indian Forest Resource Management Act and other aspects of the federal trust responsibility as interpreted by litigation and agreement. These are but minimum requirements and the Regional Director may at his discretion apply more restrictive requirements as the situation may require, but cannot stipulate standards less restrictive than those listed herein. Detailed discussion is provided in 2.8.B.1 through 2.8.C.28.

Minimum Forest Management Plan Content

Program Function	Category 1	Category 2	Category 3	Category 4
Inventory	Scientifically Based FIA (see 53 IAM 8.5 & 8.6.)	Same as Category 1	Same as Category 1	Same as Category 1
Approvals	BIA Line Officer & Tribal Resolution ^{1/}	Same as Category 1	Same as Category 1	Same as Category 1
Tribal Goals & Objectives	Tribally developed/approved goals & objectives for mgmt. of forest resources.	Same as Category 1	Same as Category 1	Same as Category 1
Forest Description	1). Resource Assessment 2). General Location Map 3). Reservation Maps	Same as Category 1	Same as Category 1	Same as Category 1
Protection	1). Ordinances/Standards 2). Fire 3). Insect & Disease 4). Trespass 5). Emergency Rehab. 6). Doc., Monitoring, Records 7). Planning Coordination & Communication 8). Organization & Funding	Same as Category 1	Same as Category 1	Same as Category 1
Forestland Management	1). Tribal IRMP policy, goals, and objectives, if available 2). Ordinances/Standards 3). Silvicultural Guidelines 4). AAC 5). Harvest Policy 6). Harvest Schedule 7). Forest Development 8). Data Collection 9). Doc., Monitoring, Records 10). Planning Coordination & Communication 11). Organization & Funding 12). Trends	Same as Category 1	Same as Category 1	1). Tribal IRMP policy, goals, and objectives 2). Ordinances/Standards 3). Silvicultural Guidelines 4). Harvest Policy 5). Doc., Monitoring, Records 6). Planning Coordination & Communication
Forest History	1). Chronology of Events 2). Harvest Record 3). Maps & Charts	Not Required	Not Required	Not required
Social and Economic Benefit Assessment	1). Income 2). Indian Benefits 3). Non-Indian Benefits 4). Regional Economic Impacts 5). Economic Trends 6). Social Assessment	Same as Category 1	Same as Category 1	Not Required
Document Retention	FMP & all supporting documents archived in Central Office	Same as Category 1	Same as Category 1	Same as Category 1
Other Federal Mandates	Comply	Comply	Comply	Comply

Category 5 (non-trust) lands may be included in the overall reservation FMP, but shall not require a separate FMP.

^{1/} Tribal resolution may not be required [refer to 2.8C(1) and 2.9B(5)&(6) of the 53 IAM Forestry Manual].

2.8.C. Content Substance

The substance of the above functional elements will be unique to the resource and the beneficial owners' expectations for management. However, where identified above as required, the significance of the topic shall be explained relative to the following minimum content as it pertains to the planned management action.

53 IAM 2.8.C.

2.8.C.1. Approval Page

Illustration 2 in Indian Forest Management Handbook, Volume 2, gives an example of an approval page. Unless otherwise specified, the FMP is in effect from the date of approval through December 31 of the end year if specified on the approval page. If an end date is not specified, the plan is in effect until the plan is renewed, modified or rewritten requiring a new approval page and date.

53 IAM 2.8.C.1.

The approval page used for the FMP does not need to follow the example but the following elements must be included: document title, reservation name, period of the plan, Secretary of Interior or designated BIA line official signature and title, and signature dates. As stated in 53 IAM 2.4.A, Plan Period: An FMP may remain "current" unless it is determined through either a mandatory periodic formal review process or contemporary finding(s) or event(s) the plan no longer represents tribal goals or forest management policy, or the state or condition of forest/timber resources.

While tribal approval is not required, the absence of this step in the process may make it difficult to proceed with implementation of the provisions of the FMP. It is hoped that there will be the approval signature and title of the tribal official, and the date of their signature, as well as the number of the tribal council resolution that adopts the FMP. A copy of this resolution and any other resolutions, ordinances, etc. that deal with management of forest resources on the reservation must be included in the plan. Concurrence by the Superintendent, as well as information on who prepared or compiled the plan is optional but is recommended to be a part of the approval page. In the absence of tribal signatures and/or resolution, documentation of tribal participation in the development of the plan is required. For those reservations where tribes are not interested in, or elect to not participate in forest management planning, signed documentation by an Approving Officer is required.

2.8.C.2. Landowner Goals and Objectives & 2.8 C.3. Resource Assessment

A narrative description of the resources being managed and owner's goals and objectives, including policies, goals and objectives stated in the tribal IRMP.

&

Forest description should include forest acres, cover types, land classification, etc.

53 IAM 2.8.C.2. & 53 IAM 2.8 C.3.

This is a narrative description of the resources to be managed under the plan and the owner's and Secretary's goals and objectives for them during the period of the plan and beyond. This part is usually a summary of the reservation situation and condition, including a discussion of the physical aspects of the location, the type and amount of forest resources, and perhaps some comparison between the past and proposed management direction.

Q. Where is a good source of information for the Reservation Setting description?

A. If the FMP was prepared under an IRMP, this section of the FMP would contain a description of the resources identified by the IRMP to exist in the forest area stipulated by that strategic document. Policy direction contained in the IRMP could be included in this section of the FMP. In the absence of an IRMP a stand-alone FMP is to be prepared, which must address management policy for all of the reservation's forest resources. An arbitrary determination to exclude a portion of the forest should not be made without formal policy guidance as found in an IRMP.

Another good source of information supporting this section is found in the forest inventory analysis, see 53 IAM 8.6. Another possible source for part of this section would be in the "Description of the Affected Environment" portion of a NEPA document or any other publication or plan dedicated to the reservation's resources.

2.8.C.4. General Location Map

A map showing the location of the reservation within the region/state/county.

53 IAM 2.8.C.4.

A map showing the relative location of the reservation within the region/state/county. This will usually be a simple planimetric map, with the state boundary and reservation outline shown as a minimum. Inclusion of county lines, major nearby cities, adjacent highways, etc. all are important to identify the relative location of the reservation.

Q. Why is a map necessary? We know where our reservation is.

A. There is no doubt the tribal members and representatives all know where the reservation is

as do the resource managers. However, one very specific use of an approved FMP is as supporting documentation for funding justification, grants, or congressional testimony. These people and their staff are often unfamiliar with the location of a reservation or property and find a map adds dimension and understanding to any discussion of resource issues in remote locations such as Washington, DC.

2.8.C.5. Reservation Maps

Depending upon the complexity of the FMP, maps should include reservation boundary, forest area, water resource, transportation system, etc.

53 IAM 2.8.C.5.

These reservation maps are intended to offer sufficient detail for the reader of the Forest Management Plan to understand where the forest is located on the reservation. Depending upon the complexity of the FMP, several maps could be prepared and should include items like the reservation boundary, forest area, water resource, transportation system, etc. One source is the map depicting the selected alternative as it appears in the NEPA document. If there are references in the FMP to timber types, habitat types, management blocks, etc., a map or maps of these features should be included. Information on major roads, streams and rivers, major water bodies, boundaries of planned timber sales, and other features affecting management of the forest resources may also be illustrated. One or more of these maps should outline any special management areas such as wildlife reserves or wilderness areas.

At least one or two of these reservation maps should be included in this section of the plan so there is a better understanding of the basics of the forest at the beginning of the FMP. The number of maps will depend on the complexity of management and some may be placed in other sections of this document.

2.8.C.6. Ordinances or Standards

Discussion of any tribal and Federal policies, laws, or restrictions that have been formally adopted affecting the implementation of the plan.

53 IAM 2.8.C.6.

Tribal ordinances or standards relevant to forest management and protection should be included. In the absence of specific tribal ordinances or standards the Bureau must make no assumptions of resource priorities. If the tribe has not developed forest land management ordinances and standards the Bureau should encourage their development. Without tribal ordinances and standards to establish acceptable procedures for forest land management activities and thus providing local government control of environmental and socio-economic impacts, the Bureau's standards, as they exist in Manuals, CFR, tribal contracts, etc., will apply.

2.8.C.7. Fire Protection

The forest component(s) of the Wildland Fire Management Plan shall be incorporate into the FMP (see 90 IAM 2.1).

53 IAM 2.8.C.7.

Reservations are required to have a Wildland Fire Management Plan (WFMP) in place that covers all tracts of burnable vegetation. This FMIP should address all tribal goals and objectives and be compatible with existing tribal ordinances, resolutions or standards. Reference should also be made to the reservation Normal Fire Year Plan (NFYP), Mobilization Plans, and any other fire protection related documents that exist. If cooperative agreements are in place with other agencies, volunteer fire departments, or municipalities, they should be referenced.

The specific impacts fire has had on reservation resources must be fully discussed along with the current resource protection strategies. Refer to 90 IAM 1.2 (Policy) and 1.7 (Responsibilities) for further clarification of wildland fire management on trust lands.

Fire management plans on trust Indian forest lands with historic large fire occurrence or potential for significant wildland fires that could result in costly fire suppression should consider wildland fire cost containment issues. The overall goal is the establishment of an effective linkage between land/resource management planning, fire management planning, project planning, and the preparation of Wildland Fire Situation Analyses (WFSA) for alternative management responses to large fires. The desired outcome is for land/resource management planning to provide a transparent, broad foundation that guides appropriate management responses to large fire, with the inclusion of historical and foreseeable suppression costs of large fires as a consideration in decision making.

Protection priorities, especially for fire trespass, should be documented in a tribally approved Wildland Fire Management Plan (WFMP) or in an Integrated Resource Management Plan (IRMP) which details how fire protection and trespass investigations will be handled locally, and how these priorities affect reservation resources

2.8.C.8. Insect & Disease Protection

Planned action to promote forest health; and detect, diagnose, and treat forest insect and disease problems (see 53 IAM 7).

53 IAM 2.8.C.8.

The protection program function of the FMP deals with resource protection for all reservation categories. Resources are subject to impacts from insect and disease outbreaks. The resources being protected should be briefly described in terms of extent and value to the tribe (tangible as well as intangible). Protection responsibility must be identified in the FMP.

This portion of the resource protection plan should discuss what processes will be used to detect, diagnose and treat insect and disease problems on the reservation. See 53 IAM 6 for specific policies, responsibilities and discussion of agreements with USDA, Forest Service. Major insect and disease outbreaks of the past will be documented. Expected problems during the upcoming plan period may merit silvicultural prescription and treatment. This should entail a detailed description of the pest and its effects on forest resources. Silviculture having the potential to reduce or eradicate insects or disease should be detailed. How this integrates into the planned management should also be explained.

2.8.C.9. Trespass

Planned action to deter, detect, investigate, and prosecute trespassers (see 53 IAM 7).

53 IAM 2.8.C.9.

Trespass occurring on the reservation consists of both forest resource and fire trespass. The plan should document how trespass actions will be deterred, detected, investigated, and prosecuted. Specific policies and responsibilities for trespass are contained in 53 IAM Chapter 7. If the tribe has other ordinances, resolutions or standards that apply, they should also be referenced, along with management actions that are in place to deter or prevent trespass occurrence on forest resources.

2.8.C.10. Emergency Rehabilitation

Actions and/or restrictions imposed upon the stabilization of soils and replenishment of biological systems following cataclysmic events. (For rehabilitation and stabilization, see 90 IAM).

53 IAM 2.8.C.10.

Existing emergency rehabilitation and stabilization plans should be included or referenced and established agency procedures stated. Guidelines are covered in 90 IAM and in interagency guidelines related to rehabilitation and stabilization. Reservation specific policies and procedures should be explained in adequate detail, especially if covered by a tribal ordinance, resolution or standard.

2.8.C.11. Documentation, Monitoring, & Records

Identification of required program documentation and recording procedures, and planned action necessary to monitor plan progress.

53 IAM 2.8.C.11.

Regional, Agency and Tribal handbooks and instructions should be referenced as appropriate. Specific record keeping requirements, monitoring procedures, and periodic reviews should be identified, especially for projects that deal with or enhance protection of forest resources. This part should explain how plan progress would be monitored for adequacy and adherence to tribal goals and objectives.

It is good management to periodically evaluate the effectiveness and viability of any plan. Schedules for annual plan review and periodic plan revision should be developed with dates specified. It is generally productive in Indian forestry to revisit the plan and the program's accomplishments annually and report to the tribal council and individual owners. This routine evaluation serves many purposes including maintaining channels of communication between the owners and the managers, defusing any festering issues, conveying technical information promoting understanding, and affording a regular opportunity for plan revision.

2.8.C.12. Planning, Coordination and Communication

Contacts and processes required for intra- and inter-disciplinary program implementation and conflict resolution.

53 IAM 2.8.C.12.

Coordination between the resource management programs relative to all resources of value (e.g., timber, wildlife, water, range, archeology/historical, etc.) and programs under the jurisdiction of other tribal organizations and Agencies is essential. Procedures for coordinating activities and communication with the Tribe, which normally is specified within the IRMP, should be detailed. This part should identify the position responsible for initiating and maintaining the coordination.

2.8.C.13. Organization & Funding

Staffing (e.g. organization, experience, qualification) and program resources (e.g. equipment, funding) required for implementation.

53 IAM 2.8.C.13.

Manpower and funding requirements to execute the forestry program will be identified and organization charts attached. To satisfy the implementation needs of the plan, an Agency reorganization schedule will be developed as well as current and prospective funding sources defined. This section should specify probable program impact if an unexpected funding or manpower shortfall is incurred, as well as, state the probable impact if contracting or compacting of the program is identified by the Tribe as their objective. Anticipated costs to support the staffing should be itemized for plan implementation.

2.8.C.14. Silvicultural Guidelines

Stand treatment criteria, procedures and restrictions.

53 IAM 2.8.C.14.

Specific state-of-the-art silvicultural guides will be developed by forest type for each management area or zone to implement the policy adopted by the FMP or IRMP. Consideration should be given to the development, maintenance, enhancement, and protection of forest resources identified to be of value to the Tribe. Guidelines could include the level of experience and training required by those responsible for implementation in the field and should include methods of supervision, quality control check, and standards that are to be applied. (See 53 IAM 9)

2.8.C.15. AAC (Allowable Annual Cut)

A clear statement of the administrative determination of the annual harvest level and explanation as to how it relates to the Indicated Annual Cut.

53 IAM 2.8.C.15.

AAC is the maximum annual harvest level allowed during an operational planning period. The determination of AAC is the result of either the scientific calculation of Indicated Annual Cut (IAC) under a Regional Director's policy directive, or defined by the Tribe's preferred management alternative documented and approved in a FMP or IRMP. The cumulative allowable cut of the operational planning period is the AAC times the number of years in the operational planning period. Actual volume harvested in any one year may exceed the AAC but under no circumstances may the volume harvested at the end of the period exceed the cumulative allowable cut.

Q. Can the tribe harvest its cumulative allowable cut in a single year during the operational planning period?

A. Yes. However, when such occurs this is called a periodic harvest.

Q. Can the tribe carry over the unharvested portion of the cumulative allowable cut from one operational planning period to the next?

A. No. A new AAC must be determined during the operational planning process. The unharvested portion of the cumulative AAC becomes part of the stocking that contributes to the newly calculated IAC. (See 53 IAM 8)

2.8.C.16. Harvest Policy

Explanation of AAC to be applied during the planning period in terms of product utilization standards, processes, procedures, restrictions and products to be harvested, including non-timber forest products.

53 IAM 2.8.C.16.

The harvest policy will detail timber sale objectives and those practices considered acceptable on the Reservation in order to comply with the FMP and tribal ordinances and standards. The FMP should include but not be limited to the harvest policies concerning:

- sale size, volume, value, and duration;
- harvest unit size, shape, location or other constraints;
- product size and merchantability standards;
- market area and solicitation policy;
- access right-of-way, location of construction, maintenance specifications, road closures;
- felling and bucking standards;
- utilization standards;
- yarding methods and restrictions;
- hauling policies, safety and routing;
- slash disposal standards;
- scaling methods;
- payment policies for harvest of forest products;
- regeneration or thinning policies;
- mapping standards;
- special resource protection;
- required documentation;
- permit program policies;
- post harvest analysis, and
- Indian and or tribal preferences in contracting and its specifications or limitations.

For additional details see 53 IAM 3.

2.8.C.17. Harvest Schedule

Annually updated projection of harvest volume and location of forest product sales planned to satisfy the AAC for a specified period of time.

53 IAM 2.8.C.17.

Future forest product sales will be identified and mapped to satisfy the AAC for the entire operational management period. The specifications of sales will comply with FMP or IRMP management objectives. Market buffers (deviations in the AAC from year to year) will be identified for optimum harvest in times of good markets and minimum harvest during poor markets. Consideration for sustained tribal employment goals which are identified in the IRMP should be addressed here.

Scheduled sales will have specific detail on required information. Activities will be progressively more tentative as the sale date extends into the future. The harvest schedule should be reviewed and updated in order to perpetuate a continuous strategy. During a normal operational planning period (15 years) sale detail should be as follows:

<u>Year</u>	<u>Designation</u>	<u>Specified Information</u>
1-2	Scheduled sales	Final map layout Volume by species and areas Development requirements Special resource protection identified Harvest systems Harvest timing
3-5	Planned sales	Proposed map layout Total volume Primary access identified Special resources identified Proposed harvest systems
6-15	Projected sales	General map areas Planned volume Existing access identified

Q. What if the tribe's planning period is less than 15 years?

A. Keep year 1 and 2 schedules the same. Compress the remainder of the schedule to match the planning period.

2.8.C.18. Forest Development

Scheduled regeneration and stand improvement treatments for the period of the plan and update procedures. (see 53 IAM 5).

53 IAM 2.8.C.18.

Forest Development pertains to forest land management activities undertaken to improve the sustainable productivity of commercial Indian forest land. The program shall consist of reforestation, timber stand improvement projects and related investments to enhance productivity of commercial forest land with emphasis on accomplishing on-the-ground projects (25 CFR §163.32). The FMP should include or reference the federal policies and procedures governing forest development activities (see 53 IAM Chapter 5).

This part of an FMP should also address in detail the regeneration and timber stand improvement activities scheduled during the operational plan period for areas not addressed in the harvest schedule. Detailed are general management period objectives, all accepted forest development practices and extent in which they will be performed during the operational planning period, prescription standards, project execution methodologies and quality controls, scheduled projects and associated maps, access requirements, source and quality of regeneration stock and protection of special resources. This part should also contain reference to any existing or planned tree improvement program.

2.8.C.19. Data Collection

Processes, procedures, and scheduling of inventories. (see 53 IAM 8)

53 IAM 2.8.C.19.

Reservation specific data collected through forest inventory is essential to the Secretary's monitoring of federal trust obligations. Sufficient forest inventory data must be collected to provide accurate estimates of stocking and growth on the commercial forest for each reservation and for each major forest type or unit where a reservation has been subdivided. These estimates will be used for determination and regulation of allowable cuts and for other land use planning objectives.

Sufficient data will also need to be collected in order to comply with various Federal statutes and regulations. Data on the description of affected environment and the cumulative effects must be collected to meet NEPA requirements. Data on the various endangered species in the area and the determination of the affect of any management alternative is required under the ESA. Data on the impact of the management alternatives to cultural and historical sites under the

NHPA.

2.8.C.20. Chronology of Events

Historical narrative or update of important management and natural events through time resulting in the present forest condition.

53 IAM 2.8.C.20.

The Forest History is one of the documents listed as a necessary part of the preparation of an FMP under 25 USC 3103(4) forest land management activities part (B). This list is repeated in 25 CFR 163.1 Definitions. 53 IAM 2.8.B. indicates that a forest history is required for Category 1 reservations and optional for other forested properties. The length of the document and level of detail will depend on whether an initial forest history document is being prepared or if an update of an existing one is occurring.

The forest history section of the FMP should document the past management of the forest. It should also address past events such as fire, insect and disease, harvest practices, trespass, land acquisitions, formation or changes in tribal forestry enterprise(s), variations in prices and/or in price setting procedures, any modification of the FMP, and other significant impacts. The forest history, at a minimum, must document volume and value of harvest.

When an initial Forest History document is being prepared it is common to divide the chronology section into logical periods of time. The periods of time will vary by location. Examples of time period divisions are:

- Pre-settlement/creation of the reservation.
- From creation of the reservation to the establishment of a forestry program.
- From start of forestry program through the Indian Reorganization Act (IRA) of 1934.
- From the IRA through post-World War II.
- The era of Federal Termination policy.
- Intensive forest management.
- The era of PL 93-638.

Various information can enhance the usefulness of forest history documents and should be included in the text of appendices. Examples of these items are:

- Inclusion of a photographic record of the reservation forest management activities is a useful addition to the history. Pictures may be difficult to obtain, but if they can be found, including some will add greatly to the readability of the document. They can be spaced throughout the document to illustrate particular topics, or included as an appendix. Keeping the originals or a photographic copy of the ones used in the Forest History on file at the reservation is recommended.
- This portion of the history would also provide information on all types of forest

development/timber stand improvement work carried out on the reservation. Details would include acres treated by year, methodology used for thinning and planning, organizational information on how the work was conducted (tribal or BIA force account crew, contractors, etc.), and funds expended and their source, by year.

- It is also appropriate to include an appendix in the Forest History of the forms currently in use, such as those for timber sales, permits, inspection reports, etc. Copies of the treaty for the subject reservation and other important federal and tribal legal and/or policy documents can also be made available this same way.
- Include a list of all timber sales, including: sale name, acres, date when sold, volumes and values at the time of sale and actually cut, purchaser name, or timber sale Statement of Completion forms.

Q. How can I find the expertise to complete a forest history document?

A. This document may be prepared in-house, or contracted out. There are a number of experienced vendors available, who have the expertise and knowledge needed to do a thorough job, including searching of all archival sources of information.

Q. May staffing be documented?

A. Yes. Inclusion of organization charts and staffing information is appropriate. These can be used to document changes in staff numbers and structure over time. Furthermore, lists of the occupants of major positions may be included.

Q. Where can I find an example of a forest history?

A. Forest histories can be found at various regional offices and are retained in the national forestry library maintained by the Central Office.

Q. Where can I find timber sale information?

A. All pertinent timber sale records are maintained at the Agency or the National Archives. Some Regional offices may also have timber sale records which may be used to provide this type of information.

2.8.C.21. Harvest Record

Tabular chronology of volumes and values removed from the forest through its history of management.

53 IAM 2.8.C.21.

Another component of a detailed forest history is harvest records. This part should specify the monitoring process and record keeping requirements for the timber management program. Acceptable forms or other means of documentation should be exemplified with routing, verification, audit, approval, distribution, filing and archival retention procedures included. Regional, Agency and Tribal handbooks and instructions should be referenced as appropriate.

2.8.C.22. Maps & Charts

As relevant and descriptive for historical record.

53 IAM 2.8.C.22.

Another component of a detailed forest history is maps and charts. At a minimum maps illustrating the timber sales that have been harvested and a record of the location and size of wildland fires must be included. A location map, such as is called for in the FMP, is also a necessity. Maps showing the location of prescribed fires, planting and thinning units, and major historical events such as an insect infestation would all be useful. A map of the current grid of CFI plots should also be included if such a map is not in the current FIA.

Charts can be of any information which is most easily illustrated using this method. Data on acres harvested by year, staffing levels, number and length of timber sales are all possible candidates.

2.8.C.23. Income

Anticipated value of product royalties and other cash revenues from utilization of forest resources.

53 IAM 2.8.C.23.

This is an opportunity to illustrate the monetary benefits derived from the forest. It deals most specifically with the revenue from timber sales and permits, but can also include direct revenue derived from other forest products such as mushrooms and Christmas trees. If a Forest History was prepared, information on past receipts will be included in that document. If not, a summary of such data should be included here, as well as a discussion of estimates of the income to be received in the future. As appropriate, a breakdown between income received by the tribe and by allotment owners should be a part of this discussion.

In addition to the income derived from the forest, there is also an opportunity to document the costs, both in terms of the affects on other natural and human resources, and more directly as to the cost of doing business. How much are you spending per acre on planting and harvesting? What are the current costs to appraise the sales of timber and other forest products? It might also be appropriate to document procedures used in doing the benefit/cost

analysis for forest stand treatment projects, if this is not included elsewhere in the FMP.

The National Indian Forest Resources Management Act requires several specific items to be covered in a Forest Management Plan. One of these is specified in 25 USC 3103(5)(A), which states that the FMP must include "...standards setting forth the funding and staffing requirements necessary to carry out each management plan, with a report of current forestry funding and staffing levels;..." Depending on how other parts of the plan are organized, this section could be one place where this discussion would take place. It is important to recognize that changes in management direction usually mean organizational changes as well. And most often the new management is more detailed and sophisticated, requiring more attention to carrying out each step as well as monitoring of the implementation and outcomes. This in turn will result in the need for more funding to support these changes and increases in attention to detail. If more staffing and money is needed to carry out the chosen level and system of forest management and such increases are not available, then the entire decision must ultimately be reexamined and modified as necessary to fit within the constraints of the resources that will be available.

2.8.C.24. Indian Benefits

Indian related employment, profit, personal and cultural use, and subsistence.

53 IAM 2.8.C.24.

Estimates or actual counts of the number of Indians employed in the harvesting and manufacturing of forest products and the amount of salaries earned would be included. This should also include money earned as employees, as well as, by Indians who are self-employed. Wages and other benefits from harvesting of other non-timber forest products are included here, as well as income earned by Indian fire crews working on and off the reservation. Statements about the income and profits earned by Indian-owned logging companies and other forestry-related businesses, as well as by tribal forest enterprises are also appropriate.

Information on volumes and values removed for personal and/or subsistence use by tribal members should be identified and included as well. This includes all non-market benefits utilized by individuals. Major items addressed here are fuelwood, wild rice, and pinyon nuts. Other items include, but are not limited to, bark, personal Christmas trees, herbs, forage, posts/poles, shakes/shingles, and boughs/ferns.

2.8.C.25. Non-Indian Benefits

Non-Indian related employment and profit.

53 IAM 2.8.C.25.

An analysis similar to the one above should be made for the non-Indian beneficiaries as another part of the FMP, to illustrate the full range of benefits derived from the reservation forests. Information on numbers of employees and wages, profits from processing plants utilizing Indian owned timber, etc. should all be included here.

2.8.C.26. Regional Economic Impacts

Value from regional direct, indirect, and induced employment and income multipliers.

53 IAM 2.8.C.26.

The significance of the Indian forestry program can not be judged by the cumulative total of net revenues received from the sale of forest products and the wages taken home by program employees. The overall affect of the program on the community must be included. There are a number of sources for information on the appropriate multiplier to be used for determining the extended regional economic impact of the local Indian forestry program. The multiplier may be based on the number of direct employees or on the amount of volume harvested. For example, the standard used in one of the BIA Regions the last few years has been 1.0 MMBF harvested equals approximately 15 man-years of employment. The important point is that for every one direct job created by the management of the forest resources, many more service related jobs are also created. The woods worker and his family must have a place to bank, to buy groceries, to shop for furniture, etc., and a portion of the employees of these businesses are needed because of the demand this worker creates. Document the process used to calculate these values in the FMP.

In performing this analysis, it is usually best to keep a count of the tribal and BIA staffs employed in the management of the reservation's forest resources as a separate item. Where to include this information in the FMP will vary by location however, Illustration IFMH 2.5, page 43, offers a simple guide for documenting the economic benefits of the Indian forestry program.

2.8.C.27. Economic Trends

Historic trends and future projections of economic potential.

53 IAM 2.8.C.27.

An important feature to include here is an analysis of what has happened to the value of forest products in the past, and some estimates of what these may be in the future. While information on the prices obtained in previous years is usually easy to collect, be sure to include adjustments to 'constant dollars,' to avoid an inaccurate picture of what has happened over time. This information plus the best estimates from local and industry sources can then be used

to project future prices and approximate income levels to be expected for the landowners.

This section should also include a discussion of the changes in income levels, etc. which will occur under the conditions set in the new FMP, as compared to those being experienced under current management. Describe how changes in management will affect person-years of employment. For example, depending on silvicultural prescriptions and land designations in use before and after the new plan is approved, even if there is a higher harvest level approved, harvesting more volume does not always translate into higher total income. Therefore, such an analysis goes beyond the calculation of RAC's for various alternatives, and looks at what is the bottom line for many tribes; the total value of harvesting timber. Illustration IFMH 2.5, page 53, can be useful in demonstrating the benefits under the proposed planned management.

2.8.C.28. Social Assessment

Documentation of the social conditions, processes and trends in a specific setting, and their relationships to natural resource conditions and management actions.

53 IAM 2.8.C.28.

Here is an opportunity to document the social conditions, processes and trends in a specific setting, and their relationships to natural resource conditions and management actions. It provides an opportunity to identify the publics on or associated with the reservation and how they relate to one another (linkages) and to the resource condition and use. It is also an opportunity to assess or estimate in advance social changes and effects likely to result from resource management actions and changing resource conditions; and to evaluate the acceptability of the management actions or alternatives in terms of human values and well-being.

2.8.C.29. Document Retention

The FMP and all supporting documents (e.g., Forest History) will be permanently archived in Central Office.

53 IAM 2.8.C.29.

Not only is the FMP a legislatively mandated document required for all Indian forest lands in trust status and thus required to be retained indefinitely, but the FMP sets the trust standards for management of the forest resources and fulfillment of the government's trust responsibility to the Indian beneficiaries. Because accountability to these standards has no statute of limitations, access to the FMP and the standards within must be maintained even after the FMP has been long superseded by more recent plans. To assure that the management record is complete two (2) paper copies and two (2) electronic copies (Adobe PDF format) of all planning documents

are required to be forwarded to the Central Office Forest Document Library for permanent retention.

2.8.C.30. Other Federal Mandates

Ensure compliance with National Environmental Policy Act (NEPA), Endangered Species Act (ESA), National Historic Preservation Act (NHPA), etc.

53 IAM 2.8.C.30.

The FMP must comply with many federal statutes and regulations. A detailed list of these is found in 53 IAM 1. Compliance with NEPA is likely to be the most time consuming, but not necessarily the most costly, of these requirements. Development and/or approval of an FMP is a federal action which triggers the need for NEPA compliance. Discussion of how to carry out this critical step in the planning process will be limited here because there are separate IAM's, regulations, and guides to support this law. These include the following: 59 IAM and associated NEPA Handbook, CEQ Regulations (40 CFR Parts 1500-1508), and Departmental Manual such as 516 DM 6, Appendix 4.

The NEPA document should be prepared utilizing modern graphics, spatial representation of data, and comparative matrices to assess the probable impacts of the proposed management in as concise a document as possible. When there is a decision to prepare an EIS, more time will be needed, and a larger effort will result. A copy of the EA or at least the NOI, FONSI or ROD should be included as an appendix of the FMP.

Q. Does the FMP have to address the ESA?

A. Yes, The Endangered Species Act must be addressed in plans for managing the forest resources. This may be a simple process of collaboration with the local U.S Fish and Wildlife representatives to determine that the affected area does not support any listed species or contain any associated habitat. Or, in more complex situations, Section 7 consultation and specie restoration planning may be necessary before the FMP can be approved by the Regional Director.

Q. Is an EA or an EIS required for FMP NEPA compliance?

A. The forestry program is responsible for preparation of an EA of the action proposed by an FMP. However, the Superintendent is charged with the responsibility of NEPA Decision Maker and must determine if the situation warrants an EIS. If the Superintendent decides that an EIS is required then there must be an EIS prepared. This will require additional effort, time, and money the burden of which rests squarely upon the Superintendent, but a prudent planner will prepare for a worst case scenario and should have scheduled for such delays.

Q. Who pays for NEPA compliance?

A. The forestry program pays. But, because there are no funds in the forestry program

specifically for NEPA or other federal mandate compliance, any costs of such compliance diminishes the ability of the forestry program to perform other routine activities such as timber sales, forest development and other activities. Therefore, it is easy to see, where the tribe ultimately pays for such compliance in diminished services. It is because of this impact to the beneficiaries and their resources that the BIA encourages tribes to be aware and actively involved in any discussions and decisions related to NEPA, ESA, Clean Air/Water, etc.. This is especially true where the detail of compliance may be subject to Tribal control. For example, Clean Air and Water or Cultural survey requirements may be regulated by tribal ordinance though a federal mandate and therefore the Tribe should know how they are being impacted or if some concessions should be made.

Q. What if there are no resources in the forestry program to comply with all federal mandates?

A. The Superintendent is obligated to find ways to assure suitable compliance.

2.8.D. Appendices

Though supplemental inclusions are dependent upon the complexity of the FMP, the following are minimally required for plan approval.

53 IAM 2.8.D.

The FMP can have a variety of related materials attached or, if too voluminous, referenced in the appendices and filed separately. These include such things as designated forms to be used in the execution of management activities, maps, photos, technical publications pertinent to plan clarity and understanding, independently bound documents like tribal codes, state BMPs and others. However, each FMP shall as a minimum present in the appendix a Forest Land Classification detail (see 2.8.D.1) and a listing of Plan Participation (see 2.8.D.2.).

2.8.D.1. Forest Land Classification

Graphic replicating 53 IAM 2, *Illustration 1, Indian Forest Management Handbook, Volume 2*, showing the reservation's forest lands as classified and defined by the *Indian Forest Management Handbook, Volume 8*.

53 IAM 2.8.D.1.

The Bureau has adopted a standard forest land classification system that is critical for national compilation and reference. All trust Indian forest lands are required to be classified in accordance with this system. The FMP documents any changes in the accounting of forest acres and must include an updated delineation of the entire forest area consistent with this system. Examples of changes would be the increase or reduction of forest acres set aside for tribal reserves, acquisition of new forest lands, the loss of forest land to agriculture or housing, changes in economics affecting those acres classified as commercial, etc..

Q. What if the tribe has fee lands in addition to trust lands that are addressed by the plan?

A. Two delineations on separate pages should be shown, one for trust and one for fee. The reason for this is because many tribes have shown privilege status and the Bureau may be obligated to provide services (though different in extent or scale) for fee lands as well as trust lands.

Q. What if there is an area on the reservation that is traditionally considered reserved but there is no formal declaration such as a tribal resolution?

A. There is no tribal reserve unless it is formally designated by official tribal action such as a resolution. If there is such an area that is in question relative to management objectives, it should be dealt with in the planning process and clearly identified in the completed plan whether it is, or it is not, a reserve and the tribe should have taken formal action on it prior to plan approval. Such actions should be added to the appendix of the FMP.

2.8.D.2. Plan Participation

Documentation of participation by the beneficial owners and appropriate tribal resolutions.

53 IAM 2.8.D.2.

Because forest planning is a process of open debate of the potential management activities of the forest resources, those participating in the debate in whatever capacity should be documented in this part of the plan. Any attempt at informing or advising the public, beneficial owners and their representatives, the trustee, federal and state cooperators, etc. should all be documented herein.

Q. What if there are negative or argumentative comments or correspondence that attack individuals or criticize the tribe or others?

A. Discretion must always be used in all aspects of plan development. At the same time all attitudes and events should be documented tactfully but equally, demonstrating the extent and complexity of plan consideration. The planner should recognize when direct quotes are inappropriate and discreet paraphrasing should be employed.

Q. Is there an open comment period on an FMP?

A. No. The comment period is part of the NEPA process. Further public interaction and involvement is always beneficial for understanding and local support but it is not required for approval of an FMP.

2.9. Responsibilities

In addition to the responsibilities identified in 53 IAM 1.7, the following are directly associated with forest planning.

53 IAM 2.9.

There are several layers of forest planning responsibility in the Bureau, from policy, general guidance, and oversight at the Central Office level to actual program accomplishment at the Agency level. Responsibilities listed below are in addition to those identified in 53 IAM Chapter 1, and directly associated with forest planning.

2.9.A. Director, Bureau of Indian Affairs

- (1) Develop national forest planning policy.
- (2) Provide national forest planning program direction, oversight and guidance.
- (3) Provide direction and guidance nationally to facilitate state-of-the-art forest management planning.
- (4) Maintain planning document archive for all forest lands in trust.
- (5) Annually compile and publish the "Status of Forest Management Inventories and Planning" and the "Catalog of Forest Acres" reports.

The responsibilities of the Director of Indian Affairs are to provide national forest planning policy, program direction, oversight and guidance. Staff at Central Office, NIFC, and the Branch of Forest Resources & Planning (BOFRP) will primarily perform this function through the Division of Forestry and Wildland Fire Management. The BOFRP will also act as the facilitator of the planning document archive for all forest lands in trust.

2.9.B. Regional Director

- (1) Develop regional forest planning guidelines for program implementation within the scope and guidance of 53 IAM and all other national policies and standards.
- (2) Assure planning standards and planning policies are met.
- (3) Provide regional forest planning program direction, oversight and guidance.
- (4) Approve forest management plans, plan extensions and modifications.
- (5) Obtain tribal approval of reservation forest management plans, if possible. In the

absence of tribal signatures and/or a resolution, documentation of tribal participation in the development of the plan is required. This may be delegated to the Agency Superintendent.

- (6) Obtain and sign documentation of those reservations where tribes are not interested in, or elect to not participate in forest management planning. This may be delegated to the Agency Superintendent.

The Regional Director will coordinate the systematic implementation of forest planning policy for the Region, develop as necessary Regional directives and handbooks to facilitate planning for local situations, provide reservation specific forest management policies, require forest utilization and development to be consistent with current forest plans, and will approve all forest management plans for reservations under Regional jurisdiction.

2.9.C. Agency Superintendent

- (1) Plan and budget for FMP.
- (2) Implement planned activities.
- (3) Support tribal efforts to develop IRMPs.

The Agency Superintendent has the responsibility to insure that forest management plan preparation activities occur on a regular cycle and that funding is available when needed. Superintendents will develop forest management plans that are responsive to tribal goals and objectives, consistent with Regional Office policies, and ensure that all other federal mandates (e.g., NEPA, ESA, HPA, etc.) are complied with. The Superintendent will also assure that management practices are implemented only when in compliance with an approved management plan. Communication with beneficial owners will occur at all levels of planning.

Illustration IFMN 2.0 Approval/Signature Page

**_____ RESERVATION
FOREST MANAGEMENT PLAN****COMPILED BY:** _____

APPROVAL RECOMMENDED BY:

FOREST MANAGER_____
DATE_____
REGIONAL FORESTER_____
DATE**APPROVED BY:**_____
TRIBAL REPRESENTATIVE (Optional)_____
DATE_____
REGIONAL DIRECTOR, REGION OFFICE_____
DATE

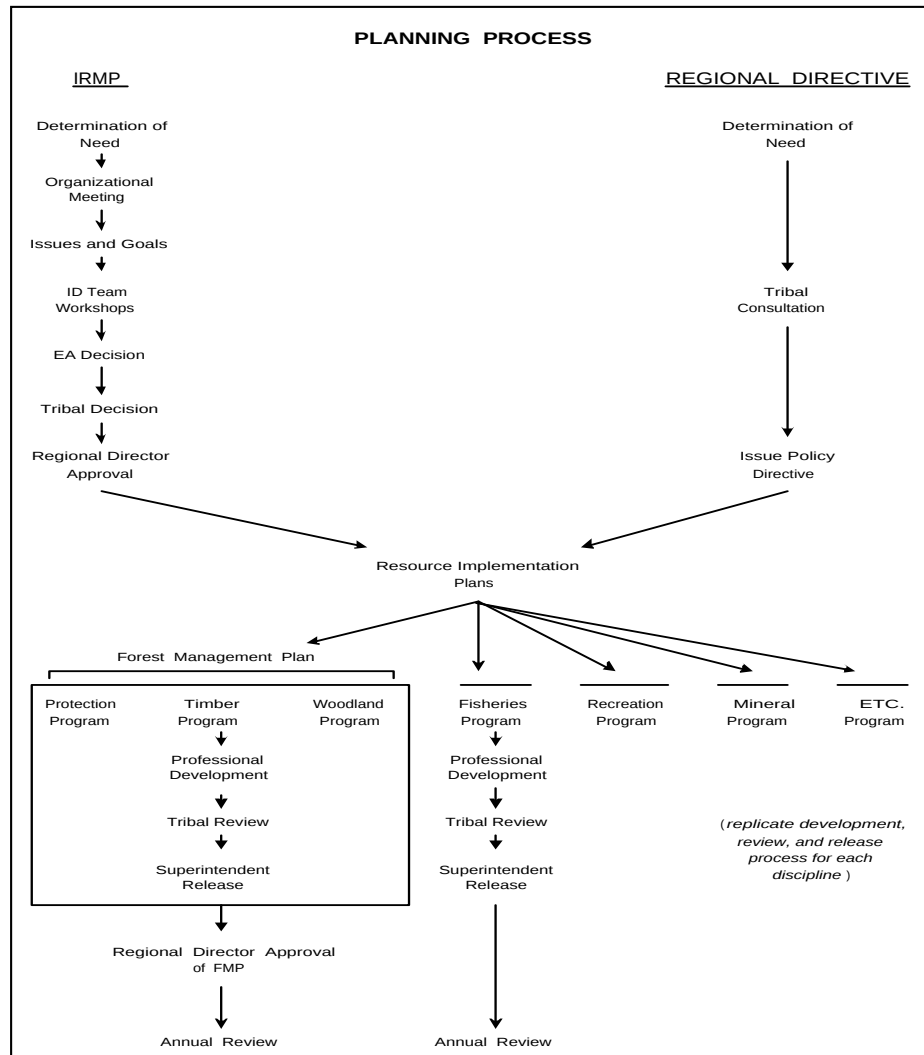
Illustration IFMH 2.1 Planning Process

Illustration IFMH 2.2 Forest Management Plan Outline Cont.**FOREST MANAGEMENT PLAN OUTLINE
(with an IRMP)****I. Introduction**

- A. Title and Approval Sheet
- B. Tribal Approval (Resolution)
- C. Preface
- D. Acknowledgments
- E. Small Scale (General Location) Map
- F. Table of Contents

II. Resource Protection Program Implementation Plan

- A. Tribal Protection Code (or Standards)
- B. Fire
 - 1. Prevention
 - 2. Pre-suppression
 - 3. Suppression
- C. Insect & Disease
 - 1. Monitoring
 - 2. Detection
 - 3. Control
- D. Trespass
 - 1. Fire
 - 2. Timber
- E. Emergency Rehabilitation
- F. Documentation, Monitoring & Records
- G. Planning, Coordination, and Communication
- H. Organization & Funding

III. Timber/Woodland Management Program Implementation Plan

- A. Tribal Timber/Woodland Management Code (Ordinances or Standards)
- B. Silvicultural Guidelines
 - 1. cover type or area or zone
 - 2. cover type or area or zone
 - 3. cover type or area or zone
 - 4. etc.
- C. Harvest Schedule
 - 1. scheduled sales (1-2 years)
 - 2. planned sales (2-5 years)
 - 3. projected sales (6+years out)
- D. Harvest Policy
 - 1. RAC, IAC, AAC
 - 2. BMPs
 - 3. authorities
- E. Forest Development

Illustration IFMH 2.2 Forest Management Plan Outline Cont.**FOREST MANAGEMENT PLAN OUTLINE
(with an IRMP)**

1. reforestation (species manipulation, forestation, etc.)
2. thinning (non-commercial, subsistence free-use)
3. site management (stabilization, debris,
- F. Data Collection
 1. monitoring
 2. planning
 3. operational
 4. research
- G. Documentation, Monitoring & Records
- H. Planning, Coordination, and Communication
- I. Organization & Funding
- J. Trends

IV. Woodland Management Program Implementation Plan

1. Tribal Woodland Management Code (Ordinances or Standards)
2. Silvicultural Guidelines
3. Harvest Policy
4. Documentation, Monitoring & Records
5. Organization & Funding

V. Forest History**VI. Social/Economic Benefits Analysis**

1. General
2. Income
3. Cost of Management
4. Indian Benefits
5. Non-Indian Benefits
6. Regional Economic Impacts
7. Trends

VII. Environmental Assessment (If Appropriate)**VIII. Appendix**

1. Environmental Decision
2. Glossary
3. Ordinances
4. Accomplishment of Past Plans
5. Long Term Rehabilitation/Recovery Plans
6. Inventory Analysis
7. Other

Illustration IFMH 2.3 Forest Management Plan Outline (without IRMP)**FOREST MANAGEMENT PLAN OUTLINE
(stand alone without IRMP)****I. Forest Resource Analysis**

- A. Introduction
 - 1. Title and Approval Sheet
 - 2. Tribal Approval (Resolution)
 - 3. Preface
 - 4. Acknowledgments
 - 5. Small Scale (General Location) Map
 - 6. Table of Contents
- B. Reservation Setting
 - 1. Physical Description
 - a) Location
 - b) Topography
 - c) Climate
 - 2. Resources
 - a) Timber
 - b) Range
 - c) Wildlife
 - d) Hydrology
 - e) Fisheries
 - f) Soils
 - g) Minerals
 - h) Agriculture
 - i) Recreation
 - j) Archaeology/Historical
 - k) Cultural/Traditional
 - l) Socio/Economic
 - m) Threatened & Endangered Species
 - n) Other
- C. Goals & Objectives
 - 1. Statutory Objectives
 - 2. Specific Goals
 - 3. Management Objectives
- D. Management Alternatives & Environmental Consequences
 - 1. Need
 - 2. Summary of Alternatives
 - a) Alternative I - (no change)
 - b) Alternative II -
 - c) Alternative III -
 - d) Alternative IV -
 - e) etc.
 - 3. Environmental Consequences (impacts) Summary
 - 4. Contributing Individuals
- E. Recommended Alternative
 - 1. Matrix Analysis
 - 2. Methodologies of Priority Values

II. Implementation Plan

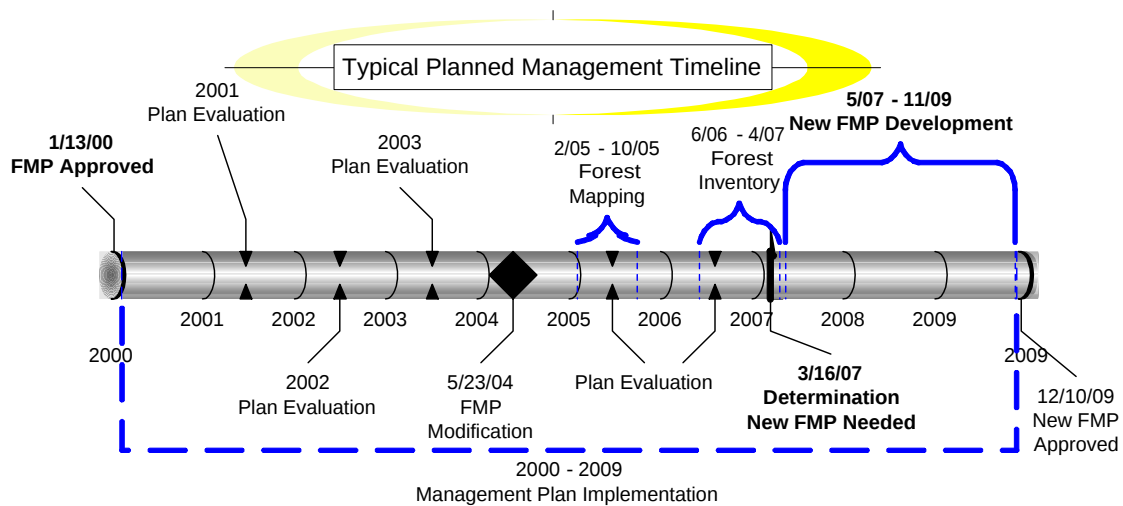
- A. Resource Protection Program Implementation Plan
 - 1. Tribal Protection Code (or Standards)
 - 2. Fire
 - a) Prevention
 - b) Pre-suppression
 - c) Suppression

Illustration IFMH 2.3 Forest Management Plan (without IRMP) Cont.**FOREST MANAGEMENT PLAN OUTLINE
(stand alone without IRMP)**

- 3. Insect & Disease
 - a) Monitoring
 - b) Detection
 - c) Control
- 4. Trespass
 - a) Fire
 - b) Timber
- 5. Emergency Rehabilitation
- 6. Documentation, Monitoring & Records
- 7. Planning, Coordination, and Communication
- 8. Organization & Funding
- B. Timber/Woodland Management Program Implementation Plan
 - 1. Tribal Timber/Woodland Management Code (or Standards)
 - 2. Silvicultural Guidelines
 - a) cover type or area or zone
 - b) cover type or area or zone
 - c) cover type or area or zone
 - d) etc.
 - 3. Harvest Schedule
 - a) scheduled sales (1-2 years)
 - b) planned sales (2-5 years)
 - c) projected sales (6+years out)
 - 4. Harvest Policy
 - a) RAC, IAC, AAC
 - b) BMPs
 - c) authorities
 - 5. Forest Development
 - a) reforestation (species manipulation, forestation, etc.)
 - b) thinning (non-commercial, subsistence free-use)
 - c) site management (stabilization, debris,
 - 6. Data Collection
 - a) monitoring
 - b) planning
 - c) operational
 - d) research
 - 7. Documentation, Monitoring & Records
 - 8. Planning, Coordination, and Communication
 - 9. Organization & Funding
 - 10. Trends

III. Appendix & Supporting Data

- A. Public Involvement
- B. Considered Concerns
- C. Considered Alternatives
- D. Alternative Matrix
- E. Inventory Analysis
- F. Glossary of Terms
- G. Forest History
- H. Social/Economic Benefits Analysis
- I. Long Term Rehabilitation/Recovery Plans
- J. Other

Illustration IFMH 2.4 Plan Development Schedule**PLAN DEVELOPMENT SCHEDULE**

Example Plan Development Task Schedule											
ID	Task Name	Start	End	Duration	2007 Q4	2007 Q3	2007 Q2	2007 Q1	2008 Q4	2008 Q3	2008 Q2
1	Organizational Meeting-ID Team	05/07/2007	05/07/2007	1d							
2	Compile Available Information	05/10/2007	07/10/2007	44d							
3	Scope Issues and Concerns	05/24/2007	08/01/2007	50d							
4	Draft Forest Resource Analysis	05/30/2007	01/02/2009	418d							
5	Prepare Introduction	12/01/2008	01/02/2009	25d							
6	Define Reservation Setting	05/30/2007	09/03/2007	69d							
7	Develop Goals and Objectives	08/10/2007	12/14/2007	91d							
8	Develop Management Alternatives	01/07/2008	04/01/2008	62d							
9	Analyze Alternative Impacts	04/15/2008	10/30/2008	143d							
10	Derive Recommended Alternative	11/03/2008	01/02/2009	45d							
11	Draft Protection Implementation Plan	01/15/2009	06/30/2009	119d							
12	See Detail Illustration IFMH 2.3	01/15/2009	06/30/2009	119d							
13	Draft Timber/Woodland Program Implementation Plan	01/15/2009	06/30/2009	119d							
14	Document Tribal Codes (or Standards)	01/15/2009	02/13/2009	22d							
15	Define Silvicultural Guidelines	02/16/2009	03/30/2009	31d							
16	Prepare Harvest Schedule	04/15/2009	05/29/2009	33d							
17	Document Harvest Policy	04/01/2009	04/15/2009	11d							
18	Detail Forest Development Activities	04/15/2009	05/29/2009	33d							
19	Detail Data Collection Activities	04/15/2009	05/29/2009	33d							
20	Define Documentation, Monitoring & Records Processes	04/15/2009	05/29/2009	33d							
21	Discribe Planning, Coordination & Communication Processes	04/15/2009	05/29/2009	33d							
22	Detail Program Organization & Funding	05/15/2009	06/15/2009	22d							
23	Discribe Management Trends	06/15/2009	06/30/2009	12d							
24	Compile Appendices & Support Data	03/30/2009	07/10/2009	75d							
25	Subject to Regional Office Review	07/30/2009	09/30/2009	45d							
26	Finalize Plan	10/01/2009	10/30/2009	22d							
27	Acquire Approvals	11/02/2009	11/02/2009	1d							

Illustration IFMH 2.5 Social/Economic Benefits Analysis**SOCIAL / ECONOMIC BENEFITS ANALYSIS**

_____ Reservation

Economic Aspects of Forest Management - 20__ thru 20__

Annual Costs and Estimated Benefits

Economic Components	Past ^{1/} Management	Planned Management
---------------------	----------------------------------	-----------------------

COSTS

Forest Management	_____	_____
-------------------	-------	-------

Administrative Deduction	_____	_____
--------------------------	-------	-------

INDIAN BENEFITS

Income	_____	_____
--------	-------	-------

Wages	_____	_____
-------	-------	-------

Self-employed Income	_____	_____
----------------------	-------	-------

Personal Use Benefits	_____	_____
-----------------------	-------	-------

Employment (full-time)	_____	_____
------------------------	-------	-------

Employment (part-time)	_____	_____
------------------------	-------	-------

REGIONAL ECONOMIC IMPACTS

Employment

Income

^{1/} Past management data may be available in reports retained in the Regional Office.

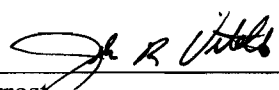
INDIAN AFFAIRS DIRECTIVES TRANSMITTAL SHEET

(modified DI-416)

DOCUMENT IDENTIFICATION NUMBER 53 IAM2- H	SUBJECT Forest Management Planning Handbook	RELEASE NUMBER 09-02
FOR FURTHER INFORMATION Division of Forestry, Office of Trust Services		DATE MAR 18 2009

EXPLANATION OF MATERIAL TRANSMITTED:

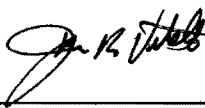
The subject document is a handbook titled "*Forest Management Planning*" which corresponds with part 53 of the Indian Affairs Manual, Chapter 2, Forest Management Planning. This document is new and does not replace an existing handbook. The subject document provides the policies, standards, and responsibilities required for forest management planning on Indian forest lands. It also serves as a guide to efficient and effective processes for assuring that a viable forest management plan is continuously in place and actively guiding daily decisions on resource development, use, and protection.


(607) Vicki Forrest
Deputy Bureau Director, Office of Trust Services

FILING INSTRUCTIONS:

Remove: None

Insert: 53 IAM2 - H (New)

CLEARANCE RECORD (Modified DI-228)		1. TYPE OF DOCUMENT (Refer to 1 IAM-H) Indian Affairs Handbook		2. IDENTIFICATION NUMBER 53IAM 2-H		
3. SUBJECT/TITLE Forest Management Planning						
4. SUMMARY OF DOCUMENT CONTENTS (if a revision, give rationale for change) The subject document is the <i>Forest Management Planning Indian Forest Management Handbook</i> and corresponds with Chapter 2 in Part 53 of the IAM, Forestry. The Handbook provides the policies, standards, and responsibilities required for management planning on Indian forest lands. It also serves as a guide to efficient and effective processes for assuring that a viable forest management plan is continuously in place and actively guiding daily decisions on resource development, use, and protection						
5. ORIGINATOR						
ORGANIZATION Office of Trust Services, Division of Forestry		NAME AND TITLE Tom Magnuson, Senior Forester BIA Division of Forestry		TELEPHONE NUMBER 202-208-4888	DATE 3/11/09	
6. CLEARANCES						
OFFICE LETTER CODES	ORGANIZATION AND TITLE	PRINT NAME	SIGNATURE (DO NOT INITIAL)	DATE	INTERNAL STAFF CLEARANCE – PLEASE SIGN AS APPROPRIATE	
					SURNAME	DATE
TRUS	Chief, Division of Forestry	Bill Downes		3/18/09	T. Magnuson	3-11-09
TRUS	Deputy Bureau Director, Office of Trust Services	 Vicki Forrest		3/19/09		
OPPA	Office of Planning and Policy Analysis	Peggy Miller				
7. FOR USE BY FINAL ACTION OFFICE						
AFTER SIGNATURE, RETURN TO Directives Management for posting to the Intranet (703-390-6683)					Release Number: #09-02	