

GUIDELINES FOR

Integrated

Resource

Management

Planning

IN INDIAN COUNTRY



2001 Edition
Bureau of Indian Affairs
Office of Trust Responsibilities
By Don Hall

"Survival of the world depends on our sharing what we have, and working together. If we don't the whole world will die. First the planet, and next the people."

Fools Crow - Ceremonial Chief - Teton Sioux

USER'S GUIDE

INTRODUCTION

Concepts of land planning and management continue to change. In the past, resource managers generally focused on the resources tied to their discipline, sometimes with little regard for the impacts their actions might have on other resources. As our understanding of the complex interrelationships in our natural world grows, management strategies, including those related to planning, are changing in an attempt incorporate this new knowledge.

Integrated resource management goes beyond the natural world and incorporates social, cultural, environmental, and economic aspects of the reservation into the management scenario. It encourages active participation by those with a vested interest in the management of reservation resources. Integrated resource management planning ties all decisions which affect a tract of land together so that each decision's impact can be weighed against all others. It identifies conflicting and complimentary management actions.

Integrated resource planning has many adherents, a number of whom have developed specific planning and management processes to support their philosophies. The U.S.D.A. Forest Service and Bureau of Land Management practice Ecosystems Management. The Universities of Vermont and New Mexico have developed an approach called Rural Environmental Planning. The Center for Holistic Resource Management promotes their own brand of integrated management.

These Guidelines are based on the assumption that each tribe will decide on the resource management philosophy which best fits its needs and develop an appropriate approach to creating its own Integrated Resource Management Plan (IRMP). At the same time, the development framework presented in the Guidelines reflects a basic planning approach, and supporting techniques, which can be applied to a range of management philosophies. This framework revolves around process components which are, in most cases, common to all the specific planning approaches.

These Guidelines are designed to serve as a reference which tribes can use while developing IRMPs. They are based on experiences that a number of tribes have had while creating IRMPs and include numerous examples of these experiences.

Through integrated planning and analysis, a clearer picture of which solutions will work in harmony to move the tribe and tribal landowners toward their vision of their reservation will be created. These guidelines describe processes and techniques which can be used to develop strategic level plans.

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WHO CAN TAKE ADVANTAGE OF THE GUIDELINES?

The guidelines were not intended to be used only by tribes with large reservations or significant planning budgets. The processes described can be used just as effectively by small tribes with little landbase and a small budget.

THE GUIDELINES

The Guidelines are broken into 10 chapters. Each chapter deals with a major component of the planning process. The chapters are:

Chapter 1 IRMP - Then and Now - A brief history of integrated resource management planning in Indian Country with a discussion of the regulatory implications of creating an IRMP.

Chapter 2 The Planning/Management Cycle - A general description of the planning/management cycle with an explanation of how planning is a component of the broader concept of integrated management.

Chapter 3 Charge!! to Plan - Describes the decision to plan and the start of the formal planning effort. Provides a sample tribal resolution.

Chapter 4 Before the Planning Starts - Discusses the activities which are necessary to define the planning environment. It describes the various steps which are taken prior to the start of the IRMP development effort which insure that the planning process proceeds smoothly.

Chapter 5 Seeking the Vision - Discusses the creation of a tribe's vision for its resources and the development of goals and objectives which guide it to reaching that vision.

Chapter 6 Reservation Resource Assessment - Describes the development of resource assessments including current and historical perspectives.

Chapter 7 Alternative Management Approaches - Provides a process to assist in developing and analyzing alternatives and the selection of the preferred alternative.

Chapter 8 The IRMP Becomes a Document - Provides extensive examples of IRMP document organization, discusses collection and incorporation of comments, and the publishing of the plan.

Chapter 9 The IRMP Lives - Starts with the final review, moves through formal adoption of the plan, and discusses distribution.

Chapter 10 The Completion of the Management Cycle - Closes the planning/management cycle by discussing monitoring, modifying, and re-doing the IRMP.

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WITHIN THE CHAPTERS

Each chapter is broken up into five parts:

- ▶ The **Overview** states the questions the chapter covers and provides a general outline.
- ▶ **Definitions** of key concepts and words used in the chapter are provided.
- ▶ The **Guidelines** discuss questions in greater detail.
- ▶ **Groundrules** summarize guideline directions and suggestions.
- ▶ The **Conclusion** wraps the chapter up and leads you to the next chapter.

The guidelines rely heavily on the experiences and insights of tribes who have been through the integrated resource management planning process. Within the **Guidelines** section of each chapter, you will find three types of highlighted information:

- ▶ An **EXAMPLE** provides specific examples drawn from tribal experiences with IRMP development. You will find an **EXAMPLE** in a box which looks like:

EXAMPLE: Goals for the IRMP

In its IRMP, the Spokane Tribe lists the following as their primary goals of the IRMP:

1. To coordinate and put to best use the existing capabilities of Spokane Tribal resource management programs.
2. To identify needs for improvement and then make plans to improve.
3. To initiate a community process for cooperative planning and management.
4. To establish a framework for making good decisions about the Spokane Tribe's land-based resources.

- ▶ An **ISSUE** discusses considerations which are critical to the IRMP process. You will find an **ISSUE** in a box which looks like:

ISSUE: Maintaining the Schedule

Although the schedule needs to be flexible, failure to keep the team focused and moving ahead can have serious repercussions on the planning process. It is the responsibility of each member of the IRMP Core Team to keep the planning process on schedule.

- ▶ An **IRMP INSIGHT** is a suggestion which can assist in the planning process. You will find an **IRMP INSIGHT** in a box which looks like:

IRMP INSIGHT: Publication of Volume I of the IRMP

The written report describing the resource assessment of the reservation can be released as the initial volume of the IRMP. Doing so gives the IRMP Core Team a tool to use during the remainder of the planning process by serving as a baseline document. The resource assessment can also serve as an educational tool for reservation residents and the tribal council.

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ACKNOWLEDGMENTS

The following tribes and individuals contributed to the completion of these guidelines:

Jody Calica
Confederated Tribes of the Warm Springs Reservation of Oregon

Alberta Velarde and Mary Aikman
The Jicarilla Apache Tribe

Janet Camel and Doug Dupuis
The Confederated Salish and Kootenai Tribes

Tony Atkins and John St. Pierre
Confederated Tribes of the Colville Reservation

Craig Wilcox, Tim Wilhite (now with EPA), and Seth Pilsk
San Carlos Apache Tribe

Mary Verner, Joe Flett
Spokane Tribe

Phillip Shopodock, Chairman, Shari Alloway (former Tribal employee), and John Alloway
Forest County Potawatomi Tribe

Pat Durham
U.S. Fish and Wildlife Service

Don Motanic
Intertribal Timber Council

Bill Northover
Intertribal GIS Council

Linda Kruger
U.S. Forest Service

Significant technical assistance and copyrighted materials were provided by:

Charles W. Johnson
Johnson Strategy Group, Inc.
Albuquerque, NM

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“We are on and are of the earth. It’s where we come from and where we are and where we are going. We share an awesome responsibility (but no authority) to leave the land clean and pure for 7, 14, 21 generations.”

Alphonse F. Halfmoon, Confederated Tribes of the Umatilla Reservation

Chapter 1 - IRMP - Then and Now

CHAPTER OVERVIEW

An Integrated Resource Management Plan (IRMP) is a tribe’s strategic plan for the comprehensive management of its land-based resources. The process by which IRMPs are developed is a mechanism for the examination of the relationships among the various components of the natural resources and their various uses, economic impacts and trends, cultural needs, and social forces. The ultimate goal of an IRMP is to create a balance within natural resource management actions which reflects the social, cultural, economic and natural resource values of reservation residents.

This chapter will explore:

1. What is an IRMP?

- ▶ A strategic level statement of tribal resource and land management policy.
- ▶ Based on the tribe’s vision for the reservation, it serves as a strong, powerful expression of tribal sovereignty.
- ▶ A plan that provides a sound basis for the management of reservation resources
- ▶ It ties the reservation’s natural environment together with the tribe’s social values.
- ▶ It serves as a mechanism to transform the tribe’s vision of the reservation into reality.

2. Why develop an IRMP?

- ▶ We often manage at cross purposes.
- ▶ An IRMP provides a common vision which provides a consistent sense of management direction.

3. How has Integrated Resource Management been used in Indian Country?

- ▶ The Kumeyaay’s Story - a powerful statement of early tribal resource management.
- ▶ Trends in management from early forest plans to modern tribal IRMPs.

4. **What is the current status of IRMPs in Indian Country?**

- ▶ Tribes lead the drive for strategic resource plans and integrated resource management.
- ▶ The Bureau of Indian Affairs (BIA) is supporting tribal IRMP efforts.

5. **What are the regulatory implications of developing an IRMP?**

- ▶ There are Federal regulations which play a role in the planning process.
- ▶ The importance of tribal IRMPs is reflected in the National Indian Forest Resources Management Act and the American Indian Agricultural Resource Management Act.

DEFINITIONS

Key Concepts

- ▶ Integrated Resource Management - An approach to reservation resource management which views all resources - natural, social, cultural, and economic - as being inter-related in such a manner that management actions directed at one resource also directly or indirectly affect others.
- ▶ Natural Resource - Although often spoken of in the plural, there is but one natural resource.

Key Terms

- ▶ Integrated Resource Management Plan - a strategy for the management of reservation resources presented in a set of documents created through the general strategic planning process.

GUIDELINES

1. What is an IRMP?

An Integrated Resource Management Plan (IRMP) is a tribe's strategic plan for the comprehensive management of a reservation's resources. It is a tribal policy document, based on the visions that the tribe and tribal landowners have for their reservation. It serves as the base for all resource management decisions.

- ▶ A comprehensive, integrated approach to resource management is the accepted approach used by most large,

EXAMPLE: The Purpose of an IRMP

As stated in the Jicarilla Apache Tribe's IRMP, its purpose is "Clarifying relationships among land and natural resources and tribal potential: to form the basis for coordinating policies across all resources and affected policies." (Jicarilla Apache Tribe IRMP Volume 2, p. I-1)

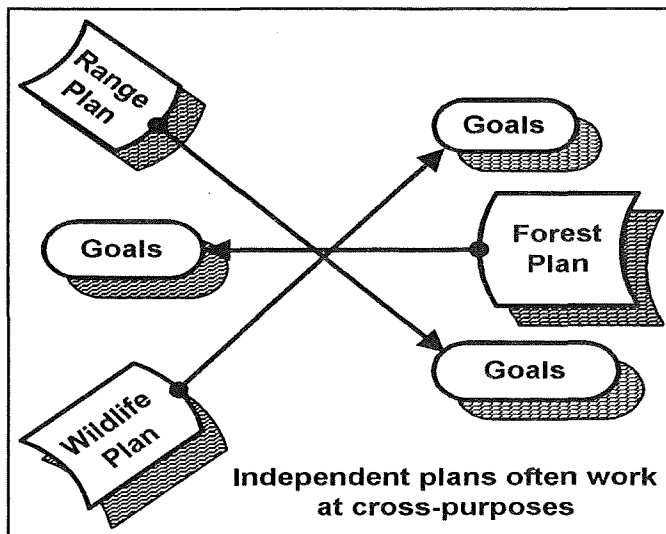
public land management organizations as well as many communities. It translates the tribe's vision into a concrete description of the **desired future conditions** of reservation resources and the management actions to be taken to achieve them.

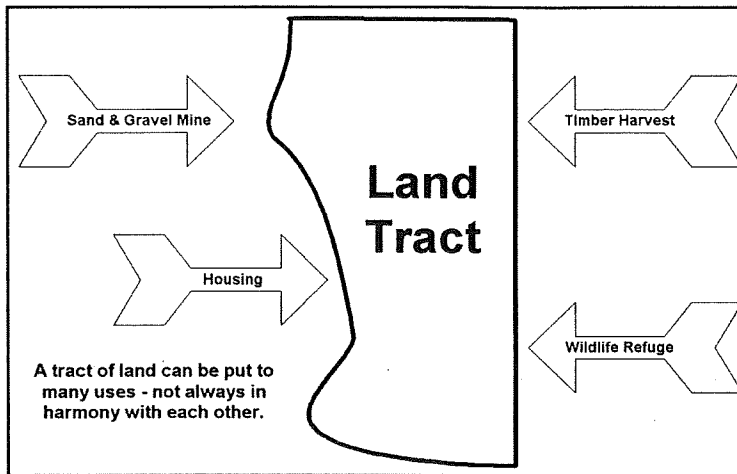
- ▶ An integrated resource management planning process links the natural environment (scientific data and concepts) and social realities (human values), creating resource policies that support a healthy ecosystem while taking into account a community's cultural, economic, and social goals.
- ▶ An IRMP identifies and promotes tribal members interests, priorities, and plans.
- ▶ An IRMP is the plan under which all operational resource management plans (for example a Forest Management or Agriculture Management Plan) are designed and against which all management actions are measured.
- ▶ An IRMP is subject to tribal control and provides clear direction to tribal and BIA managers, and other agencies, as to how the tribe wishes the reservation to be managed, in effect, establishing the general direction of trust management actions.
- ▶ The creation and use of an IRMP by a tribal government for the development and regulation of tribal land management facilitates self-governance and assures sovereign control of valued assets.
- ▶ An IRMP is created by tribal leaders with technical assistance from various resource management specialists and input from tribal members.
- ▶ Integrated resource management planning can be an empowering experience - both for the tribe through its use of IRMP as a policy instrument and for tribal and community members through the role it allows them to play in the management of their reservation and the direction provided BIA and other agencies.

2. Why develop an IRMP?

It is an all too common experience within Indian Country to examine a set of land management plans for a reservation and discover that their goals and objectives are in conflict with each other. The plans were created at different times, by different teams, based on different assumptions, resulting in different priorities. Because of this, tribal and BIA programs may find themselves working at cross purposes.

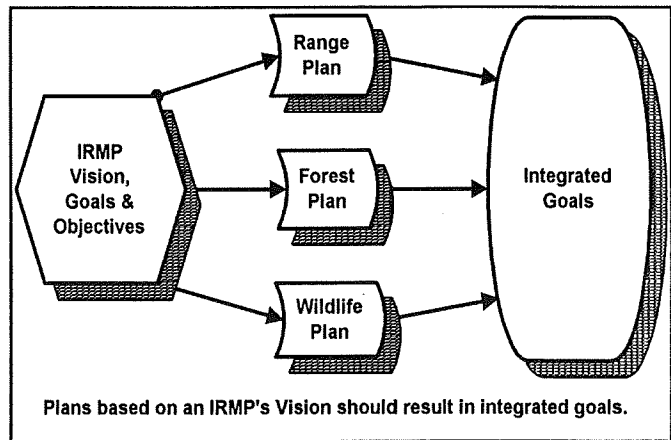
Each tract of land that we manage has a wide range of potential uses. One management team may wish to develop a commercial sand and gravel operation.





The Housing Authority may view the site as an attractive area for a future housing development. Foresters may have already included the tract in their plans for a timber sale while the wildlife managers feel this is premier deer winter habitat that needs to be protected to insure a secure future for the reservation's deer herd. There is a good chance that each of these potential activities could be in conflict with other uses. How will decisions be made as to the best use of the land for the tribe?

An IRMP is intended to provide a unifying document that land managers can use to become synchronized with each other, thereby reducing the potential for land use conflicts. The IRMP Vision, with its integrated goals and objectives, serves as a route map which assists managers in moving towards common targets. Because it is based on the tribe's vision for its resources, it carries the strength of the tribe's members with it. Because it considers all potential uses at the same time, potential conflicts can be dealt with before they occur.



An IRMP is also a leadership document. It supports the following elements of leadership:

- ▶ A long range vision of how the tribe wishes its resources to look in 50-100 years.
- ▶ A plan of action to achieve that vision.
- ▶ Identification of bridges (lines of communications) between its organizational units as well as between the tribe and outside organizations.
- ▶ It encourages tribal members and managers to acquire effective knowledge needed for coordinated decision making.
- ▶ Encourages the establishment of trust between tribal members and their government.

3. How has Integrated Resource Management been used in Indian Country?

For the past 100 years, techniques of natural resource management in Indian Country have roughly paralleled those used by other land managers. Table 1-1 describes the dominant resource philosophies in the United States.

Management Style (starting)	Philosophy
Free Utilization (dawn of time)	Resources unlimited and used with no management necessary.
Resource Conservation (1890s)	Resources limited, but man had dominion. Complete, efficient scientific management of exploitable resources.
Preservation (1890s)	Wild areas should be preserved for their intrinsic values.
Integrated management (1950s)	Based on the inter-relatedness of our natural, social, and economic environments.
Management by Legislative Mandate (1960s)	Based on federal and state legislation and regulations and subject to shifting political winds.

Table 1-1 Management Styles Through Time

EXAMPLE: The Kumeyaay and Integrated Resource Management

Integrated resource management has been practiced by tribes for centuries. In her article entitled "Kumeyaay Plant Husbandry: Fire, Water, and Erosion Management Systems", Florence Shipek describes the management practices of the Kumeyaay Indians of what is now southern California. The Kumeyaay practiced a well developed, thoroughly integrated, landscape management strategy. Their primary management tool was fire and it was used at a landscape scale to enhance agriculture, fire safety in the wildland/urban interface, forestry, and wildlife habitat. Planting and burning were conducted so that erosion was minimized and riparian areas enhanced. Extensive systems of small rock dikes were employed to create terraced agricultural areas, reduce erosion, and allow run-off a greater opportunity to be absorbed into the ground. Willows were planted to restore flood damaged streams.

Ethnographic accounts describe a hierarchical system of specialists, the Kumesaay, each responsible for the knowledge related to the management of a certain resource. These specialists worked in council to insure proper management. The Kumesaay reported to the Kwaaypaay or band chief who would direct the undertaking of projects.

The Kumeyaay used an integrated, team-based approach to resource management which was founded on a multi-generational understanding of their environment. Through this approach, they developed sophisticated techniques which were used to maintain the natural resource to support their expected standard of living.

Admittedly, the complexity of the Kumesaay's world was quite different from that faced by tribes today. Placement of conflicting demands on the natural resource base was probably much less in centuries past, but the techniques that Kumesaay used and impacts their actions had on their environment clearly fit the concepts of integrated management in use today.

For decades, tribes have recognized the need for a combined (integrated) approach to natural resource management to optimize benefits and address user interests and concerns. Many actions led to the current philosophy of integrated resource management.

IRMP INSIGHT: Major Milestones in Reservation Resource Management	
1934	Indian Reorganization Act - allows owner participation in management planning and actions
1960	Multiple Use Act - early standard for evaluating more than one use for a tract of land
1969	NEPA - public participation, use of formal planning process including analysis of alternatives
Early 1970s	Development of comprehensive reservation resource and development assessments
Early 1980s	Development of "modern" forest management plans which included integrated concepts
1988	BIA starts national IRMP initiative with intent of developing comprehensive, integrated plans for each reservation
Early 1990s	Passage of Indian forestry and agriculture acts direct that forest and agricultural plans comply with tribal IRMPs
1993	Indian Forestry Management Assessment Team, under direction of Intertribal Timber Council, identified integrated resource management planning a high priority for Indian resources

4. What is the current status of IRMPs in Indian Country?

Our increased understanding of the complexities of the resource types and their uses has led to management based on long term strategies with an eye toward the consequences of our actions. Recognition of the importance of integrated planning to the future of reservation resources is a theme heard throughout Indian Country.

- ▶ Although sparking considerable interest among tribes, BIA's IRM Program does not currently have the financial or staff capabilities to broadly support the development of IRMPs.

IRMP INSIGHT: In 1993, an independent assessment of Indian forest lands was conducted. The Indian Forest Management Assessment Team (IFMAT) found that the "BIA policy calling for the development of 'integrated resource management plans' has not generally been successfully implemented." In addition, the Team found "a lack of clear examples of the purpose, content, and use of these plans, a relatively low priority for their development in the BIA, and the absence of adequate funding and resource management expertise." BIA's IRM Program is being developed to address this short coming. This assessment is being redone starting in 2001.

- ▶ 25 USC 3103, directs the BIA to participate "in the development and implementation of tribal integrated resource management plans...." It doesn't direct BIA to independently create IRMPs.

- ▶ The National Indian Forest Resources Management Act (P.L. 101-630 Title III) and the American Indian Agricultural Resource Management Act (P.L. 103-177) require that forest and agricultural management plans conform to tribal IRMPs.
- ▶ A number of tribes have forged ahead with the development of integrated plans which:
 - encompass strategic goals and objectives based on the tribe's vision;
 - define acceptable management practices and utilization levels; and
 - include implementation plans for field projects.

The BIA recognizes the importance of quality integrated resource planning and is attempting to reinvigorate its IRM program. These guidelines serve as the core of this initiative. In addition, training and consultation services are coordinated by the BIA's National IRM Coordinator (at the time of publication, the National IRM Coordinator is located in the BIA's Branch of Forest Resources Planning in Lakewood, Colorado).

BIA's IRM Program addresses three critical areas:

- ▶ Provision of planning support materials such as these Guidelines and the Tribal Executive's Guide to Integrated Resource Management Planning as well as provision of reference materials through a national email network.
- ▶ Provision of training workshops to assist tribes and the BIA to better understand integrated resource management concepts and develop local planning processes. Links to other sources of training are maintained through BIA's webpage located at <http://snake1.cr.usgs.gov/bofrp/training.html>.
- ▶ Provision of seed monies to tribes to assist in the initiation of integrated resource management planning efforts. Funds are distributed as grants through a competitive proposal process. The BIA also provides links to other funding sources through its webpages located at <http://snake1.cr.usgs.gov/bofrp/funding.html>.

5. What are the regulatory implications of developing an IRMP?

There are numerous logical and practical reasons to develop an IRMP. There are also a broad range of federal laws and regulations which apply to integrated resource management.

- ▶ The National Environmental Policy Act (NEPA) directs that planning and management take into account the impacts that management decisions have on all resources (in other words, that management planning take an integrated approach). It also directs that planning and management be an open process requiring public input into the process. NEPA applies to most governmental (tribal or federal) management actions in Indian Country and it is generally assumed that an IRMP is often a NEPA document.
- ▶ Two laws specific to Indian Country, the National Indian Forest Resources Management Act

and American Indian Agricultural Resource Management Act, direct that management of forest and agricultural resources will be undertaken in a manner to be consistent with a tribal IRMP. To comply with an IRMP, an integrated approach to resource management is necessary.

Numerous other laws and regulations may apply to the development of an IRMP. Table 4-2 on page 4-25 provides a more detailed list of federal environmental statutes.

Development of an IRMP, if proper care is taken during the planning process, will meet these and other federal requirements. From a regulatory point of view, an IRMP places tribes in a much stronger management position.

GROUND RULES

- ◆ Integrated resource management is a flexible planning and management process which allows a tribe to adapt its actions to changing conditions and needs.
- ◆ The IRMP provides clear direction to tribal managers, the BIA, and other agencies as to the tribe's wishes and intent relative to the management of reservation resources. The road map it creates is the best estimate of the direction in which the tribe needs to move to succeed in reaching its vision for its lands.
- ◆ An IRMP does not stand alone. From it, implementation and action plans are developed for all resources which fall under it.
- ◆ At a minimum, successful management of reservation resources requires the following five skills:
 - ▶ Ability to develop and use a clear and sound understanding of reservation resources and an understanding of how they fit into the broad, regional picture including the relationships between resource components.
 - ▶ Ability to use a comprehensive planning process to create a tribal vision as a foundation upon which integrated goals and objectives are based including the ability to understand how cultural values and current economic conditions affect the values placed on different resources.
 - ▶ Ability to understand the risks associated with decisions made through planning and the resulting management actions.
 - ▶ Ability to translate the visions and goals of the strategic plan to on-the-ground reality through implementation actions.
 - ▶ Ability to constantly evaluate management actions relative to the tribe's vision, goals, and objectives and to make timely adjustments as needed.
- ◆ An IRMP addresses statutory and regulatory issues and lays the groundwork for consolidation of tribal regulations and codes.

- ◆ Each of the following is necessary for successful completion of an IRMP:
 - ▶ Adequate funding.
 - ▶ Development of a team approach to planning and management.
 - ▶ Strong commitment at the executive level of the tribe.
 - ▶ A champion of the process.
 - ▶ Access to necessary managerial and technical resources.
 - ▶ Adequate support systems which can include: inventory data, management tools, GIS, GPS, and office automation.
 - ▶ Clear specification of the scope and format of the IRMP process.

CONCLUSION

An Integrated Resource Management Plan is the embodiment of the tribe's vision of its reservation for generations to come. It is a strong statement of sovereignty and exercise of self-governance. As a planning document, it is the stepping stone to organized planning and management actions for all reservation resource uses. An understanding of the concepts of planning will assist in moving the IRMP process along.

Cultural man needs land and developed natural resources as the tangible source of bodily existence; he needs the flow of commodities to make that source effective, but first of all he needs a harmonious and related environment as the source of his true living. These three needs of cultured man make three corresponding problems: (a) the conservation of natural resources, (b) the control of commodity flow, (c) the development of environment. The visualization of the potential workings of these three processes constitutes the new exploration - and regional planning.

Benton McKaye, *The New Exploration: A Philosophy of Regional Planning*, 1928.

Chapter 2 - The Planning/Management Cycle

CHAPTER OVERVIEW

Planning is one component of the overall management cycle. Simply put, planning is the identification of goals and objectives and the creation of an organized approach to reach them. Planning is oriented towards the future. It integrates information, allowing a range of potential outcomes to be analyzed.

There are three basic levels of planning: **strategic**; **program**; and **project** planning. Each level of planning represents a different level of detail and control within the overall management of resources.

This chapter will explore:

1. What is Planning?

- ▶ Planning establishes the rules of the road for management actions.
- ▶ It is the process by which organizations convert their values into actions.
- ▶ Concepts of planning continue to evolve.

2. **What are the three levels of planning?**

- ▶ Strategic Plans - such as an IRMP or comprehensive plan.
- ▶ Program or Implementation Plans - such as forest or range management plans.
- ▶ Project or Activity Plans - such as wetlands enhancement or timber stand improvement projects.

3. **What is the Management Cycle and how does planning fit into it?**

- ▶ An IRMP is only the starting point of the management cycle.
- ▶ Planning, in and of itself, is of little value unless it is integrated into the overall management process.

4. **What is the IRM Planning Process?**

- ▶ There are many different approaches which can be used to develop a strategic natural resource plan.
- ▶ The Guidelines present a framework which can be used to develop a process specific to local needs and traditions.

DEFINITIONS

Key Concepts

- ▶ Management Cycle - The management cycle consists of four parts, each repeated in turn over the course of time: planning, implementation, monitoring, and adaptive modification. Planning does not stand on its own, but is part of the management cycle. It includes the formulation and enforcement of resource use regulations. Plans which aren't part of a management cycle are called "**dust bunny collectors.**"
- ▶ The IRMP and budgets - Implementation of the IRMP will have a significant impact on resource allocations as well as tribal and BIA budgets.

Key Terms

- ▶ Resources of value - any resource which has intrinsic value to the tribe and its members. Resources of value can include natural, social, economic, cultural, and spiritual resources.
- ▶ Planning - An orderly process to identify goals and objectives and outline a process by which they will be met. Planning is one component of the management cycle.
- ▶ Planning Framework - the general planning structure on which a local planning process is built.
- ▶ Strategic plan - A plan which serves as foundation which supports a wide-range of management actions. It deals with areas of broad impact - big picture issues. An IRMP is a strategic plan.

GUIDELINES

1. What is Planning?

Planning is a structured process which leads to development of an organized approach to reaching an organization's goals. By its very nature, a planning process should be orderly and methodical.

- ▶ There are many different planning processes and it is important to create or identify a process which meets local needs. At the same time, most planning processes or models rely on similar basic concepts or frameworks.
- ▶ Planning is oriented towards the future and is based on local values and information.
- ▶ Plans define the actions that resource managers are to take to reach goals and objectives.

Management plans, and the decisions they produce, are based on **values**. Values may be those of a decision maker, a committee, or a community. The planning process derives goals and objectives from identified values and uses these to shape the approaches to action which are to be taken.

- ▶ Values drive the planning and decision making process. They play a major role in the identification of the desired future condition of the reservation (vision), the plan's goals and objectives, and the assessment and selection of the preferred alternative.
- ▶ Values are the principles and standards which are accepted as being appropriate guides for actions. Values are based on ethics, economics, religion, and social mores and morals.
- ▶ Individuals, organizations, and communities hold some values which are universal while other values are not. The planning process can assist in reconciling values that differ by fostering a better understanding of values held by others and through the use of consensus building techniques on issues related to the planning process.

The expansion of our understanding of relationships within the natural world, and the realization that the complexity of these relationships often exceeds our understanding has led to significant changes in the manner in which resources are managed.

- ▶ Natural resource planning and management processes have gone through significant changes over the past 30 years (see Figure 2-1). These changes have been in both the understanding and application of science to management as well as the arena in which planning and management activities occur.
- ▶ Most approaches to organized planning and management now include two elements which differ from how things were done in the past: 1) an integrated, interdisciplinary approach is used; and 2) the role the public plays in the planning/management process has been significantly broadened.
- ▶ The incorporation of traditional and local knowledge into resource management decisions is increasing.

	Changing From	Changing To
Management Science	Single resource approach	Ecosystem based approach
Planning Environment	Single individual or small group	Interdisciplinary team
Public Role	Public excluded	Public included
Decision Making	Single individual at the program level	Consensus approach to approval and acceptance

Figure 2-1 - Trends in Resource Planning

2. What are the Three Levels of Planning?

There are three general levels of planning: **strategic, program, and project planning** (see Figure 2-2). The three levels support each other. Resource implementation plans are tied (or tiered) to the IRMP and there may be several of them under each IRMP. Each implementation plan spawns project and activity plans which, in turn, lead to on-the-ground projects.

- ▶ **Strategic Planning** - This basic level of planning is the foundation for program and project plans. It states the overall vision or mission of the organization, evaluates big-picture issues and provides guidance, often stated as policy, for the development of more detailed program-level plans. An IRMP is a basic, strategic plan and, as such, deals with issues which affect the reservation and involve numerous organizational units. It is frequently termed a “long range” plan, covering a significant period of time. It sets guidelines that managers can use to determine how more detailed management units are to be treated through program planning.
- ▶ **Program or Implementation Planning** - These mid-level plans outline specific goals and objectives for an individual program’s activities. They set program standards and management actions and are geographically and temporally specific (in other words, they specify what is to be done to what piece of land at what time and who is responsible). They are developed using the policies and procedures set forth in a strategic plan (this is called “tiering”), insuring that planning efforts are supportive of each other, yielding a consistent approach to management at all levels. Forest Management Plans, Fire Management Preparedness Plans, and Agricultural Management Plans are examples of program plans.
- ▶ **Project or Activity Planning** - This level of planning defines specific actions to be undertaken, often in a very detailed manner, to complete local activities or projects. Project plans are tiered to program plans and include specific actions such as fence construction, wildlife guzzler installations, or creation of a hiking trail.

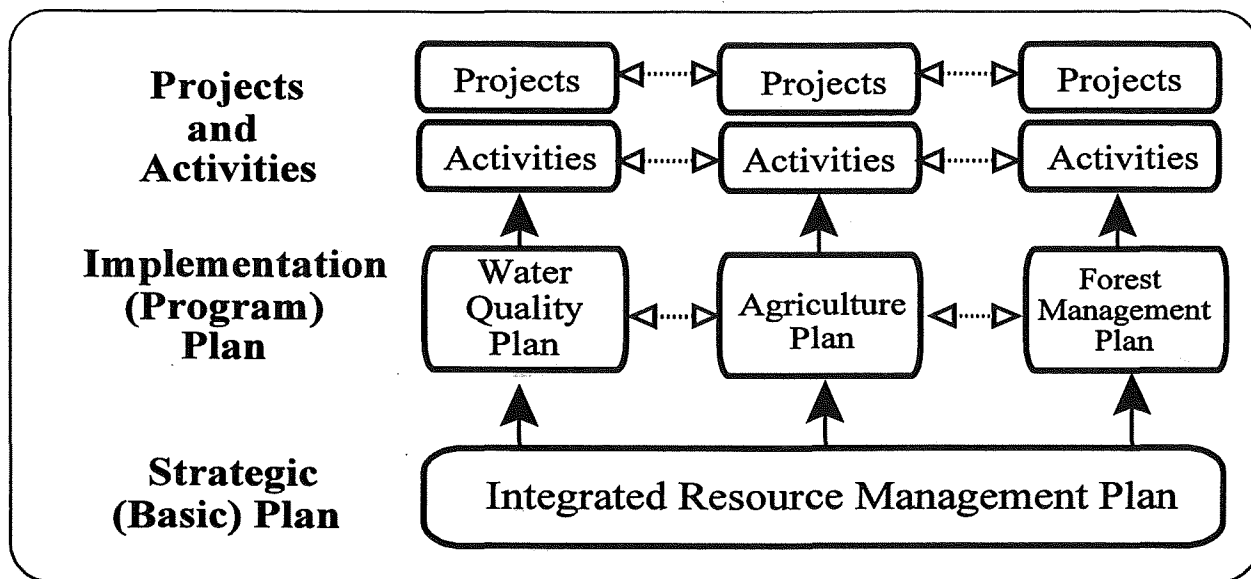


Figure 2-2 - The three levels of planning

3. What is the Management Cycle and How Does Planning Fit Into It?

The integrated resource management cycle is made up of four basic, interconnected phases:

- ▶ The planning processes (in this case, the IRMP process).
- ▶ Implementation of the plan (program and project planning and actions).
- ▶ Monitoring and reviewing the implementation to insure it meets the plan's expectations.
- ▶ Modifying either the plan, the implementation actions, or both to adjust for changing circumstances

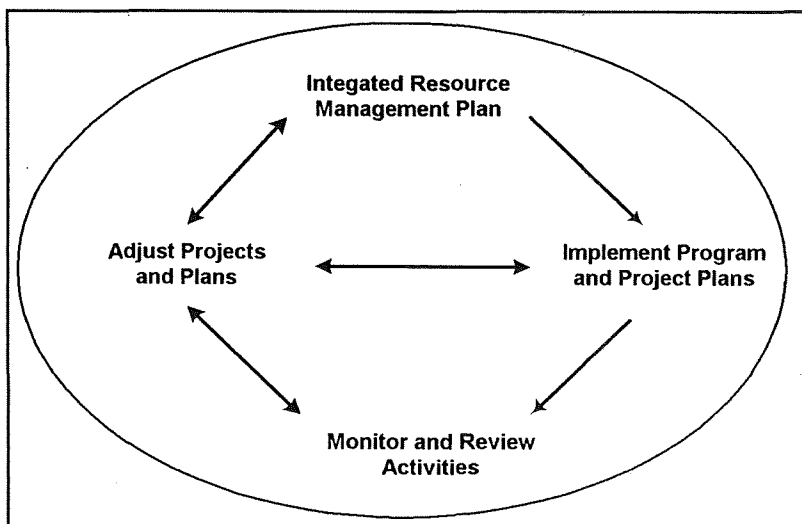


Figure 2-3 - The Planning/Management Cycle

These four phases are part of a cyclic process (Figure 2-3) in which the IRMP, the implementation plans, and the project plans are regularly being reviewed to insure that the tribe's vision, as expressed in the IRMP's goals and objectives, is being met.

ISSUE: Barriers to the Integration of Programs

Managing tribal land resources as broad, integrated systems is a major challenge. An IRMP, which provides a broad, integrated approach to strategic level issues, is created to assist in accomplishing this.

A number of barriers can surface to limit or prevent the successful completion of an IRMP. These can include physically separated program units, programs which are solely project oriented, or the application of program methods and standards such as different agencies' requirements for budgets and reporting which are inconsistent or incompatible with other programs' methods and standards.

Personnel frequently have little experience in doing strategic planning, especially across organizational boundaries. An IRMP requires participants to move outside their programmatic comfort zone into an interdisciplinary environment. In addition, the strong emphasis placed on team oriented planning today can contribute to resistance, especially from those used to working alone. Both issues contribute to "turf protection"; the need to resist outside influences which may encroach on one's program in order to protect one's power and control. Turf protection can significantly impact the IRMP process.

To limit turf protection, planning team members need to have a clear understanding of the benefits provided by the IRMP to the tribe and its resources. Their commitment to the need and value of the process needs to extend beyond organizational domains. If the benefits aren't clear, turf protection will continue to be an issue.

A contributing factor to the problems of turf protection, is the tendency of tribes to compartmentalize their programs within their organizational structure. This develops long, and sometimes quite complicated, chains of command. Each time a tribe receives a grant, it frequently creates a new program to manage the grant. Each time a new program is established, the potential for turf protection increases.

4. What is the IRM Planning Process?

There are many different approaches and models which can be used to develop a strategic natural resource plan. All levels and types of planning processes exhibit similar characteristics. In the following chapters, a framework which can be used to develop a process specific to local needs and traditions is presented. The basic components of a planning process are illustrated in Figure 2-4 below.

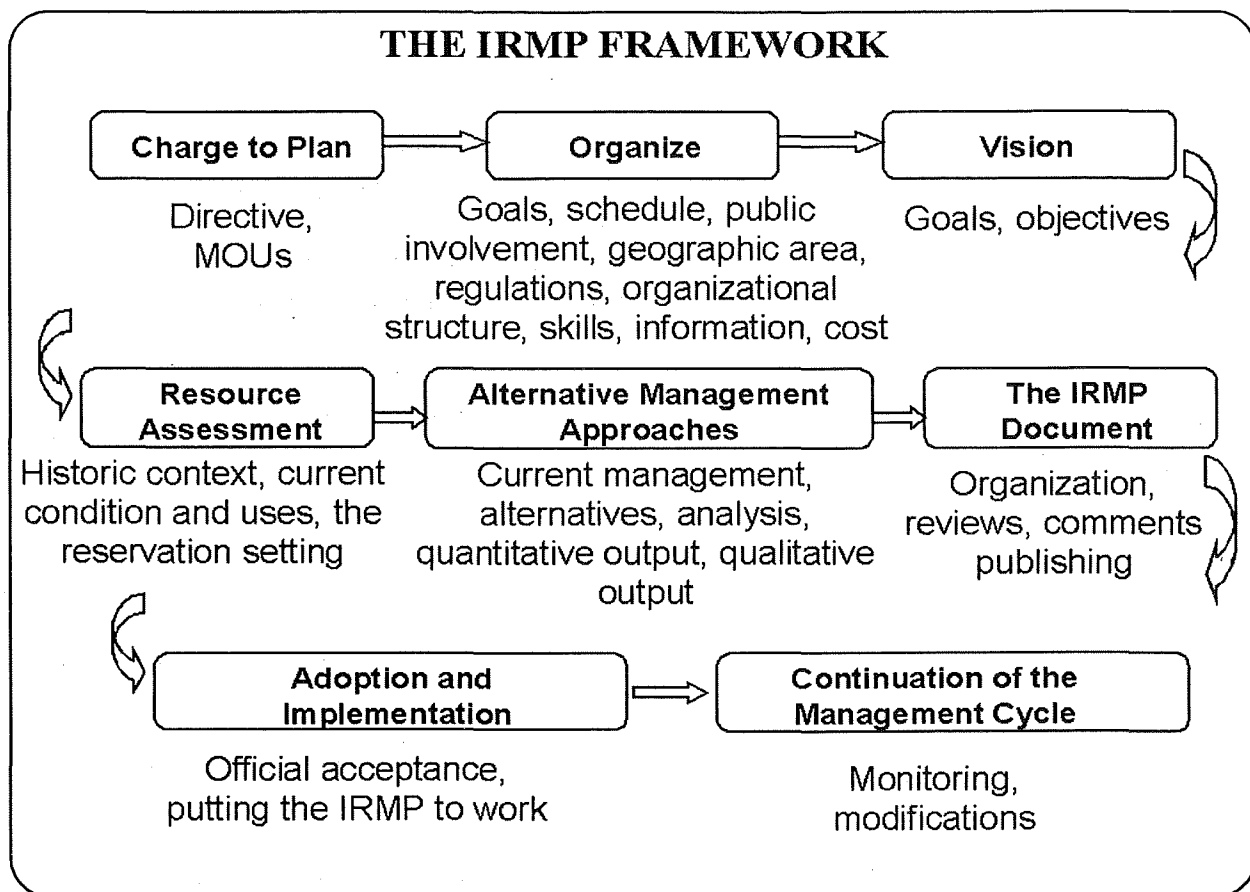


Figure 2-4 - The IRMP Framework

GROUND RULES

- ◆ Planning is conducted with imperfect knowledge. As knowledge expands or changes, it is only logical that the plans created with the earlier information will be changed to stay current.
- ◆ All levels and types of planning processes exhibit similar characteristics. The IRMP process used in these guidelines is generic and tribes should adjust it to meet their desires.
- ◆ Successful plans are built to be flexible and can be easily a modified when changes in the tribe's vision, goals, and objectives occur. Economic conditions, catastrophes, and availability of new information may also warrant changes.
- ◆ The planning and management environment needs to be dynamic, incorporating an active review and modification process. Evaluate plans to assure that they remain in balance with

each other. If one plan is modified, steps must be taken to insure that it stays in balance with other plans through a formal review process.

- ◆ Improvements to management only occur through change. Actions taken need to be regularly evaluated by managers and decision makers to insure they are still consistent with resource management concepts as depicted in the various plans. Underlying this is an assumption that some of the actions a manager takes will have to be changed in the future: i.e. they are undertaken as educated guesses, monitored, and modified as necessary to meet objectives.
- ◆ If resource management science and the decision making environment do not come together, the IRMP process will not be effective.

CONCLUSION

Planning is an organized process that identifies goals and objectives based on an organization's values. It looks to the future and provides the best available road map by which a tribe can move towards its vision. There are three levels of planning: strategic, program, and project. Planning is actually a part of the larger process called "management" which includes continual plan and activity review and adjustment.

There are many processes that can be followed to create an IRMP. Developing a planning/management process based on the framework described in the following chapters will allow a tribe to develop its vision of the future through the creation of a strategic natural resources plan - an IRMP.

What we call little things are merely the causes of great things; they are the beginning, the embryo, and it is the point of departure which, generally speaking, decides the whole future of an existence.

Henri-Frederic Amiel

Chapter 3 - CHARGE!! to Plan

The Decision Makers Start the Planning Effort

CHAPTER OVERVIEW

Simply speaking, the “Charge to Plan” is the decision and subsequent directive to undertake planning. It is a policy statement which authorizes the effort to proceed, identifies the scope of the effort, the unit to do the planning, and may include other directions to the planning team.

This chapter will explore:

1. **What is the Charge to Plan and why do we need one?**
 - ▶ The Decision Makers’ directions to the planning team.
2. **What does the Charge to Plan look like?**
 - ▶ Tribes generally use a tribal resolution to start the planning process.
3. **Should a Memorandum of Understanding be entered into with the BIA and other participating agencies?**
 - ▶ A Memorandum of Understanding serves to define and clarify roles.
 - ▶ It can outline the steps necessary for concurrence by the BIA.
4. **What does the directive to the tribal organization look like?**
 - ▶ It includes the directions to the tribal staff concerning activation of the planning effort.

DEFINITIONS

Key Terms

- ▶ Charge to Plan - The action of the tribal Decision Makers which initiates the formal Integrated Resource Management Planning process.
- ▶ Memorandum of Understanding - A formal partnership agreement spelling out objectives, roles, responsibilities, authorities, schedules, and costs.

GUIDELINES

1. What is the Charge to Plan and why do we need one?

The Charge to Plan is an action taken by the tribal Decision Makers which formally starts the process of developing an Integrated Resource Management Plan. It serves as a written record of the Decision Makers' intentions. It is the basis of communication between the IRMP Core Team and the tribal council or tribal executive. By placing the planning instructions in writing, it produces a record to which all parties can refer, insuring that the process complies with its charge.

- ▶ The Charge to Plan is usually done through a tribal resolution, but this isn't necessary. It can be included in an annual work plan or a letter of direction from the tribal Chief Executive Officer. The decision of how this is accomplished is up to the tribe. It is recommended this not be done verbally.
- ▶ The Charge to Plan authorizes the planning effort to proceed and may include details concerning the planning effort which the Decision Makers want conveyed to the planners and resource specialists.
- ▶ When the IRMP includes BIA participation and/or concurrence, a memorandum of understanding (MOU) between the tribe and the BIA which outlines the roles, responsibilities, and authorities of each organization can be established. This MOU can be made a part of the Charge to Plan but is more frequently a separate document.

2. What does the Charge to Plan look like?

The Charge to Plan provides the IRMP Team Leader and the IRMP Core Team the "big picture" of what the Decision Makers expect. Most tribes that have undertaken integrated planning initiatives have used a tribal resolution as their Charge to Plan.

EXAMPLE: A Basic Tribal Resolution

A basic council resolution to initiate integrated planning might read as follows:

RESOLUTION

INTEGRATED RESOURCE MANAGEMENT PLAN

WHEREAS, the Tribal Council is the duly constituted governing body of the Tribe by authority of the Constitution and By-laws of the Tribe; and

WHEREAS, under the Constitution and by-laws of the Tribe, the Tribal Council is charged with the duty of protecting the health, security and general welfare of the Tribe and all reservation residents; and

WHEREAS, the natural resources of the Indian Reservation are essential to the health, welfare, and sovereignty of our Tribe; and

WHEREAS, we wish to develop a balanced strategic plan for managing all aspects of our natural resource in a manner that will afford protection for a broad range of values while allowing us to extract income from our land base.

THEREFORE, BE IT HEREBY RESOLVED by the Tribal Council that the Tribe shall undertake an integrated resource management planning effort which encompasses the Indian Reservation and is under the direction of the Director, Tribal Department of Natural Resources, resulting in a comprehensive Integrated Resource Management Plan.

Information which provides further specifications for the planning effort could also be added to the resolution. The council can use the Charge to lay out general goals for the planning effort such as the role that culturally important resources will be managed:

BE IT FURTHER RESOLVED that culturally sensitive plant and animal resources and sacred sites will be provided the highest level of protection in all circumstances;

or what level of community involvement is to be sought:

BE IT FURTHER RESOLVED that the full reservation community shall be involved in the planning process;

or the deadline for completion of the plan:

BE IT FURTHER RESOLVED that the Integrated Resource Management Plan team shall present monthly progress reports to the Tribal Council and interested tribal members, and that the full draft Integrated Resource Management Plan shall be presented to the Tribal Council for review no later than September 30, 2003.

By including these additional sections, the resolution increases the clarity of the Charge to Plan.

- ▶ Other resolution sections could describe responsibilities, potential key issues, or budget constraints.
- ▶ The tribal council can use the Charge to Plan to provide the planning team with issues and concerns that the council wishes to have included in the planning effort.

ISSUE: Specific Management Directives

The Charge to Plan can include clear direction from the Tribal Council which dictates specific management actions. For example, the tribal council may wish to emphasize certain constraints it wishes to place on the harvest of timber such as a moratorium on clear cutting; a limitation on grazing activities through specification of a reduction in stocking rates; or enhanced use of exploitable minerals through an emphasis on coal mining.

Although placing specific directives may have a place in the Charge to Plan, this can be a risky proposition and caution should be exercised when doing so. By placing specific directions for management into the Charge to Plan, the Tribal Council will limit the planning team's ability to fully evaluate potential alternatives. Doing so also introduces a political component to the process which may dissuade individuals from making their best efforts because they think that the outcome of the planning effort is being manipulated by the Decision Makers.

3. Should a Memorandum of Understanding be entered into with the BIA and other participating agencies?

The IRMP is a tribal policy statement. If the IRMP is to be developed with the participation of other organizations, the tribe may wish to enter into a Memorandum of Understanding (MOU) with each organization. This is especially the case if the BIA or other organization is to approve or concur with the IRMP.

The MOU establishes a clear definition of the roles, responsibilities, and authorities of each party and, by entering into such agreements at the beginning of the planning process, will help eliminate confusion as the planning progresses. The MOU should, if necessary, include approval and concurrence protocols.

The steps necessary to prepare an MOU are:

1. Identify the issues to be addressed.
2. The tribe and BIA (or other organization) conduct a working session to discuss the contents of the proposed MOU.
3. A complete draft of the MOU is created with consultation with all involved parties.
4. Review the draft with the Decision Makers of each organization included in the MOU.
5. Prepare the final draft and get Tribal Council approval that grants the tribal chairman or chief executive officer authority to negotiate a final agreement with the other organization.
6. Tribal chairman or chief executive convenes adoption session with BIA and other agencies' officials with signing authority (Agency Superintendent or Regional Director).
7. Tribal Council approves MOU (optional).

It may be necessary for an MOU to be reviewed by organizational units not listed above. For instance, both the tribe and BIA may have the MOU reviewed by legal or contracting specialists.

A basic MOU will generally have the following components:

1. Participating parties.
2. Purpose and objectives.
3. Definitions.
4. Affected programs and operations.
5. A description of the affected land and resources.
6. Responsibilities of each party.
7. Specific activities to be conducted through the MOU. This includes a description of the IRMP process with the roles to be assumed by each party. It also includes the authorities each party has within the planning process.
8. Period of time the agreement will be in effect.
9. Effects of the MOU on previous agreements.
10. Reference to technical and guideline materials which play a role in the planning process.
11. Cancellation provisions.
12. Signature and date.

(Primary source of materials for this section on Memorandums of Understanding was The Johnson Strategy Group, Albuquerque, NM.)

Although the following example depicts an MOU between the tribe and BIA, a similar format can be applied to a wide range of organizations. It is also possible to develop a single MOU which includes all participating groups.

EXAMPLE: The San Carlos/BIA IRMP MOU

A Memorandum of Understanding can be a lengthy document. The following condensed MOU is based on that used by the San Carlos Apache Tribe and the BIA for the development of the San Carlos IRMP.

This Memorandum of Understanding is for the purpose of developing an Integrated Resource Management Plan for the Tribe.

Section 1 Principal Parties - This Agreement is between the Bureau of Indian Affairs and the Tribe.

Section 2 Purpose and Intent - The purpose of this Agreement is to stipulate the general terms and conditions which shall establish an interdisciplinary planning team, as well as develop and implement the Tribes Reservation Integrated Resource Management Plan. It is the intent of both the Tribe and the Bureau to provide for the cooperative development of long-term resource management policies, which shall ensure direction and stability for sustained growth of reservation economies, compatible with traditional values.

Section 3 Area of Consideration - The IRMP shall address all resource areas on all trust lands within the boundaries of the Reservation.

Section 4 Resources of Value - The following resource areas have been mutually identified on the Reservation but this planning endeavor is not limited sloely to this list:

A list of all resources to be include in the IRMP is inserted here

Section 5 Organization - The IRMP Core Team will be composed of the best expertise available in the fields of natural and human resources. Team participants shall consist of both Tribal and Bureau personnel including Area Office personnel as well as specialists from other organizations. The assistance of other Tribal and Bureau staff specialists not on the team may be required to assist the IRMP Core Team during the development of certain portions of the Plan.

Team operations will be coordinated by the IRMP Team Leader, whose designation will be recommended by the Natural Resources Committee and approved by the Tribal Chairman. In addition to being responsible for the satisfactory completion of the Plan, the team leader shall:

1. Schedule Tribal/Bureau meetings, team meetings, and workplan development sessions.
2. Ensure results of all meetings and work sessions are properly documented.
3. Coordinate database development with Tribal and Bureau program managers.
4. Assist the Tribe and Bureau in determining the speciality positions required by the planning process and selection of personnel to fill those positions. The Tribal

EXAMPLE: The San Carlos/BIA IRMP MOU (continued)

Natural Resources Committee will review the qualifications of the team members.

5. Serve as liaison between the planning team and the Tribe, BIA, and other involved organizations.
6. Insure team members are focusing on the goals, issues and concerns identified during organizational meetings and the scoping process.
7. Etc....

Section 5 Availability of Data - The parties to the Agreement shall make all data which they possess available for development of the IRMP. To the extent possible, data will be entered into the Bureau's GIS. Data which any party considers sensitive in nature, particularly archaeological information, shall have restricted access within the GIS. Data considered proprietary by the tribe may be placed on BIA systems, but in doing so, the tribe retains all rights related to distribution of the data.

Section 6 Funding - All salary, travel and training costs associated with the development of the IRMP shall be borne by each individual's respective organization. This includes both IRMP Core Team members and other participating staff. [If funds are to be exchanged, this section would indicate the amount of funds and the terms of exchange.]

Section 7 Plan Structure and Procedures - This Agreement is based on, but not limited to, the development of an IRMP as detailed within the IRMP Guidelines. A full IRMP Work Plan will be developed and submitted to each signing party within 45 days of the latest signature on this Agreement.

Section 8 Plan Implementation - Following completion of the IRMP, the parties to this Agreement shall immediately meet to prepare and initiate an action plan. The IRMP Team Leader shall be responsible for providing a detailed outline and content guide for plan documents.

Section 9 Amendments - This agreement may be modified by amendment at any time with mutual consent of the Tribal Chairman and Agency Superintendent.

Section 10 Term of Agreement - Unless terminated or extended by amendment, this Agreement shall continue in force until either completion of both the IRMP and implementation action plan or until 3 years from the latest signature on this Agreement.

Signatures follow.

4. What does the directive to the tribal organization look like?

As will be discussed in greater detail in Chapter 4, the IRMP relies on commitments of a team of professionals to coordinate and complete it. To insure the commitment of necessary human resources, the Tribal Chairman or Chief Administrative Officer may wish to issue a directive to program managers. The directive describes to the staff various aspects concerning the activation of the planning effort. A similar directive can also be issued by each of the other participating parties. By doing so, the Decision Makers underscore the value the Tribal Council places on the development of the IRMP and may include directions regarding:

- ▶ The mobilization of staff resources.
- ▶ The designation of the IRMP Team Leader (if that hasn't already been done).
- ▶ The designation of specific individuals to serve on the IRMP Core Team.
- ▶ A general schedule.
- ▶ Budget issues.
- ▶ Specific tasks.
- ▶ Reporting requirements.

GROUND RULES

- ◆ The Charge to Plan is the official "kick-off" of the integrated planning effort. It provides a clear indication of the direction of the planning effort.
- ◆ By developing and implementing a strong Charge to Plan, tribes exert their sovereignty through this exercise of self-governance.
- ◆ The Memorandum of Understanding brings the BIA into the planning effort as a participant, not the director of the initiative. (Remember, a tribal IRMP is being created.)
- ◆ A directive to program managers limits misunderstandings relative to the allocation of human resources and reinforces the Decision Maker's resolve to undertake the planning effort.

CONCLUSION

The Charge to Plan formally initiates the integrated resource planning effort. Through it, and a Memorandum of Understanding with the BIA or other organization, the tribe insures that the planning effort is tribally directed and that the results will provide a clear indication of tribal desires for reservation natural resources.

Once the Charge to Plan is executed and the MOU is in place, the tribe can get down to the business of creating the IRMP workplan, developing the issues and concerns of reservation resource use and development, creating a tribal vision statement, and identifying tribal goals and objectives, through the participation of employees, residents, and the public.

I was told that this trail was initially cleared for the elders. They would come here to collect plants and to pray, and no doubt to see the sites. I wondered just how it was when all the elders would walk these paths, and what they had been singing, and what their prayers were. They obviously knew the strength and power of this land.

Ray Colby, Makah

Chapter 4 - Before the “Planning” Starts

Creating the IRMP Workplan to Organize and Guide the Effort

CHAPTER OVERVIEW

Numerous actions need to be undertaken to prepare the pathway for the creation of an IRMP. This phase of the IRMP process can be described as “preplanning” and results in the creation of an IRMP Workplan, setting the stage for the actual IRMP development project. The Workplan identifies the goals of the planning effort, the processes to be used to define the issues, goals, and objectives of the IRMP, the roles necessary to undertake the planning effort, and many other critical elements of the process. Just as the IRMP will provide managers with a road map showing the direction resource management is to go, the IRMP Workplan will provide a road map for the IRMP Core Team to follow. Proper planning of the approach to be used allows the process to move ahead smoothly and grants it a higher likelihood of success. This chapter will explore:

INSIGHT: There is no single way to conduct an Integrated Resource Management Planning effort. There are many different planning approaches and techniques which can be used to create an IRMP. Land management agencies such as the U.S.D.A. Forest Service, the Natural Resource Conservation Service, the U.S. Fish and Wildlife Service, and the Bureau of Land Management have developed formalized approaches to guide their planning efforts. Educational institutions and non-profit organizations have also developed processes for planning. The intent of these Guidelines is to provide a framework to help tribes create their own process. This isn’t intended to discourage tribes from using processes developed by others, but, rather, is intended to encourage tribes to make sure whichever planning process they use fits their needs.

1. **How do you organize the planning effort?**

- ▶ Creating an IRMP Workplan sets the ground rules for the IRMP development effort.
- ▶ The IRMP Workplan provides a road map for this initial phase of the planning process.
- ▶ The first steps: choosing an IRMP Team Leader and appointing the Core IRMP Team.
- ▶ What organizational units will be involved and what will their roles and responsibilities be?
- ▶ A Memorandum of Understanding among the parties can formalize roles, responsibilities, and authorities.
- ▶ Different tribes have used different organizational structures for IRM planning.

2. **What are the general goals of the planning effort?**

- ▶ What is to be accomplished through the planning effort?

3. **Who is the public and how will they be involved?**

- ▶ A public involvement plan is created to guide the IRMP.
- ▶ What roles will the public play?
- ▶ What component of the public will play each role?
- ▶ What techniques will be used?
- ▶ When will the public be involved?
- ▶ What other organizations might play a role in the IRMP process?

4. **What will the breadth and depth of the IRMP be?**

- ▶ Identify which resource types and are to be included in the IRMP.
- ▶ Identify resource uses and their economic, social, and ecological relationships.
- Determine how detailed the IRMP will be.

5. **What will the geographic area of consideration be?**

- ▶ It is possible to break IRMP development into logical geographic units.

6. **What will the relationship of the IRMP be to regulations and other plans?**

- ▶ Regulations provide standards and procedures which need to be considered while creating an IRMP.
- ▶ Externally imposed regulations are ones the tribe cannot change.

- ▶ Tribally controlled regulations are those the tribe can change to meet IRMP objectives.
- ▶ Existing plans are reviewed for standards which should be applied within the IRMP or will require modification as the result of the IRMP.
- ▶ Does NEPA apply?

7. What disciplines and skills are necessary?

- ▶ Based on the functions and resources to be included in the IRMP, create a list of specialists necessary to support the planning effort.
- ▶ Create a listing of necessary skills.
- ▶ Create an inventory of existing personnel which includes their disciplines as well as skills.

8. What information will be needed and where will it come from?

- ▶ An initial listing of the types of information that will be needed during the planning process will help in assessing available data..
- ▶ An inventory of existing information, including GIS data, will assist in defining the breadth and depth of the IRMP.
- ▶ Securing resources from other organizations.
- ▶ The use of a GIS can greatly assist the IRMP development effort.

9. What is the IRMP development schedule?

- ▶ An overall schedule for the planning process is developed.
- ▶ The schedule may initially be general in nature. Specifics are added as the IRMP process progresses.
- ▶ There are personal computer tools which can assist in this process.

10. What will the IRMP cost and how is it to be paid for?

- ▶ The cost of developing an IRMP is significant.
- ▶ Tribes have flexibility in controlling costs.
- ▶ Once the costs are estimated, a budget is developed.
- ▶ Firm commitments of funding need to be made and the funds allocated.

DEFINITIONS

Key Concept

- ▶ Preplanning - The process of developing a workplan which guides the planning effort.

Key Terms

- ▶ Stakeholders - any individual or organization that may be affected in some way by the plan's implementation. This includes non-tribal as well as tribal entities such as non-Indian landowners or county governments (see Section 3 below - Who is the Public and How Will They be Involved?).
- ▶ Decision Makers - direct the initiation of the planning process, review and accept the plan, and direct its implementation. Can be a Tribal Council or Resource Committee member or BIA line official.

GUIDELINES

1. What planning process should we use and how do we organize the planning effort?

There is no single correct approach to take when developing an IRMP. These Guidelines are based on the concept that developing a process specifically suited to each tribe's needs rather than using a "canned" process developed to meet general needs will result in a higher quality plan. (The Reference section provides citations of several documents which describe planning processes.)

By creating an IRMP Workplan, a tribe creates its own customized IRMP process - a road map to follow which meets local requirements. By answering the 10 questions in this Chapter, a tribe will set the stage for the planning to follow.

What roles need to be filled?

As the decision to undertake development of an IRMP is reached, key roles must be filled: those of the IRMP Team Leader and the members of the IRMP Core Team. The Team Leader and Core Team will develop the IRMP Workplan, coordinate the planning effort, conduct public meetings, and generally be responsible for the successful completion of the planning effort.

There are six basic components of any IRMP organization, each with different roles:

Organizational Unit	Composed Of	Types of Actions and Roles
Decision Makers	Tribal Council, tribal executives, BIA Superintendent, BIA Area Director	Authorize planning effort, review and comment on plan, adopt and direct implementation of plan
IRMP Core Team	Appointed IRMP Team Leader and core planners - frequently program managers, but can include individuals from outside the tribal/BIA organization	Direct planning effort, make decisions internal to the IRMP process, conduct public outreach/involvement efforts, creates the plan.
Professional/Technical Support Personnel	Resource professionals and technicians, GIS specialists (See item 8 below, <u>What disciplines and skills are necessary?</u>)	Provide professional and technical resource support to IRMP Core Team, develop data, conduct analyses, create alternatives, prepare exhibits
Editorial Support Personnel	Writers, editors, graphic artists, secretaries and clerks	Prepare exhibits and educational materials, write/edit the plan, maintain written record of planning effort

Stakeholders	Tribal members, the general public, and public and private sector organizations	Provide input, review, comment, monitor, and implement
Oversight Committee (optional)	Individuals appointed by the Decision Makers and/or the IRMP Core Team	Serves as sounding board for plan development and liaison with public.

Table 4-1 - Personnel Roles Within an IRMP Process

IRMP Team Leader

It is the IRMP Team Leader's responsibility to:

- ▶ Organize and manage the IRMP Core Team.
- ▶ Be an advocate for Integrated Resource Management, spearheading the planning process.
- ▶ Be the liaison between the IRMP planning team and the Decision Makers.
- ▶ Be ultimately responsible for the completion of the IRMP.

ISSUE: Selecting the IRMP Team Leader

Selection of the IRMP Team Leader is a critical factor in determining the success or failure of the IRM planning effort. The individual selected must be a strong advocate for integrated resource management and have the confidence and support of the Decision Makers, tribal members, and tribal and government staff members. Planning experience and a strong ability to work effectively with diverse interests is as important as experience in resource management. **It isn't advisable to use the IRMP development project as a training ground for an inexperienced team leader. It is a complex process which requires an established manager.**

At the same time, an IRMP Team Leader, regardless of how qualified he or she is, will have difficulty performing their leadership role if they are not allowed adequate time in which to do so. If the Team Leader's workload isn't adjusted, it will be difficult for them to perform their IRMP duties.

IRMP Core Team

The IRMP Team Leader, in consultation with the Decision Makers, should be responsible for the selection of the IRMP Core Team.

The IRMP Core Team performs the following roles:

- ▶ Overall organization and coordination of the planning effort.
- ▶ Decision makers for many of the day-to-day decisions the planning effort will require.
- ▶ Development and management of the IRMP development schedule.
- ▶ Usually conducts public meetings.

IRMP Core Team members must be capable of working well with other team members and be competent in their specialties. Although desired, it isn't necessary that each resource management discipline be represented on the Core Team. What is important are individuals with open minds, with an ability to see other's points of view, and a personal commitment to manage resources for the benefit of the tribal community and the health of the resource.

ISSUE: IRMP Core Team Size

The IRMP Core Team needs to be a manageable size. It is suggested that the Core Team should be between five and eight members. The more members on the Core Team, the greater the difficulties reaching consensus among the members and the more effort needed to keep the full team moving ahead by the IRMP Team Leader.

Many of the individuals and organizations involved in the creation of the IRMP will not be Core Team members, but will fill roles such as technical support or will serve as a Decision Maker.

First Steps in Creating a Workplan

Once the IRMP Core Team has been formed, it sets out to define various aspects of the planning process. This can be accomplished through an initial meeting or workshop. The first discussions and decisions will revolve around issues related to the development of the IRMP Workplan:

- ▶ If already adopted by the tribal council, the Charge to Plan is reviewed, discussed, and any concerns or questions returned to the council for clarification.
- ▶ Assignments of roles and responsibilities related to the organizing process are made.
- ▶ An initial IRMP Workplan which answers the questions discussed in items 2 through 10 of this chapter is created. It includes an initial schedule for the organizing effort. The IRMP Workplan will be modified as more details are added and changes are made to compensate for changes in the planning environment.

IRMP Workplan elements can include:

- ▶ Steps to undertake to develop the IRMP Workplan
- ▶ Collection of Issues and Concerns
- ▶ Development of a Public Involvement Plan
- ▶ Creation of a Tribal Vision
- ▶ Conducting a Resource Assessment
- ▶ Formulation of Alternative Management Strategies
- ▶ Selection of a Preferred Alternative
- ▶ Drafting the IRMP Document

- ▶ Review and Comment of IRMP Document
- ▶ Revision/Correction of Document
- ▶ Tribal Council Approval
- ▶ Publication/Distribution/Implementation of IRMP

Each identified element should be included in the IRMP Development Schedule and assessed for budgetary requirements.

IRMP Insight: Reviewing Other Planning Exercises

The IRMP Core Team can gain valuable insights into how to design the IRMP process by evaluating previous tribal and BIA planning efforts. Identification of techniques which worked (or didn't work) will assist the team in building upon previous successes (and not succumbing to previous mistakes).

EXAMPLE: Using IRMP Principles

The IRMP Core Team may identify a set of principles which they wish to use to help guide the IRMP process. The Forest County Potawatomi Tribe developed the following principles for their IRMP effort.

1. Teamwork - Coordination between BIA, Tribe, and other affected parties with Tribe in lead role.
2. Balanced Approach - Achieve balance between economic development needs and the protection of culturally and environmentally sensitive areas. Balance long-term management plan with needs for short-term action.
3. Decision Impact - Translate vision of the future into near-term management and regulatory guidelines. Extend plan policies to surrounding areas, jurisdictions, zones of influence, and federal trust responsibilities.

It is a sound idea to develop a written IRMP Workplan as preplanning activities are accomplished. The IRMP Workplan will include the answers to each of the questions posed in this chapter. It need not be a polished document, but may instead be a 3-ring binder which simply serves as a record of all preplanning discussions and decision. By creating the written Workplan, the tribal Decision Makers and the IRMP Core Team will have a ready source of information for referral as they progress through the process.

Many elements of the IRMP Workplan are actually mini-plans in themselves. For instance, the Workplan will contain a section which describes the manner in which the public will be involved - a Public Involvement Plan.

What will the IRMP Organizational Structure Look Like?

Just as the planning approach is defined during the preplanning process, the organizational structure needs to be defined. Each organizational unit's role is clearly stated and lines of communication are set.

The patterns of communication define the organizational structure. The organization structure depicted in Figure 4-1 is simple, but includes the components necessary to complete the plan. The organizational structure revolves around the IRMP Core Team, but this certainly doesn't imply that the other roles are less important to the success of the planning effort. The arrows between the units represent the official channels of communication.

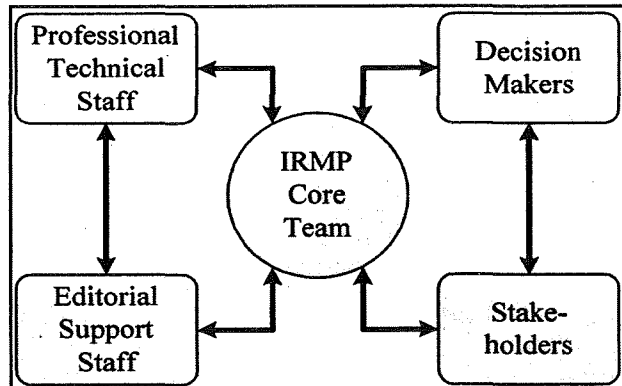


Figure 4-1 - Sample IRMP Organization Plan and Communications Channels

What other organizations need to be included in the planning effort and what will their roles be?

As the IRMP Workplan is developed, it can be useful to review organizations on and off reservation that might be included in the planning effort. Different organizational units may play different roles. Some may play a part on the planning team itself. Others may serve in a consulting role while still others may be directly invited to participate in the public involvement meetings.

There are numerous organizations which may be included in the planning effort:

- ▶ Any land management or natural resources unit of the tribe or BIA. This includes units which impact land use but may not specifically be land managers such as realty services, an environmental protection office, or housing, transportation, and utilities units, each of which impacts land use.
- ▶ Federal agencies which have trust responsibilities or can lend expertise such as the Bureau of Land Management, U.S. Fish and Wildlife Service, or the U.S. Environmental Protection Agency.
- ▶ Tribal special interest groups whose values and concerns need to be reflected such as cultural and elders committees, tribally owned enterprises, and tribal and resource user's associations.

Representatives from the above groups may fall into one or more of the role categories described above on Page 4-4 and 4-5.

2. What are the general goals of the planning effort?

General goals, in this case, are not those you will include within the IRMP, but rather those which describe what you wish to accomplish through the overall planning effort. They should be general and may include over-riding constraints on resource use and assumptions to be applied by the planning team. General goals are sometimes included in the Charge to Plan (see Chapter 3).

Goals can vary as exemplified by the following two examples.

EXAMPLE: Goals for the IRMP

In its IRMP, the Spokane Tribe lists the following as their primary goals:

1. To coordinate and put to best use the existing capabilities of Spokane Tribal resource management programs.
2. To identify needs for improvement and then make plans to improve.
3. To initiate a community process for cooperative planning and management.
4. To establish a framework for making good decisions about the Spokane Tribe's land-based resources.

The Warm Springs Tribes took a much more detailed approach to defining its planning goals:

EXAMPLE: The General Goals of the Warm Springs Forested Lands IRMP

The general goal of the Warm Springs IRMP is to "establish and enforce such rules as may be necessary to safeguard Indian property and resources for the use of present and future generation." This general charge was made by the Tribal Council, via resolution. The planning team, based on public and professional comments, expanded the general goal of the Council to six goals for the IRMP process:

1. Provide for the long-term productivity of all resources.
2. Provide for sustainable economic and employment opportunities for present and future generations of Tribal members through the wise use of natural resources.
3. Preserve, protect, and enhance environmental and cultural values.
4. Sustain traditional, subsistence, and other cultural needs for current and future generations of Tribal members.
5. Provide for the protection of public health and safety.
6. Manage for diversity and stability of the forest ecosystem.

**EXAMPLE: The General Goals of the Warm Springs Forested Lands IRMP
(continued)**

From these goals, the team went on to develop seven planning objectives:

1. Provide a range of resource management alternatives, including a preferred alternative.
2. Define, identify, and provide protection for environmentally, archaeologically, and culturally sensitive resources.
3. Establish resource management priorities for the Forested Area and its designated watersheds.
4. Define management needs for all resources by watershed.
5. Provide an inventory and analysis of the physical and biological resources within the Forested Area to establish baseline information for management decisions.
6. Establish a process for review of all resource management alternatives that involves all local resource management agencies and provides an opportunity for local public input and awareness.
7. Establish a monitoring program to determine success and to provide information for future resource management planning.

Each set of goals provide basic guidance to the IRMP Core Team.

Other general goals of the planning process might include:

- ▶ To develop an IRMP which can be used to develop budget priorities.
- ▶ To develop a baseline for the restructuring of tribal resource codes and regulations and their enforcement.
- ▶ To develop a plan which enhances tribal sovereignty.

Once developed, the IRMP Core Team's planning goals should be reviewed with the Tribal Council, keeping everyone current on activities related to the planning process.

3. Who is the public and how will they be involved?

It is commonly accepted that the greater the level of public involvement, the better the plan will represent the values and vision of the tribe and will, therefore, have a better chance of being accepted and supported. The tribe must define who the public is, determine what groups are to be included in their outreach efforts, and describe what their respective roles will be.

Each tribe that has conducted an IRMP effort has found that eliciting public involvement requires a significant effort on the part of the planning team. They have also found that patience and diligence eventually pay dividends as reservation residents begin to understand the value of integrated resource management, the IRMP process, and the importance placed on the roles they play, the knowledge they have, and the values they hold.

Modern planning approaches incorporate various levels of public involvement. Prior to the initiation of the actual planning effort, decisions are made concerning:

- ▶ What will the level of public involvement be?
- ▶ Who will be involved and in what way?
- ▶ How and when will the public involvement be accomplished?

Based upon the answers to these questions, a public involvement plan is created to insure that the greatest return is realized from the public phases of the process.

To further define the level of public involvement, four questions need to be addressed:

- ▶ What roles will the public play?
- ▶ What component of the public will play which role?
- ▶ What techniques will be used to elicit public involvement?
- ▶ When during the planning process will public involvement be requested?

What roles will the public play?

Different approaches to strategic resource planning require different types and levels of public involvement. Some approaches incorporate a very high level of public activity in the planning process while others limit public involvement to initial input, review, and comments.

Every step of the planning and management process can have the public involved in some manner. There are five general roles the public can play:

- ▶ **Visionary** - Common to all tribal planning processes used as examples in these guidelines is the role the public plays as a **visionary**. A visionary is someone who provides input into the development of issues and concerns upon which the tribal vision is based. A visionary shares his or her values and provides their view of what the reservation should be like in the future.
- ▶ **Reviewer** - Another common role is that of a **reviewer**. Reviewers provide input by acting as a sounding board for various components of the IRMP. The Public Involvement Plan will

identify which steps of the planning process will be subject to review. An Oversight Committee, with representatives of the public as members, can be created to act as a formal review panel.

- ▶ **Contributing Team Member** - Some tribes have chosen to have members of the public serving as IRMP **contributing team members**. By sitting on the IRMP Team or various technical sub-committees involved in the planning activity, members of the public are directly involved with the creation of the alternatives and other supporting sections of the IRMP. Individuals can be appointed to serve as a lay or professional members of the IRMP Team and are expected to devote significant time to the planning effort. Members of the public appointed to serve as an IRMP creator should have knowledge and expertise which will contribute to the plan.
- ▶ **Implementor** - An **implementor** is a member of the public involved with development of subsequent plans or who takes on-the-ground actions which might be subject to the IRMP's guidance.
 - The implementation and activity planning process is, in many respects, very similar to the IRMP planning process. The public can be involved in each of the three ways listed above during implementation.
 - An implementor is also a member of the public who must comply with regulations developed within the integrated management framework.
- ▶ **Monitor** - A public **monitor** can be formal or informal.
 - Individuals may, on their own initiative, take an interest in monitoring the creation and implementation of the IRMP and its related implementation plans.
 - Likewise, a decision may be made during the IRMP process, that an **Oversight Committee** be created on which the public serves. This committee would be involved in monitoring tribal or BIA plans and activities to insure they comply with the IRMP.

ISSUE: Who Will Be Allowed to Play Which Role?

This is a policy issue which identifies which of the reservation's residents will be invited to participate. In other words, this defines how open the planning process will be to the public

- ▶ Will it be open only to tribal members?
- ▶ Will it be open only to tribal members who live on the unit being planned for?
- ▶ Will the planning process be open to all reservation residents?
- ▶ Will participation by organized groups from outside the reservation be encouraged?
- ▶ Will commercial interests be allowed to participate?

The answers to these and similar questions will have significant effects on the planning effort. The greater the involvement of the public, the greater their acceptance of the finished product will be, but, at the same time, the longer the planning process may take. If public involvement is too restricted, the IRMP may not receive adequate public support to succeed or the plan may be legally challenged. For instance, if it is decided that only tribal members may be involved, there is potential that the plan may be found to violate the NEPA process by excluding individuals upon whom the plan might have an impact. These questions may best be answered by Decision Makers or, at a minimum, with Decision Maker concurrence.

What techniques will be used to elicit public involvement?

The preplanning process identifies the various groups within the public, realizing that individuals may belong to more than one group.

- ▶ Strategies for communicating with each group are developed.
- ▶ Communication approaches may be different for each group. For example, the approaches used to work with tribal elders and school children will, most likely, be different.

Public notification and provision of information

Notifying the public of the planning effort and announcing public meetings can be carried out through a number of avenues.

- ▶ Planning team members can extend personal invitations to friends, neighbors, and family members.
- ▶ Local radio and television stations, especially tribally owned ones, will frequently broadcast public service announcements.
- ▶ Local newspapers have been used by tribes to ask for public involvement as well as to publish a synopsis of the plan for the public to review.
- ▶ Appearances by planning team members at various local meetings and tribal events can be used to educate the public concerning the planning process as well as ask for their assistance.
- ▶ A mailing to tribal members (and others, as the tribe sees fit).
- ▶ A monthly column written by the IRMP Team Leader and published in the local paper or regular public service announcements can also be used to educate the public concerning management issues on the reservation.
- ▶ An IRMP section can be placed on the tribe's Internet homepage.

EXAMPLE: Distribution of Information Via Videotape

The Hoopa Valley Tribe decided to distribute information describing its Forest Management Plan alternatives to members by producing and distributing a videotape. The videotape described the resources, the alternatives, and the planning process. Cost of producing and distributing the videotape was considered reasonable, especially in light of how widely it was viewed.

IRMP Insights - Educational Aspects of Public Contacts

View public contacts as educational opportunities. Assume that the public will not be aware of what integrated resource management is and may not know the what and why of current management actions. By informing the public about the IRMP, the reservation and its resources, and requesting their help, tribes will improve the quality of public participation as well as create a stronger IRMP. Initial information may describe the process and the intended goals of the planning process, descriptions of past and current reservation resources, and the role that the public will play. Handouts with this information may be prepared for the public meetings as well as displays such as maps.

Collection of information from the public

Collection of information from the public will occur during several of the steps of the planning process. Different techniques of collection are used to meet the goals of each step. At a minimum public input will occur during:

- ▶ The identification of issues and concerns and other activities which are used to develop the tribe's vision statement(s), goals, and objectives.
- ▶ The review of proposed alternatives.

Input to the planning process can be obtained in a number of ways. While developing the Public Involvement Plan, the IRMP Core Team should identify methods which will fulfill the goals of this phase of the process.

- ▶ Public meetings are the most common way that input is collected. The structure of public meetings can vary.
 - Straight-forward hearings with "open microphones" allow individuals to provide oral comments, but frequently make it difficult to focus on the issues at hand.
 - Formal hearings are appropriate when tribal professional staff are providing direct input through a public forum.
 - Directed planning activities through the use of workshops can include brainstorming, conflict identification and mediation, and focus groups. These types of meetings can be very productive but usually require individuals with facilitation skills leading them.
- ▶ Surveys can be used to solicit input from large numbers of people.
 - Surveys can be conducted
 - by a show of hands at public meetings (only simple issues can be addressed, response limited to those attending meeting, low costs, quick turn-around)

- by distributing and collecting written surveys at public meetings (response limited to those attending the meeting, low cost, quick turn-around)
- through the mail (response limited to those who take the time to return survey, costs are moderate, and response can be slow)
- via direct interview (number of individuals who can be interviewed may be limited by available staff, costs can be higher due to personnel costs, and results can take time to collect).
- Creation of non-biased surveys is difficult.
- When using surveys, caution must be exercised because each individual surveyed is provided the same issues to comment on, and input can become too focused, limiting creative insights or suggestions.

Information collected from the public is going to vary depending on the collection method used. A written record needs to be maintained of all contributions of the public. Workshops will produce formal outputs. Surveys provide statistics and comments. Comments from plan reviewers can be written or oral and can be collected through one-on-one interviews, at public forums, or via the submission of written comments. **Note: For additional information on gathering information from the public, please see the section entitled Which of the tribe's natural resource issues and concerns need to be addressed by the IRMP? in Chapter 5.**

EXAMPLE: Community Involvement Assessment Matrix

In the Affiliated Tribes of Northwest Indians' Comprehensive Economic and Human Resource Planning Manual, the following community involvement techniques and review criteria are enumerated (the review criteria are applied to each technique):

<u>Community Involvement Technique</u>	<u>Review Criteria</u>
Tribal Council/Committee meetings and hearings	Lead time
General Council Meetings	Special staff/experts
"Town Hall" Community Meetings	Analysis requirements
Surveys	Special document preparation
On-going community organizations and councils	Field and travel costs
Information dissemination (e.g. newsletters)	Degree of coverage and participation
Media	Complexity of issues
Nominal or controlled group technique	

Source: Charles W. Johnson, Johnson Strategy Group, Inc.

IRMP Insights - Conduct of Public Meetings

Public meetings are the most common way in which information is exchanged between the planning team and those with an interest in the effort. When planning a meeting, decide the format of the meeting ahead of time and provide appropriate training to those who will serve as hosts or facilitators. Emphasis should be placed on the techniques to be used to present and gather information so that it is done in a non-threatening, open manner. When planning for public meetings, the following should be considered:

- ▶ Determine the most convenient time for your meeting while making sure to avoid important dates like holidays, elections, or other public meeting dates. The best time for a meeting may not be in the evenings. During the Warm Springs planning process, it was discovered that turnout at public meetings was highest during morning sessions (breakfast was served, as well).
- ▶ Arrange to hold meetings at convenient locations with easily located facilities. School auditoriums, elder care centers, community buildings, and BIA and tribal offices are all potential sites. Small meetings can be held in homes. Sites should be neutral, if possible.
- ▶ Transportation services can be provided.
- ▶ Provide handouts and displays to orient participants and stimulate discussion. Prepare materials such as agendas, outlines, surveys, maps, and worksheets well in advance.
- ▶ Provide refreshments and breaks, especially if longer meetings are being conducted.
- ▶ Determine the seating arrangement before hand. Make sure it accommodates the meeting plan. Standard row seating is not conducive to the sharing of ideas. Consider other arrangements. For example, a semi-circular arrangement can help involve people in discussions. Arrangements of tables for small groups are common for workshops.
- ▶ Those conducting the meeting should arrive early. This will allow the room to be arranged before people arrive, granting an opportunity to talk to people as they arrive.

Creating the Public Involvement Plan

The answers to the questions related to the who, what, when, where, and how of public involvement should be formalized into the IRMP's **Public Involvement Plan**. The plan should be tied to the various stages of the planning effort (it is actually a subset of the overall planning schedule) and should describe the techniques which will be used.

In the following example, the tribe will have public meetings to solicit input for the plan with special meetings focusing on tribal elders and reservation youth. A survey will be conducted using college students who are tribal members to interview a cross-section of reservation residents. Reservation residents will actively be involved in the planning process by sitting on various technical sub-committees. In addition, a Citizens Oversight Committee will be formed to serve as a sounding

board for the Core Team's ideas and proposals and possibly serve as an oversight committee for IRMP implementation issues.

EXAMPLE: A Sample Public Involvement Plan

Jan 31, Feb 6 & 13	Notification of Initial Public Meeting in newspaper
Feb. 5	Public Service Announcements on radio announcing Initial Public Meeting
Feb. 15	Initial Meeting - Describe process and role of public. Ask for volunteers to sit on various technical sub-committees and Oversight Committee. Distribute schedule of Issues Meetings
Feb. 15-Mar. 22	Print notification of Issues Meetings in local newspaper
Feb. 15-Mar. 22	Public Service Announcements on radio concerning Initial Meetings
Feb. 19	Send out letters inviting each person who attended Initial Meeting to attend the Issues Meetings
Feb. 25-Mar. 22	Issues Meetings - Collect issues and concerns. Discuss items for inclusion in tribal vision. Ask for volunteers to sit on technical sub-committees and Oversight Committees. Meetings will be held at five locations, including Senior House and the High School
Mar. 21, 28	Youth Vision Workshops - one high school age, one elementary age
Mar. 22-Mar. 27	Interviews of reservation residents by college students on work study program while on spring break.
1st of Each Month	Column submitted to local newspaper describing progress and educating public with regards to resource management issues.
To Be Determined	Written invitation to those who attended Issues Meetings and notification in paper and via radio prior to Follow-Up meetings
To Be Determined	Follow-Up Meetings - Review consolidated issues, concerns, and draft tribal vision for comments
To Be Determined	Distribution of draft plan - via mail, placement at libraries and government offices.
Upon Council Adoption	Distribute final plan to interested parties with notification through paper

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4. What will the breadth and depth of the IRMP be?

The **breadth** of the planning effort describes the topics and issues that will be addressed in the planning effort. Questions to be answered include:

- ▶ What resources of value and management disciplines are going to be involved?
- ▶ How detailed will the plan be?
- ▶ Will the preferred alternative simply depict priorities among various resource uses or will comprehensive standards and best management practices be defined in the IRMP?
- ▶ Will social services, education, and economic development be included or just natural resources?

ISSUE: Inclusion of Sensitive Issues

There may be activities which are important to the tribe, but may be extremely sensitive in nature. For example, sensitive negotiations concerning establishment of a gaming facility might be underway and could be jeopardized by inclusion in the planning effort. If the tribal Decision Makers wish topics to not be included, this should be made clear to the planning team. Sensitive activities should be incorporated into the IRMP once they are resolved.

The following should be considered while making decisions as to the IRMP's breadth and depth:

- ▶ The intent of an IRMP is that it be a comprehensive plan encompassing the full range of resources and their potential uses on the reservation. **Comprehensive doesn't necessarily mean big.**
- ▶ At a minimum, all resources with cultural and economic significance should be included.
- ▶ Infrastructure issues related to utilities and transportation play a significant role in the use of resources.
- ▶ The economies of the reservation and the surrounding region play significant roles in resource uses.
- ▶ Human resources and supporting institutions such as housing and education programs have direct impacts on the use of resources.

ISSUE: Resource or Resource Use?

There is frequently confusion on the part of planning team participants and the general public when it comes to distinguishing between resources (soils, water, vegetation) and the uses of those resources (timber harvest, drinking water, grazing). If the IRMP focuses only on the extractive uses of resources, the interrelationships between resources may be missed. By creating a vision of the desired future condition of the resources, the stage is set to later explore the possible uses to which the resources might be put to achieve that vision.

Resources	Resource Uses
Water	Drinking water, hydropower
Fish and wildlife	Hunting and fishing, ceremonial uses
Cultural and archaeological sites	Cultural/religious uses, research
Forests/Woodlands	Timber harvest, firewood gathering, recreation
Rangelands	Stock grazing, recreation
Oil and gas	Extraction
Minerals	Mining, construction
Soils	All resource uses
“Vacant” land	Housing, industrial, and commercial development
Visual resources	Tourism, photography

Table 4-1 - Comparison of resource uses to resources

The **depth** of the IRMP addresses the level of detail to be included in the plan.

- ▶ The depth of the plan is tied to the expected outcome of the planning process.
- ▶ An IRMP may only contain general guidelines within which managers have a great deal of latitude to make decisions or it can include detailed statements describing best management practices for managers to comply with.

EXAMPLE: The Level of Detail of a General Level Plan

The following example from the Spokane Tribal IRMP provides an idea of the depth of a general level plan.

Provisions for protection of fisheries and wildlife:

- ▶ Riparian zone management guidelines described hereinabove will protect wildlife habitats in the vicinity of water resources.
- ▶ All new development and land use proposals must be approved by the Tribal Business Council with input from the IRMP ID Team, to ensure that habitats are protected.
- ▶ Big game winter range areas will be protected by closing roads and preventing entries for timber harvest and hunting in these areas during the winter month. During other seasons, these areas may be entered; however, no permanent developments will be allowed to disrupt big game winter range....
- ▶ Big game fawning habitat will be protected by closing roads and preventing entries for timber harvest and hunting in these areas during the deer and elk fawning season....

EXAMPLE: A Detailed Plan May Include Best Management Practices

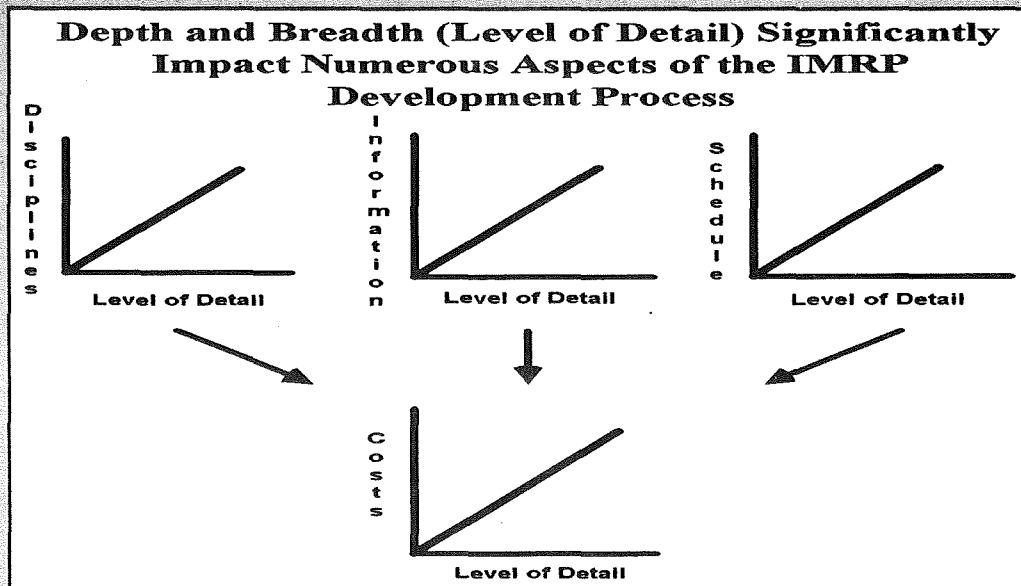
The Confederated Tribes of the Warm Springs Reservation of Oregon answered the question of depth by creating a high level of detail in its IRMP. Their plan included standards set forth as Best Management Practices (BMPs). This is demonstrated by the following excerpts from their IRMP:

Wildlife

- Wi2S Provide for 60 percent avian habitat capability level for cavity-creating species by providing two quality snags per acre.
- Wi4S Two-and-one-half (2.5%) of final harvest blocks (even-aged) will be dedicated to "habitat clumps" (dirty clearcut concept) of snags, green merchantable and sub-merchantable trees, brush, downed logs, and debris.

ISSUE: Keeping a Lid on IRMP Costs

The depth and breadth of the planning effort have a direct impact on the cost of the IRMP effort, both in time and in dollars. The greater the detail, the more man-hours required to do the appropriate analysis and write the detailed prescriptions. At the same time, creating a plan that is too general may cost less, but the results may be too general to serve any real purpose. Final determination of the depth and breadth of the planning approach should be made after the geographic area has been determined and the general goals of the planning effort have been established.



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5. What will the geographic area of consideration be?

Although intended as a document providing management strategies for the full reservation, it is possible to break the IRMP planning process into smaller, logical units to simplify the process. This may be done because:

- ▶ The reservation is too large and diverse to be considered as a single unit.
- ▶ The cost of doing the full reservation is too great and breaking it into separate units will allow the costs to be spread over time.

Breaking the reservation into smaller units and sequentially creating “mini-IRMPs” means that the overall IRMP process will be lengthened and care needs to be exercised to insure that the results of the separate planning efforts remain consistent with each other. A benefit of breaking the planning process into smaller geographic units was realized during the development of the IRMP at Warm Springs. By breaking the reservation into three units, the team was able to learn much about the planning process during the first planning effort.

EXAMPLE: Breaking IRMP Development into Smaller Geographic Units Based on Use Patterns

The Confederated Tribes of the Warm Springs Reservation of Oregon divided the reservation into three planning units based on the dominant use of each area: forested, non-forested (grazing lands), and urban/industrial. The tribe chose to do their planning one unit at a time, starting their effort with the forested portion of the reservation. This allowed the planning team to tackle the most homogeneous area of the reservation first; an area perceived as having the most straight-forward management issues and concerns.

Care needs to be exercised when breaking planning into smaller geographic units to insure that the subdivisions make logical sense from an environmental perspective and that the impacts of actions taken in one unit are adequately addressed by adjoining units.

EXAMPLE: Breaking the IRMP Effort into Study Areas Based on the Land's Characteristics

The Confederated Salish and Kootenai chose to develop management strategies for unique management zones called Study Areas, basing them on the characteristics of the land. The Comprehensive Plan explains this effort by saying:

“To facilitate resource planning efforts, the Reservation is divided into smaller planning units called study areas.... They range from 137,600 acres to 346,000 acres.

A profile of each study area was developed to organize resource information at a more manageable scale, to identify and map sensitive areas, to begin to build a database for each unit, and to establish a geographic framework to prioritize goals, objectives and action plans.”

The tribe based its subdivisions upon landform, related resource characteristics, land use, and traditional place names.



6. What will the relationship of the IRMP be to regulations and other plans?

Due to the range of issues and resources it encompasses and the role it plays in defining policy, an IRMP impacts, and is impacted by, numerous regulations and plans. Many of these include standards and procedures which must be considered during the IRMP formulation process. Others need to be reviewed in light of the IRMP to bring them in compliance with IRMP decisions.

Regulations

An IRMP deals with two types of regulatory issues: externally imposed regulations and tribally controlled regulations.

External regulations

There are numerous federal regulatory requirements imposed on resource managers which direct management actions and standards. These regulations are frequently non-negotiable, but it is becoming more common for tribes to be granted authority to set their own policies within the regulatory framework. Table 4-2 below provides examples of external regulations. For example, tribes can now set their own water quality standards or create their own Tribal Historic Preservation Office.

- ▶ The IRMP cannot change these regulations, per se, but can be used to meet stipulations included within them as they relate to strategic planning.
- ▶ The list of federal regulations is extensive and identification of imposed regulations which will be addressed within the IRMP process should be done during the preplanning phase.

Regulation	Citation	Area of Application
National Environmental Policy Act (NEPA)	42 USC 4321	Environmental planning
Clear Air Act	42 USC 7401	Air pollution prevention and control
Comprehensive Environmental Response Compensation and Liability Act (CERCLA)	42 USC 9601	Hazardous substances (Superfund)
Emergency Planing and Community Right to Know Act (EPCRA)	42 USC 11001	Emergency planning and notification
Endangered Species Act	16 USC 1531	Threatened and endangered wildlife/plants
Federal Insecticide, Fungicide, and Rodenticide Act (FIFRA)	7 USC 136	Pesticide use and control
Federal Water Pollution Control Act (Clean Water Act)	33 USC 1251	Restoration and maintenance of the Nation's water
Resource Conservation and Recovery Act (RCRA)	42 USC 6901	Management of solid waste
Safe Drinking Water Act (SDWA)	42 USC 300	Safety of public drinking water
Toxic Substance Control Act (TSCA)	7 USC 136 15 USC 2601	Control of toxic substances
National Historic Preservation Act	16 USC 470	Management of historic sites

Table 4-2 - Significant Environmental Protection Laws

EXAMPLE: Regulations as Minimum Management Requirements

In a draft Navajo Forest Management Plan, imposed regulatory requirements are addressed as "Minimum Management Requirements," with a description of each Federal or Tribal regulation and law which has an impact on the planning activity.

Tribally imposed and controlled regulations

Tribally controlled regulations are those which can be modified by the tribe and may affect or be affected by the IRMP. The IRMP process should include a thorough review of tribal regulations and guidelines to determine impacts on the planning process

- ▶ These may include tribal council resolutions, by-laws, and codes, as well as other tribal policy statements.
- ▶ Many of these regulations provide standards by which actions are to be undertaken or measured and, in this manner, may shape the IRMP process.
- ▶ Once the IRMP is completed, tribal regulations should be evaluated to insure they conform with the management direction stated in the IRMP. It is possible that existing regulations may need to be changed or that new regulations developed as steps in the IRMP implementation process.

Other Plans

As a strategic, or high level plan, an IRMP will impact many existing and anticipated plans for the management of reservation resources. How the tribe and BIA will incorporate these plans into the overall integrated management environment should be evaluated during the organizing phase.

Existing tribal and BIA plans

- ▶ A review of existing tribal and BIA plans for the reservation should be undertaken. These may include tribal comprehensive plans, economic development plans, or natural resource management plans.
- ▶ Each plan needs to have its relationship with the IRMP defined. For instance, a tribal comprehensive plan may direct that certain management actions be used when planning for range management.
- ▶ The IRMP Core Team needs to resolve how the directives of each plan will be incorporated into the IRMP.

IRMP Insights - Questions to Ask About Other Plans:

- ▶ Are there sections of other plans which are strategic in nature and should more appropriately be included in the IRMP process?
- ▶ Do the regulations or directives which are derived from other plans impact IRMP activities and potential results and, if so, how?

Future Planning Activities

In all cases, further planning actions will be dependent on the IRMP. For instance, Forest Management Plans and Agricultural Management Plans created after the IRMP is adopted are required to comply with a tribal IRMP.

- ▶ All existing plans are again reviewed after the IRMP is complete. Adjustments to these plans should be made to bring them in line with the IRMP. For instance, a Tribal Water Quality Management Plan which sets quality and management standards for the reservation may have already been adopted. A portion of the plan might specify management actions related to riparian areas which impact grazing and wildlife management. The IRMP can deal with these standards in one of the following ways:
 - Accept the standards of the lower tiered plan and incorporate appropriate references to them in the IRMP. In this way, the standards of the Water Quality Management Plan become the standards of the IRMP's and are included within its prescription for each management alternative.
 - Create the IRMP independent of the lower tier plan. Upon completion of the IRMP, evaluate the standards and prescriptions within the context of the IRMP, and modify the Water Quality Management Plan to bring it into compliance with the policies set forth in the IRMP.
- ▶ New planning initiatives will be based on the IRMP. Integration is not only required within the IRMP, but also between the IRMP and other plans.

ISSUE: Does NEPA apply to the IRMP process?

There is serious debate in Indian Country as to the manner in which many federal environmental regulations should be applied to management of Trust resources. Actions such as the Secretarial order interpreting the Endangered Species Act relationship to Trust lands are being taken by tribes and the federal government to address many of the issues raised. **Perhaps the bigger question in this arena is not whether compliance is required by regulation, but rather does compliance with these regulations provide positive benefits for tribes and their members. By complying with NEPA and other environmental regulations, tribes can save significant planning time, reducing costs in the future if NEPA compliance is met by the IRMP. Significant cost savings may be realized by reducing the risk of legal actions taken against the tribe by members, outside groups, or federal regulators.**

ISSUE: Does NEPA apply to the IRMP process? (continued)

This debate is especially strong with regards to the National Environmental Policy Act (NEPA). NEPA provides specific approaches to federal planning and decision making which may apply to an IRMP effort. NEPA applies to the process used as well as the manner in which the public is involved. Informal opinions from the Department of Interior's Office of the Solicitor indicate that an IRMP, being a tribal policy document, does not, in and of itself, require compliance with NEPA. At the same time, there are several general factors which dictate that a tribe comply with NEPA. A positive answer to any of the following questions indicates that NEPA should be followed.

- ▶ **Does the IRMP direct that specific Federal management actions take place at a specific location?** In other words, are there elements of an implementation plan imbedded in the IRMP which will be directly implemented by the BIA or other Federal organization without additional NEPA review. If "yes", the IRMP must comply with NEPA.
- ▶ **Does the IRMP require Federal approval?** If the BIA, or any other Federal agency, is going to review and approve or disapprove the plan, NEPA will, most likely, apply. It should be noted that federal approval is not required by regulation or statute for a tribally developed IRMP, but a compelling argument can be made that the Indian Forest Management Act, through its definition of an IRMP, indicates that if the Forest Management Plan is to be tiered to the IRMP, BIA approval is necessary, thereby invoking NEPA.
- ▶ **Are Federal funds being used or is a significant role played by Federal personnel?** If the answer is "yes," then NEPA applies. If the tribe is undertaking the planning effort with minimal assistance from Federal personnel and with tribal funds not derived from the Federal budget, this question could be answered "no".
- ▶ **Is the plan being developed under a P.L. 93-638 contract or compact in which the tribe assumes the federal role for planning and management?** If "yes", NEPA applies.
- ▶ **Does tribal participation in other federal programs, such as those administered by the U.S. Environmental Protection Agency or U.S. Department of Agriculture, require that locally produced plans comply with NEPA?** If "yes", the IRMP must be NEPA compliant.

It is up to each tribe to determine how it is going to conduct the IRMP effort. These tribal decisions will determine whether or not the IRMP planning effort will need to comply with NEPA. If the tribe determines that NEPA applies to their planning efforts, care must be taken in defining the openness of the planning process. If planning is nominally done in conformance with NEPA guidelines, and yet certain components of the affected public are excluded from the planning process, it is possible the plan may be challenged and found to be deficient.

7. What disciplines and skills are necessary and might other organizations be involved?

The identification of skills which need to be included within the IRMP organization and identifying the individuals who possess those skills is an important step in the Workplan development process. Two skills inventories are created:

- ▶ **Required skills inventory** - identifies the full range of skills needed during the course of the IRMP's development.
- ▶ **Available skills inventory** - identifies currently available skills of tribal and BIA personnel.

Skill groupings included in the inventories include:

- ▶ professional/technical (for example: range management, wildlife and fisheries management, and environmental protection)
- ▶ managerial (program and project management, meeting management)
- ▶ interpersonal (team leader and participant skills, communication abilities)
- ▶ administrative (writing, editing, clerical).

During the creation of the IRMP, several general roles need to be filled. These roles can be filled by more than one person

- ▶ **Recorder(s)** - A person who creates a neutral written record of meetings or hearings frequently using flip charts for public display. This role is the creator and maintainer of the IRMP's written memory.
- ▶ **Plan writer(s)** - Individuals who write various portions of the plan. Those undertaking this role can be supported by a professional writer to improve the quality of the IRMP document.
- ▶ **Plan editor** - Responsible for the flow, layout, and editorial quality of the written IRMP document. A professional writer/editor can be hired.
- ▶ **Facilitator(s)** - A person who serves a neutral role assisting planning groups achieve their objectives in an orderly, effective manner.
- ▶ **Map and graphics specialist(s)** - Individuals who can provide representational maps and graphics to graphically illustrate important aspects of the IRMP.

EXAMPLE: IRMP Core Team Composition

The Forest County Potawatomi Tribe had the following positions represented on its IRMP Core Team:

IRMP Coordinator	Historical Researcher
Graphics Specialist	Planning Director
Planning Assistant	Environmental Protection Specialist
Land Use Manager	Foresters (2)
Housing Authority Director	GIS Specialist
Utility Administrative Assistant	Utility Operator

IRMP Insights - Matching Skills Needs to IRMP Functions

- ▶ Break the required skills inventory down into groupings to match the organizational units; assisting in the assignment of personnel to these skills by better defining the level of expertise expected within each skill.
- ▶ Each individual placed in a role must be given authority commensurate with that role's responsibilities.
- ▶ One individual may be expected to fill a number of roles while, at the same time, numerous individuals may fill one type of role.
- ▶ One individual might fill a certain role throughout the entire IRMP process or the role may be filled by several people at the same time or sequentially.
- ▶ Care must be taken to assure that individuals don't fill roles which may conflict with each other.
- ▶ Certain roles lend themselves to being filled by different individuals during the course of creating the plan. The Facilitator role can be filled by anyone with the skills necessary to play a neutral role during a meeting or a workshop to ensure that progress is made and that communications are clear and understood.

ISSUE: Staff Workload Allocation

Assignment of staff to the IRMP effort is critical and requires careful consideration. IRMP duties should be given priority. This is especially true for members of the IRMP Core Team. Ideally, 100% of Core Team members' time would be assigned to IRMP activities.

The allocation of staff resources has to take into account possible workload conflicts of assigned staff. Issues to consider are:

- ▶ Assignment of an adequate number of personnel with the necessary skills. Inadequate staffing leads to burn-out of those participating.
- ▶ Assigned staff need to be granted adequate time to allow them to perform their IRMP duties. Written agreements between team personnel and their supervisors defining time allocation can clarify expectations and reduce misunderstandings.
- ▶ Assignment of IRMP duties to staff must be clear. Each staff member can be given a "script" of what is expected of them.
- ▶ The importance of the IRMP effort needs to be accepted by all personnel involved, including supervisors of technical support staff.

Once the two inventories are completed and the individuals from the availability inventory have been matched with the required skill categories, it becomes clear which skills are lacking. Deficiencies

can be addressed by bringing in the appropriate expertise from outside the tribal/BIA organization or by training local personnel

Bringing in Outside Personnel

There will be occasions when adequate professional or technical expertise is not locally available to the planning team, making it necessary to go outside the tribal/BIA personnel pool to recruit someone. There are numerous sources to turn to for assistance:

- ▶ A reservation resident could provide the support needed.
- ▶ Other tribes, especially those with integrated resource planning experience, may be able to assist.
- ▶ Universities and non-profit organizations may have expertise in both the planning process as well as technical specialists.
- ▶ Federal, state, and county agencies have planning and discipline specialists.
- ▶ Consulting firms with natural resource or planning experience.

IRMP Insights - Bringing in Outside Assistance

Roles, relationships, and responsibilities of individuals brought in from outside the tribe or BIA need to be clear. Development of formal agreements at the initiation of the support relationship significantly enhances the chances of positive contributions. Agreements with tribes, governmental agencies, or universities can use a Memorandum of Understanding. Formal contracts need to be entered into with consulting firms.

It needs to be clear from the start that individuals from outside the local area understand their role and who they are working for. They are being used for their expertise, not as a representative of their organization, the tribe, or the BIA.

IRMP Insight: Sustaining the Team

Over time, various pressures come to bear on the IRMP Core Team and its support personnel as well as the public. This can especially be the case with a large planning process such as an IRMP. For those involved (including the public), maintaining interest is crucial to the completion of the IRMP effort.

To maintain the vitality of the planning process, it is important that:

- ▶ the team feels it is producing tangible progress.
- ▶ the public has to be kept up-to-date on planning progress.

One way to do this is by the production and distribution of interim products for review by the overall team and the public. These products may not be perfect, but they serve to sustain interest.

ISSUE: Consider the Number of Outside Personnel

Tribes may wish to exercise caution to insure that the number of outside personnel (non-tribal or non-BIA) does not set up the perception that “outsiders” are being given too great a role. If this perception develops, support for the planning effort and its outcome may be lost.

Training

During the skills inventory process, it may become clear that certain skills or specialties are lacking.

- ▶ Many of the skills in the required skills inventory are those that individuals develop through months or years of experience. This is especially the case with resource management professionals and high level managers. Providing training to less experienced individuals to quickly fill these deep skill areas will probably not be possible.
- ▶ Training activities should be carefully focused to insure that the IRMP process will benefit. There are a number of instances where training just prior to or during the IRMP process can be very helpful.

EXAMPLE: Skill Gap Training

- ▶ Team building training can serve to open communications between team members and help the team develop a unified attitude towards IRMP completion.
 - ▶ Facilitation training for those who will be leading group activities, within the team or at public meetings. This type of training will allow the team to function more efficiently internally and in its dealings with public groups.
 - ▶ An IRMP Team Leader may be able to manage the IRMP process more effectively with project management software but has no experience using it. A training course may provide sufficient training for this tool to be effectively used.
 - ▶ The tribal GIS Specialist may have a significant amount of GIS processing experience, but has limited experience in producing presentation quality maps. A short course in map design and production would augment that persons existing skills and allow them to better meet IRMP needs.
-
- ▶ Training should be scheduled to have the greatest impact. The closer to the time the training will be applied, the better the results will be.
 - ▶ Training is available from a broad range of sources.

IRMP INSIGHTS: Availability of Federal Natural Resource Training.

Through the Natural Resources Training Council (NRTC), a high-level federal training coordination unit, arrangements have been made which open most federal training programs dealing with natural resource management and planning to tribal employees. Participants in the NRTC include all national training centers of the Department of Interior, the Natural Resources Conservation Service, U.S.D.A. Forest Service, and the Environmental Protection Agency. Tribes can make arrangements for these programs directly with the agency providing the training.

Tribes can access information concerning federal training programs through the Internet. The BIA's Division of Forestry has links to a number of federal sites which provide natural resource related training. To access the Division of Forestry site, use the following address:

<http://snake1.cr.usgs.gov/>

- ▶ Universities and community colleges can be a valuable source of training. Many schools offer short-courses in facilitation and planning as well as GIS. Schools with natural resources curriculums offer courses more specific to resource management and planning.
- ▶ Commercial vendors can also be used to provide training.

ISSUE: IRMP Core Team Training

Providing training to the IRMP planning team may assist the overall planning effort. Training for the IRMP Core Team in the IRMP process is very important.

Tribes who have provided the entire IRMP Core Team with facilitation and meeting management training have found it has paid great dividends throughout the planning period.

If the tribe has chosen a specific planning regimen (such as Holistic Resource Management or Rural Environmental Planning) the tribe may find training specific to the process is available.

Either type of training may be relatively expensive. Providing this training to the full IRMP organization is an option and tribes should weigh the potential benefits against the training's costs.

1. The first part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes that proper record-keeping is essential for the effective management of the organization and for ensuring compliance with applicable laws and regulations.

2. The second part of the document outlines the specific procedures and protocols that must be followed when conducting business. It details the steps for initiating a project, the roles and responsibilities of the various departments involved, and the methods for monitoring and evaluating progress.

3. The third part of the document addresses the financial aspects of the organization's operations. It provides information on budgeting, forecasting, and the reporting requirements for financial statements. It also discusses the importance of maintaining accurate financial records and the consequences of non-compliance.

4. The fourth part of the document focuses on the human resources aspect of the organization. It discusses the recruitment process, the development of a training program, and the importance of maintaining a positive work environment. It also addresses the issue of employee performance and the methods for providing feedback and support.

5. The fifth part of the document discusses the legal and regulatory requirements that apply to the organization. It provides information on the various laws and regulations that govern the organization's operations and the steps that must be taken to ensure compliance. It also discusses the importance of maintaining accurate records of all legal and regulatory activities.

6. The sixth part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes that proper record-keeping is essential for the effective management of the organization and for ensuring compliance with applicable laws and regulations.

7. The seventh part of the document outlines the specific procedures and protocols that must be followed when conducting business. It details the steps for initiating a project, the roles and responsibilities of the various departments involved, and the methods for monitoring and evaluating progress.

8. The eighth part of the document addresses the financial aspects of the organization's operations. It provides information on budgeting, forecasting, and the reporting requirements for financial statements. It also discusses the importance of maintaining accurate financial records and the consequences of non-compliance.

9. The ninth part of the document focuses on the human resources aspect of the organization. It discusses the recruitment process, the development of a training program, and the importance of maintaining a positive work environment. It also addresses the issue of employee performance and the methods for providing feedback and support.

10. The tenth part of the document discusses the legal and regulatory requirements that apply to the organization. It provides information on the various laws and regulations that govern the organization's operations and the steps that must be taken to ensure compliance. It also discusses the importance of maintaining accurate records of all legal and regulatory activities.

8. What information will be needed and where will it come from?

A process similar to that used to match needed skills to available human resources is used to identify necessary information, available information, and determine information needs. It may be best to sort this information by the classification system for resources of value (e.g. range land, wildlife, forests, etc.).

- ▶ Although the formal determination of issues and concerns has not been completed, the IRMP Core Team, based on their experience on the reservation, does have a good idea of what the major planning issues will be and the resources of interest in the planning area.
- ▶ Using this knowledge and the proposed **breadth and depth** of the planning effort, the IRMP Core Team creates an initial list of the types of information that will be needed during the planning process (the identification of additional information needs will be undertaken after the development of the Issues and Concerns).
- ▶ At the same time, the Team develops an inventory of available information. This inventory should include a description of the areas to which the information can be applied as well as its quality. Types of information included on the inventory might include:
 - Resource inventories such as vegetation, soils, or threatened and endangered species habitat inventories.
 - Environmental assessments or environmental impact statements.
 - Studies by BIA, the tribe, other governmental groups, universities, private industry, or consultants.
 - Paper or GIS maps and related descriptive information.
 - Reports including annual reports.
 - Socio-economic or opinion survey results.
 - Previously developed plans and the information upon which they are based.
 - Raw descriptive data.
- ▶ All information is evaluated to determine if it meets the IRMP's needs. Deficiencies are noted and a determination is made as to whether the information can be improved to meet the planning process's needs or discarded.
 - How much confidence do the regular users have in the data?
 - How current is the information? Does it need to be updated?
 - Is it complete or does it need additional development?
- ▶ If necessary information is deficient or cannot be obtained, the IRMP Core Team identifies remedies:
 - Can existing information be corrected or missing information be gathered in time to be useful?
 - Are funds available to undertake updates and or information collection?
 - Can the planning process proceed without the data? (It may be that portions of the IRMP may need to be set aside for resolution after the necessary information becomes available or that development of the missing information will become one of the objectives of the IRMP.)
 - Can the plan be developed based on existing information provided shortcomings are noted and appropriate assumptions documented in the plan? (This should not be a serious concern since it is assumed that the IRMP will undergo a regular review and

update process and as the new information is developed, the IRMP will be modified to reflect it.)

IRMP Insight: Sources of Information From Off the Reservation

Significant sources of data may be obtained from off-reservation sources:

- ▶ Regional studies are frequently conducted by universities, states, and the federal government and data used in the studies or the results may be of value..
- ▶ Federal programs are actively developing data for large segments of the United States. For instance, the National Biological Division of USGS is developing, through its GAP program, general vegetative cover maps for most of the United States. These maps are digital, will be available as GIS products, and may be detailed enough for use in IRMP efforts.
- ▶ Many states are developing statewide resource inventories such as Natural Heritage Programs or transportation data. These are frequently digital and available for GIS use. Although it takes a little digging, the Internet can be a good place to search for additional information.

Care must be taken in using other's data. Each dataset should be evaluated to insure that the vintage, projection, and resolution are adequate. The cost of correcting inappropriate data may be greater than collecting new data.

ISSUE: Incomplete Information

Sometimes the information needed is simply not available from formal surveys and inventories. In situations such as this, the IRMP Core Team relies on their knowledge of the resource, their professional support team, and others who have significant knowledge concerning the resource. The IRMP process should not be delayed pending the collection of significant amounts of data. It should proceed with participants making educated assumptions, noting where assumptions are used, and revisiting issues as information becomes available.

IRMP INSIGHT: Support the Planning Effort With a Geographic Information System (GIS)

The use of a geographic information system (GIS) has been viewed as crucial to the IRMP process by all tribes which were surveyed for these guidelines. Although not all tribes will use this tool in the same manner, it is especially useful in four ways: creating displays for public education during meetings; depicting and analyzing alternatives (including playing "what would happen if we did this" assessments); preparing maps for the document; and as a baseline of data for use in preparing implementation plans.

IRMP INSIGHT: Support the Planning Effort With a GIS (continued)

A GIS is composed of four basic components

- ▶ A spatial database and management system
- ▶ A map creation and display system
- ▶ A spatial data analysis system
- ▶ And qualified personnel

IRMPs take advantage of all of the components. Following are several examples of how GIS can be used during various stages of the IRMP process:

- ▶ Creating a Tribal Vision, Goals, and Objectives - During initial public meetings, GIS can be used as a mapping tool to show current and historical locations of resources and their conditions through the use of maps and charts. Maps can assist in the public information collection process by allowing participants to clearly show areas for which they may have issues and concerns.
- ▶ Resource Assessment/History - Development of summary statistics of resource inventories which can be used to describe current resources. These can be refined based on geography or relationships with other resources.
- ▶ Development of Alternatives - GIS can be used to model the effects of various management activities on resources.
- ▶ Analysis/Assessment of Alternatives - GIS is very useful as alternatives are evaluated and compared. The planning team can use the analytic capabilities of GIS to support the playing of “what if?” games. In addition, it can identify areas in which management prescriptions within an alternative might be in conflict.
- ▶ Recommendation of Preferred Alternative/Review and Comments - Map sets which depict the effects the selected alternative will have on resources provide a visual tie to the IRMP document’s text.
- ▶ Adjustments for Comments - The planning team can use GIS to assist in the assessment of impacts of various comments and suggestions.
- ▶ Adoption - Full map sets can accompany the IRMP document.
- ▶ Implementation - The database that was created to support the IRMP process can be a valuable asset in the development of implementation plans. As GIS is used to support management activities, the database will continue to be improved as errors are found and new data is added. By the time the tribe is ready to undertake IRMP updates, the data will be more supportive.
- ▶ Monitoring/Adjusting - Through the use of the IRMP mapset and related data, GIS can assist in the monitoring of plan implementation through tracking of management actions and analysis to determine if it complies with IRMP direction. It also supports adjustment of management plans and actions to take into account new information or changing conditions.

IRMP INSIGHT: Support the Planning Effort With a GIS (continued)

Although the benefits of using GIS are significant when applied to the IRMP process, there can also be significant costs, especially if a tribe does not currently use GIS. Tribal needs, desires, and resources have a significant impact on the role GIS will play in developing an IRMP.

- ▶ Collection of GIS data identified as necessary for the IRMP can be a lengthy and expensive process. Many commercial and governmental sources of GIS data now exist and, if their data meets the needs of the planning process, should be used to reduce costs.
- ▶ Qualified personnel to undertake the GIS activities are critical. The start of the IRMP process is not the time to begin training a GIS specialist because of the length of time necessary to develop adequate skills.
- ▶ If the tribe or BIA has access to GIS, additional costs for hardware and software may be minimal. A new plotter may be desirable or a faster computer, but chances are, the plan can be accomplished with what is available.
- ▶ If a GIS is not available, three options exist: utilize the BIA's Geographic Data Service Center, utilize another organization's GIS, or purchase a local system.
- ▶ The BIA's **Geographic Data Service Center (GDSC)** provides computer resources to tribal and BIA personnel via telephone connections with its Lakewood, Colorado, computer center. There is no charge for the use of these resources and virtually all GIS functions necessary for the IRMP, including plotting of maps, can be performed through this method. Minimal computer hardware and software and a dedicated telephone line are required at the local site. **For additional information, contact the Helpdesk at the GDSC at (303) 231-5120** For current information on GDSC capabilities, the GDSC Internet site can be accessed at: <http://www.gdsc.bia.gov/>.
- ▶ There are commercial, governmental, and educational institutions which can provide access to GIS capabilities. It may be possible to develop a cooperative agreement which would allow the tribe to take advantage of school resources and possibly even use university staff or students to perform GIS work.
- ▶ There are numerous tribes which have advanced GIS operations and it may be possible to work cooperatively with another tribe to use their capabilities. The **Intertribal GIS Council (IGC)** serves as a focus for tribal GIS activities. At the time of publication, the IGC can be reached through its president, Bill Northover, at 541-966-9097 or via mail at: Intertribal GIS Council, P.O. Box 1937, Pendleton, OR 97801. The internet address for the IGC is <http://itgisc.org/>
- ▶ There is a wide range of GIS software available which can operate on computer systems costing several thousand dollars to tens of thousands of dollars. The decision to start a GIS program should be predicated on a full range of potential uses, not simply a tool for use in the IRMP development process.

ISSUE: A GIS is Only a Tool

GIS is a support system. It will assist managers in assessing resources, but it will not provide complete answers and doesn't make decisions. It is simply a tool used by Decision Makers, not a replacement for Decision Makers.

9. What is the IRMP development schedule?

An overall schedule for the IRMP effort is developed. The initial schedule is created by:

- ▶ Developing an outline of the planning process which has been agreed upon by the IRMP Core Team.
- ▶ Assigning approximate time frames to each element of the outline.
- ▶ Identifying outline elements which can be conducted concurrently.
- ▶ Building a time line which represents the best initial estimate of the project's schedule.

Step	Task Name	Start Date	End Date	Duration	2001	2002				2003	
					Q4	Q1	Q2	Q3	Q4	Q1	Q2
1	Develop IRMP Workplan	12/1/2001	12/31/2001	21d	■						
2	Identify Issues and Concerns	1/1/2002	4/1/2002	65d		■	■				
3	Create Vision	4/8/2002	5/6/2002	21d			■				
4	Develop Goals and Objectives	5/3/2002	7/1/2002	42d			■	■			
5	Conduct Resource Assessment	12/14/2001	7/29/2002	162d	■	■	■	■			
6	Develop Alternatives	6/7/2002	9/20/2002	76d			■	■	■		
7	Selection of Preferred Alternative	9/14/2002	9/27/2002	10d				■			
8	Draft IRMP Document	2/15/2001	10/11/2002	432d	■	■	■	■	■		
9	Comment and Review Period	10/12/2002	11/28/2002	34d					■		
10	Revise and Correct IRMP Document	11/29/2002	12/27/2002	21d					■		
11	Submit to Tribal Council for Approval	1/5/2003	1/5/2003	0d						◆	
12	Publish, Distribute, and Implement IRMP	1/6/2003	2/20/2003	34d						■	

Figure 4-1 - Gant-type Chart of IRMP Schedule

A simple time line might look like the Gant-type chart in **Figure 4-1**. Based on the past planning experiences of the tribe and its planning partners, times for the various components of the planning process may vary greatly from those shown.

- ▶ The schedule is subject to change to meet contingencies and that the schedule will initially have little detail. As the planning process progresses, the project outline and schedule will be revisited and adjusted. Better estimates of the time necessary to complete certain stages of the planning process will be developed based on the planning team's experiences.
- ▶ As the start of each phase of the planning process approaches, the IRMP Core Team develops a more detailed schedule for that phase. The schedule includes:
 - All of the tasks within the phase.
 - The milestones to be achieved during the tasks and estimated dates for reaching them.

- Who is assigned each task.
 - The anticipated length of time and resources to complete the task.
- ▶ The ability to meet the IRMP schedule is directly tied to the planning budget and levels of potential funding need to be considered when creating the schedule.

ISSUE: Maintaining the Schedule

Although the schedule needs to be flexible, failure to keep the team focused and moving ahead can have serious repercussions on the planning process. It is the responsibility of each member of the IRMP Core Team to keep the planning process on schedule.

IRMP Insight: Scheduling software

There are numerous software programs which run on personal computers that can be used to create and manage project schedules. The IRMP Team Leader may wish to acquire one of these project management tools. It can be used to create a skeleton project outline with milestone dates during the IRMP Work Plan creation process and allow the Team Leader to add additional details as they become clear. Tools of this nature also provide graphic production capabilities which the Team Leader can use to produce progress reports as well as demonstrate to team members how their roles fit into the overall effort

10. What will the IRMP cost and how is it to be paid for?

As the preplanning process draws to a close, the IRMP Core Team should develop a budget estimate for the IRMP effort even though all the costs are not known at this time. To make the budget estimate realistic it is created after most of the IRMP Workplan has been accomplished, especially with regards to staff assignments. As the budget is refined, Decision Makers identify the manner in which the effort is to be funded through the fund allocation process.

Budget Development

The cost of developing an Integrated Resource Management Plan can be significant and total costs will vary greatly, depending on:

- ▶ The depth and breadth of the planning effort.
- ▶ The size of the area being planned for.
- ▶ The complexity of the resources and their related inventories.
- ▶ The range of management activities being considered.
- ▶ The need to hire outside assistance.

The primary categories of IRMP costs are:

- ▶ Internal personnel salary and travel.
- ▶ Information acquisition, development, and management.
- ▶ Public involvement costs.
- ▶ Publication and distribution costs.
- ▶ Training.
- ▶ Outside personnel fees and travel.

Internal Personnel Salary and Travel - Internal salary and travel expenses will probably be the largest item in the IRMP budget. The tribe and BIA may choose to charge salary against normal program and project activities, but it should still be included in the overall planning budget. By including these costs in the planning budget, it will also reinforce the level of effort expected of the individuals involved and their supervisors.

Information Development and Management - The preplanning process will have identified the information (inventories, maps, statistics) which is needed for the planning effort. Collecting, organizing, and managing these data have a cost related to personnel and support equipment. If the information needs to be updated or purchased, or a new inventory created to support the IRMP, costs can be significant. GIS data costs should be included.

Public Involvement Costs - Once the Public Involvement Plan has been developed, costs for implementing it can be estimated. This should include costs to publish educational information in local newspapers or an IRMP newsletter, hospitality costs such as refreshments, door prizes, and published handouts require funding, and there may be costs associated with renting facilities.

Publication and Distribution Costs - There will be at least two occasions when the IRMP will be printed and distributed:

- ▶ The draft of the plan will be printed for distribution during the review and comments phase.
- ▶ The final plan will be printed for distribution after acceptance and before implementation.

Each round of publishing has a cost. Costs for printing the plan can vary widely and are dependent on the document's format and binding, type of reproduction required, and the quantity to be printed. Costs for distributing the document should also be included.

Training - Training requirements are determined during the staff assignment phase of the preplanning process. Training courses for individuals may include off-site travel while training courses intended for the entire team (such as facilitator training) may include the costs of bringing trainers onto the reservation.

Outside Personnel Fees and Travel - Costs for consultants and personnel from other organizations should be spelled out in the contract or agreement defining the agreed upon services. Federal agencies may "donate" staff time.

IRMP Insight: Budgets and Grant Applications

- ▶ If grants are to be sought to support the planning effort, submission of a proposed budget is usually required with the grant application package.
- ▶ Grant providers generally require applicants to contribute to the effort for which funds are being sought. If internal salary costs are specifically charged to the funding allocated to the IRMP effort, these costs can usually be applied as part of the tribe's contribution to the planning effort.

Opportunity Costs - There will be hidden costs, as well. Personnel and equipment being utilized to create the IRMP will be unavailable for other uses. The "opportunity" for day-to-day program activities to take advantage of these resources is lost, thereby incurring a loss of productivity (in this case, viewed as a cost). The loss of short-term productivity should be offset by the long-term benefits derived from the coordination between units fostered by the integrated planning and management effort.

Fund Allocation

Regardless of where funds originate, adequate funds need to be identified at the outset of planning. Once the budget has been developed, funds must be allocated to the project by all participants.

- ▶ Agreement must be reached among the participants as to the amount each organization will contribute to the IRMP effort. This includes an understanding of the costs which will be incurred by outside organizations who participate. For instance, BIA may agree to fund collection of GIS data identified in the IRMP Workplan as being needed, but currently not available. If portions of the plan will be developed by the tribe using P.L. 93-638 contract funds, the contract stipulations must be developed and implemented.
- ▶ The development of an IRMP will probably require more than one year to complete so an out-year funding plan and agreement should be developed and implemented.

ISSUE: Adequate funding

It is the tribe's responsibility to fund the IRMP, and it is critical that tribal leaders support the IRMP process by assuring adequate funding. The budget creation process should provide a general estimate of IRMP costs. Failure to properly fund the IRMP can lead to failure of the planning effort. If the schedule indicates the planning effort will extend into a second year, plans must be made to fund that next year at the start of the planning effort.

If adequate funding is not available to meet the initial budget estimate, it may be necessary to adjust the budget or the planning process to meet funding availability.

- ▶ The budget can be reviewed to identify unnecessary expenses.
- ▶ The IRMP development schedule can be extended to include an additional fiscal year, thereby spreading the costs out.
- ▶ Additional funding through other sources may be sought.
- ▶ The breadth of the planning effort can be reduced to conserve funds.
- ▶ The geographic area of the planning effort can be reduced.

See the Tribal Environmental & Natural Resource Assistance Handbook (Appendix A) for information concerning a wide-range of programs available to tribes, many of which could be used to directly support the IRMP effort.

IRMP INSIGHT: Funding Ideas

- ▶ Fund the IRMP Team Leader through a grant or the tribal budget as a full time position.
- ▶ Secure funds or services for specialists, consultants, and GIS costs and data gaps.
- ▶ Through the Tribal Council's budget adoption process, commit to and fund the IRMP Workplan. This formally commits the tribe to the IRMP process, giving the tribal staff support for their efforts.
- ▶ Get BIA and other participants on board as partners with an MOU which spells out roles and responsibilities.

GROUND RULES

- ◆ The IRMP process must have a champion to lead the planning effort to its conclusion, ideally a tribal legislator.
- ◆ Planning team members should be selected based on their expertise and skills, not their position. Using the best people available will create the best plan.
- ◆ Establish a tribal member and public involvement plan and use a variety of techniques suitable to tribal circumstances.
- ◆ Be as flexible and imaginative as possible.
- ◆ Educated assumptions should be used and documented in cases where there is inadequate information.
- ◆ Involve top Decision Makers in the preplanning effort.
- ◆ Have an approved budget and allocation plan.
- ◆ Get commitments by all partners involved in the effort. Commitments should be in writing in the form of contracts or memorandums of understanding.
- ◆ The IRMP Workplan is presented to the tribal council for review and acceptance.

CONCLUSION

The planning approach a tribe will use is defined during the preplanning phase. Once it is completed, the picture of the effort, including the personnel, areas of interest, regulatory impacts, involvement of the tribe and the funds to conduct the planning effort, will be clear. Completing a full and complete workplan for the IRMP effort is critical to the success of the planning effort.

Decisions and recommendations developed during the preplanning phase are formalized and fashioned into a written IRMP Workplan. The IRMP Workplan is then presented to the tribal council for review and acceptance. Presenting the IRMP Workplan as a written document and obtaining formal approval serves to insure that the planning effort is on the correct path. It also assures that the planning effort is consistent with the tribe's desires and expectations, leading to tribal support during the plan's development.

With the preplanning complete, the tribe is ready to enter into the creation of the IRMP. The following chapters will provide guidance in the planning process.

“We must have a seven generations vision. I envision the eastern part of the Reservation as a backbone of Tribal culture, where everything is put in terms of trees, water, animals, campsites, valleys, and rangelands for valleys....”

**Antone Minthorn, Confederated Tribes
of the Umatilla Indian Reservation**

Chapter 5 - Seeking Visions

Creating Tribal Visions, Goals, and Objectives

CHAPTER OVERVIEW

Each of us has our own vision of where our life will take us and a set of goals and objectives which help us define our route. We constantly make decisions based on our analysis of what we hope will best move us along to reach these goals.

There are certainly many processes for creating a tribal vision and identifying goals and objectives to meet that vision, but each process has many of the same basic steps. For the purposes at hand, a four step process is described: 1) the identification of issues and concerns of those affected; 2) the creation of a tribal vision; 3) the identification of goals to address the vision, issues, and concerns; 4) and the creation of objectives to provide substance to the vision and goals.

This chapter will explore:

1. Which of the tribe’s natural resource issues and concerns need to be addressed by the IRMP?

- ▶ Issues and concerns are collected from reservation residents and tribal and BIA personnel which reflect their needs and desires.
- ▶ The collection of issues and concerns is based on the Public Participation Plan as described in the IRMP Work Plan.
- ▶ Review and refinement of issues and concerns results in a consolidated list for use in creating vision statements and IRMP goals and objectives.

2. How does the tribe create a vision of the reservation for the IRMP?

- ▶ The tribe’s vision(s) reflects the tribal community’s desires for the reservation’s resources.
- ▶ Visioning workshops convert values to images.
- ▶ The tribe may choose to use multiple visions as the basis for development of management alternatives.

3. What goals and objectives will let the tribe meet its vision?

- ▶ Goals and objectives are based on the tribal vision, issues and concerns.
- ▶ Goals are general in nature and usually have a fairly long time-frame.
- ▶ Objectives are tied to one or more goals and can be measured.
- ▶ As goals and objectives are developed, they are reconciled with each other to identify and resolve potential conflicts.

DEFINITIONS

Key Concepts

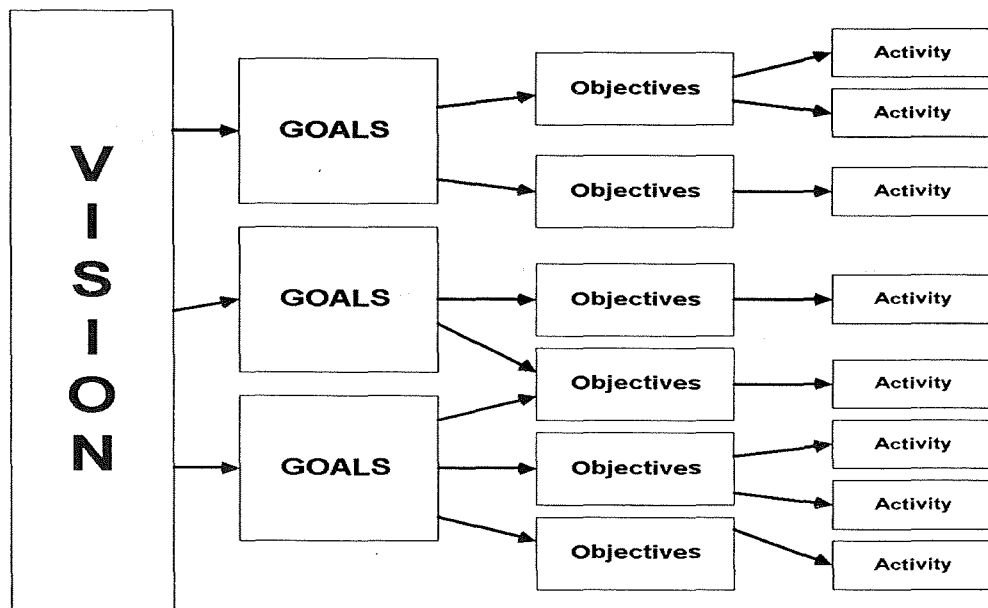
- ▶ Vision creation - A process which produces a widely accepted view of the conditions which are most desirable, referenced to a point in the future.
- ▶ Goal and objective reconciliation - The process by which goals and objectives are evaluated to identify those which may be complimentary or in conflict.

Key Terms

- ▶ Vision - A shared destination to which we wish our actions to take us which carries emotional power and commitment.

GUIDELINES

The results of the IRM planning process can be described as: the creation of a vision; development of goals which reflect that vision; expansion of the goals into objectives which serve as milestones



to move along to make the vision reality; and the undertaking of activities which put the vision into action.

As you move along the Vision to Actions pathway depicted in Figure 5-1, each level serves to add detail to the level above it.

Figure 5-1 - The Vision to Action Pathway

ISSUE: Multiple Approaches to Develop Issues and Concerns, Visions, and Goals and Objectives

- 1) There are many ways to proceed with the collection of issues and concerns, the creation of visions, and the development of related goals and objectives. These three activities are integrally related and frequently undertaken at the same time, but are treated in these guidelines as three separate activities. The decision on whether to combine the steps or undertake them sequentially is a tribal decision which needs to be made early in the planning process.
- 2) Some tribes have chosen not to have a formal vision statement, but have instead used broad reservation goals as their statement of future conditions or have created a mission statement to guide the IRMP. The critical concept is that the IRMP reflects a broad range of inputs which have been refined to represent the reservation's residents through a consensus building approach.
- 3) **A singular vision is not necessary to proceed with development of an IRMP. Conflicting issues and concerns can be used to create multiple vision statements with independent sets of goals and objectives. Instead of creating a single vision statement in the early stages of the IRMP process, multiple visions are created, each being used to direct the creation of one of the alternatives described in Chapter 7. The final vision statement is created through the consensus building process which also yields the preferred alternative. Figure 5-2 illustrates two different approaches which can be used.**

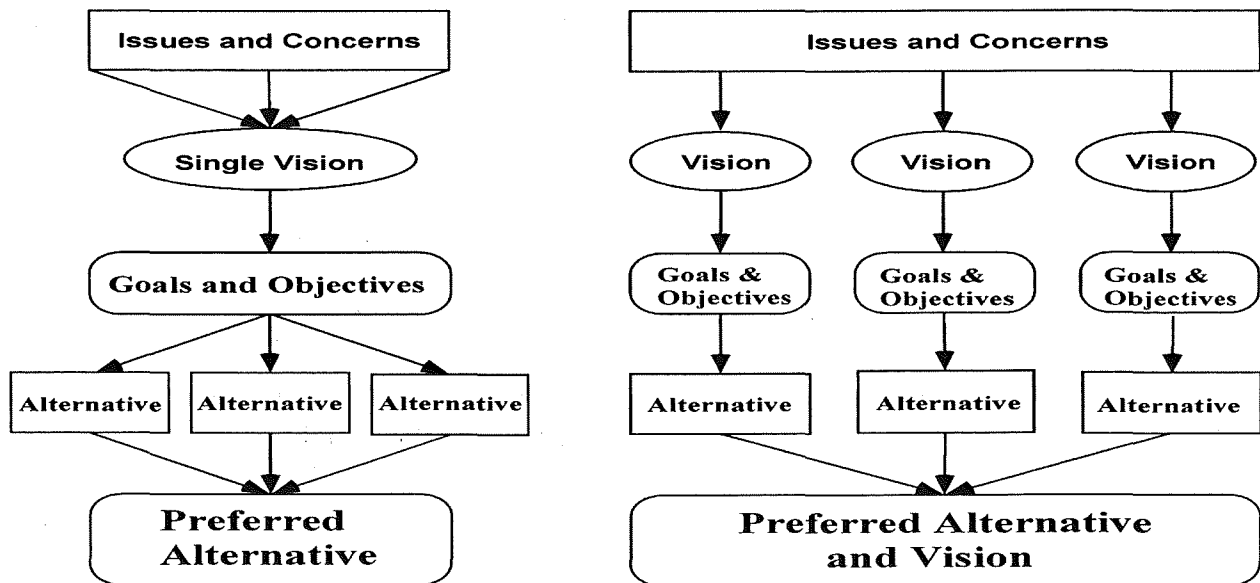


Figure 5-2 Approaches to Creation and Use of Vision Statements

The processes depicted in Figure 5-2 demonstrate two methods of incorporating vision statements into the IRMP process. The process on the left depicts the use of consensus techniques to create

single vision statement early in the IRMP process. The single vision statement then drives the creation of the IRMP.

The process on the right depicts a process where consensus is not reached on the vision until the preferred alternative is developed. The initial vision statements may represent divergent points of view and are tied directly to the creation of the various alternatives.

In the following discussions, the emphasis is placed upon the single vision process, but can be easily applied to others.

1. Which of the tribe's natural resource issues and concerns need to be addressed by the IRMP?

The foundation for the development of the tribe's vision, goals, and objectives is the development of a clear understanding of issues and concerns held by those for whom the plan is being created (the stakeholders). This foundation is created through the collection of public and professional desires, opinions, and questions. It is guided by the Public Involvement Plan created during the organizing process. **(For more information on this topic, please review section 3 in Chapter 4 entitled Who is the public and how will they be involved?)**

Issues and concerns drive three basic components of the IRMP process:

- ▶ Creation of the tribal visions.
- ▶ Development of the IRMP's goals and objectives.
- ▶ Provide a yardstick against which alternatives can be measured.

Each of these parts of the IRMP are based on individual and cultural values and the input of the public and tribal and BIA staff members is critical to each component.

- ▶ Issues and concerns address resources and their uses.
- ▶ They are the building blocks of vision statements and their related goals and objectives.
- ▶ There are numerous methods which can be used to gather issues and concerns.
- ▶ Alternative groups of issues and concerns can be used to create multiple visions.

Meetings and Workshops

The foundation of a typical public involvement plan is a series of meetings or workshops. Meetings serve many purposes by:

- ▶ conveying information
- ▶ reporting results

- ▶ sharing and developing issues and concerns
- ▶ demonstrating causes and views
- ▶ helping people to make decisions
- ▶ helping people feel they are part of and have ownership in the planning process and its decisions.

There are different purposes and formats for meetings during the creation of an IRMP. Each of the following can be used to meet the needs of information gathering:

- ▶ public hearings
- ▶ workshops
- ▶ forums
- ▶ committee meetings

Regardless of the format used for the collection of issues and concerns, the following general rules should be applied:

- ▶ Meeting sites are easily accessible. Distributing meetings throughout the reservation and holding them in easy to reach and commonly used community facilities will encourage attendance.
- ▶ Groundrules for conduct at meetings are established to insure that the meetings are non-threatening in nature and that opinions can be expressed without fear of conflict.
- ▶ Meetings and workshops focus on people and their interests not on their affiliation and position. Stereotypes need to be checked at the door
- ▶ Use of small workgroups within the larger meeting environment encourages input from a broader range of individuals than large forums.
- ▶ The leader of the meeting is a good facilitator and can apply various decision making and collaborative problem solving techniques.
- ▶ Keep the workshop focused on the task at hand by helping attendees stick to a common subject and a common process.
- ▶ Develop an agenda for each meeting, making it available to those expected to attend ahead of time.
- ▶ Distribute results of the meeting as quickly as possible.

EXAMPLE: Meeting Conduct Groundrules - the Colville IRMP team developed the following rules for conduct at meetings:

1. Listen with respect.
2. All ideas count.
3. No personal attacks.
4. Wiggle space - one doesn't need to answer if you're uncomfortable.
5. Equal air time.
6. One person speaks at a time.
7. Freedom to add additional rules for any given meeting, if necessary.

EXAMPLE: Gathering Information

The Confederated Tribes of the Colville Reservation used a series of 21 meetings to gather information for collecting issues and concerns for use in defining their vision and goals. Of the total, fifteen were public meetings, some of which were targeted at tribal elders and others of which were held off-reservation (including one in Seattle), five were limited to tribal and BIA staff, and one was with a group of summer youth employees. During each meeting, participants were asked to provide input into four basic categories: current situation; what are the best outcomes of change (desired conditions); how to accomplish desired conditions; and the worst possible outcomes of change. Using small workgroups in a non-threatening environment, all participants were asked for their opinion on each subject area.

In addition to using public facilities for meetings, The Confederated Tribes of the Warm Springs Reservation held a series of meetings in members' homes with extended families present. The Team Leaders feel the comfort of meeting in very familiar surroundings provided an open environment and permitted free discussion of issues.

I S S U E : G a t h e r i n g I n f o r m a t i o n T h a t I s n ' t N e e d e d

The gathering of information can be time and resource consuming. Be certain that the information being gathered is going to be used. Gathering information simply for information's sake can prolong the planning process and bog planners

Surveys

Surveys can be used to reach a broad cross-section of people and can be conducted in a number of ways. They can be used as vehicles for networking as well as data collection tools.

- ▶ Surveys allow tribes to communicate with as broad or narrow a cross-section of the public as they choose.
- ▶ People who may never attend a meeting can be reached by a survey.
- ▶ Surveys can communicate to the public that their concerns are important and their opinions count.

Mass distribution of surveys via the mail or local newspaper or newsletter, allows the greatest number of people to be reached. At the same time, they have an inherent drawback in that only a limited number of the total of distributed surveys are returned. A return of 10% is considered a good return while 20% is considered excellent. To increase the return of surveys, they can also be passed out at information gathering meetings and collected at the close of the meeting. Follow-up calls can yield a much higher response rate, but are time consuming. Giveaways or lotteries have been used successfully by tribes to encourage responses.

Surveys can also be conducted through personal interviews. A personal interview is one of the best information gathering tools available. It provides respondents an opportunity to fully explain the

complexities of their views. Personal interview surveys also provide a personal touch because the surveyor talks to the respondents on a one-to-one basis. Personal interviews can be conducted in-person or over the telephone. The interviewer can use a computer to directly enter responses and local people can be trained in interviewing techniques and make the calls.

IRMP Insight - Surveys

A survey, especially a large one, is complex and uses labor-intensive techniques for design and interpretation. The following considerations will help in preparing one:

- ▶ Make sure those surveyed represent the segments of the public to be included in the planning process (identified stakeholders).
- ▶ Keep questions clear and unambiguous. Avoid jargon and technical language.
- ▶ If necessary, develop a traditional language survey for native speakers.
- ▶ Test survey questions to insure they are clear and understandable.
- ▶ Design the tabulation and analysis criteria prior to collecting data.
- ▶ Always ask survey participants if they would like a copy of the results.
- ▶ Try not to ask for information you don't plan to use.
- ▶ **In-person or telephone surveys seem to work best, but are labor intensive.**

(The above was based on the National Park Service's Riverwork Book)

ISSUE: Collecting Staff Members' Issues and Concerns

Tribal and BIA staff members' issues and concerns are valuable, while at the same time, the manner in which they are collected can be a sensitive topic. Staff issues and concerns can be collected at the same time public issues and concerns are, but a separate effort will most likely be more effective. There are good reasons to do so:

- ▶ The issues and concerns of staff will be more complex based on their understanding of natural processes and day to day management activities.
- ▶ Their opinions can carry inordinate weight at public meetings and may inhibit residents from speaking out.
- ▶ The IRMP Core Team may have decided that resource management staff should attend public meetings in a support role serving as small group facilitators and technical resources; roles in which personal opinions need to be restricted.

Special sessions for collection of staff issues and concerns can be arranged during office hours and can serve as IRMP training sessions, as well.

Collection of issues and concerns from tribal and BIA executives and tribal council members may be subject to the same concerns.

Compiling and Prioritizing the Collected Information

As the information collection process is completed, the sorting, assessment, and prioritizing process begins. Issues and concerns are aggregated into larger, more general categories. At the same time, a weighting system is developed to prioritize issues and concerns. The following types of categories may assist in categorizing and prioritizing issues and concerns:

- ▶ Is it a general issue that would impact a broad cross-section of the IRMP or one that is more specific in nature?
- ▶ What resource(s) or resource use(s) is the item related to?
- ▶ How widely held is any given issue or concern?
- ▶ How strongly is it held?
- ▶ Does it conflict with other issues or concerns and could it serve as a component of an alternative vision?

Once the issues and concerns have been organized into categories, prioritize the list of issues in each category. This can be accomplished by having each member of the team create his or her own priority listing and then aggregating those lists or by conducting a discussion and reaching consensus as a group.

EXAMPLE: The Spokane Tribe describes the compilation and categorizing of their issues, concerns, and values as follows:

“The extensive series of IRMP surveys and workshops illuminated many issues and concerns for resource management on the Spokane Reservation....A full itemization of the issues was compiled and entered into a database to make the information more useful. This database can be sorted by:

- Programs responsible for resource activities
- Programs affected by resource activities.
- Class of Issue, either resource or process.
- Type of team which would address the issue, either single-program or multi-program team.
- Scope of the issue, either internal to the reservation or external (involving off-reservation entities or issues).
- General categories:

Goals and objectives	Compliance/Enforcement
Land and resource use	Authority/Responsibility
Monitoring	Maintenance
Permitting	Communications/Information
Funding/Fees	Planning”

Bear in mind that issues and concerns reflect personal and societal values and should be evaluated with this in mind. As the issues and concerns are compiled and evaluated, a synopsis is prepared and shared with those who participated in the collection process. Comments can be solicited to ascertain the accuracy of the synopsis.

2. How does the tribe create a vision of the reservation for the IRMP?

A plan is simply a map of how we wish to reach a vision; a shared destination to which we wish our actions to take us. Without that vision of the intended destination, a plan will lead us nowhere. A final plan, with its accepted alternative, requires one vision and all actions undertaken during the planning process must be compared with it to insure that the planning effort stays on track. This does not preclude the use of multiple vision statements during the plan creation process.

- ▶ Without a clearly defined vision, goals and objectives which meet the reservation community's expectations cannot be developed. Without goals and objectives, there is no direction for managers to move in.
- ▶ The tribe's vision reflects the community's desires for the resources of value of the reservation.
- ▶ The vision(s) will be the driving force throughout all phases of the planning cycle.
- ▶ It is a statement "in time" which should be a living, working statement. It must be reviewed and adjusted as time passes to insure it stays current.
- ▶ Visions are often presented in terms of images.

The tribe's vision is a statement guided by the values of those creating it. In Indian Country, certain components of the vision are based on cultural issues which reflect traditional values.

Developing a vision is a complex task. Creating one can use the same general process as that used to develop goals and objectives that is described in the example at the end of this chapter.

There are numerous methods to create vision statements, but tribes have generally used two:

- ▶ The IRMP Core Team, after studying the collected issues and concerns, creates a vision statement(s) which reflects their best understanding of the collected information. The vision takes into account input from reservation residents collected through meetings, surveys, and workshops. It is provided to interested parties to review and modified based on comments.
- ▶ The tribal vision(s) is created through a workshop process. This can be done concurrently with the collection of issues and concerns or as a separate exercise. The resulting vision may have a greater buy-in by those who helped create it. This can give the IRMP a greater chance of success at implementation.

ISSUE: Including Tribal Youth

Inclusion of the vision of what tribal youth would like their reservation to be like during their lifetimes may warrant a separate set of workshops. How will the reservation look in 30-50 years? What will the economy be like? What concerns for the future do young people hold?

The answers to each of these questions can assist in the definition of the tribe's overall vision.

EXAMPLE: Value and Vision Scenarios

To develop a tribal vision using a workshop process, the environment in which the workshop is held must encourage those participating to look into their past and then define their ideal future. There are numerous processes which can assist people in doing this. Following are two examples of vision/values workshop processes. The results from either process can be used by the IRMP Core Team to develop a vision statements which can guide the planning process.

IRMP Core Team Vision

1. Simulate stepping into a time machine and dialing it ahead 20 years.
2. Ask the IRMP Core Team to give their opinions as to what the reservation looks like.
3. Describe the reservation landscape and the quality of life one wishes to find.
4. Identify fundamental values which will allow the quality of life and resource conditions in the vision to be achieved.
5. In writing, describe the vision and underlying values.
6. Through a non-threatening process, share the vision with others and identify shared elements.
7. Document the values and vision statements.

Tribal Council Vision

1. Have the Council identify the most important values they learned from their parents and grandparents having each Council Member list three.
2. Using these values, and bearing in mind that Council Members play a key role in policy creation, each Council Member describes the legacy they wish to leave their grandchildren.
3. Using a non-judgmental process, document the values and visions.

(The above processes are used by Charles W. Johnson, Johnson Strategy Group, Inc., to develop vision statements.)

Example - Forest County Potawatomi Vision Goal

In their preliminary work in the development of an IRMP, the Forest County Potawatomi Tribe developed the following planning goal relative to the IRMP's vision:

"Integrated Resource Management Planning is a future oriented process. But it also reaches back to the past, respecting the hardships, sacrifices and traditions of the Potawatomi. The goal of the IRMP is to foster actions that achieve a sustaining, multi-generational vision under the theme Windows to the Past, Knowledge for the Future. This theme is best

3. What goals and objectives will let the tribe meet its vision?

Goals and objectives provide the planning and management process with direction. They are based on the tribal vision and the issues and concerns collected from reservation residents, staff, and the tribal council.

Goals are generally broader in character than objectives and usually do not have a quantifiable component. Objectives, on the other hand, are quantifiable and add details to the goals.

Goals

Goals are a means of guiding an organization toward specific accomplishments and of keeping it on track as it proceeds. When plans and actions are based on clear goals, they are more likely to be successful in meeting tribal needs. By developing a set of brief, positive goal statements, the tribe can express the kind of action it would like to accomplish and the direction it would like to take.

- ▶ The goals of the IRMP are tied to the consolidated and prioritized issues and concerns. Goals should be created for each category of issues and concerns.
- ▶ Goals are primarily values based. They are derived from the evaluation of the values expressed during the collection of issues and concerns.
- ▶ Goals are broad and cannot be effectively measured in time, quantity, or quality. (Objectives are more specific and can be measured.)
- ▶ Goals may be reservation-wide or apply to specific areas.

EXAMPLE: Navajo Explanation of Goals, Issues and Concerns

"Goals, issues and concerns are used for three purposes in the forest planning process: 1) they are the basic foundation for developing alternatives including objectives, land allocation, prescriptions and standards and guidelines; 2) when coupled with performance indicators, they are the basis for structured comparisons of alternatives; and 3) they are used for environmental analysis pursuant to NEPA. Significance of impacts is assessed in relation to the effectiveness of alternatives in addressing goals, issues and concerns." Navajo Draft Forest Management Plan, 2/97

- ▶ A goal can be an end point of a planned process (“use prescribed fire to simulate natural fire within reservation ecosystems”) or a directive by which future decisions can be made (“if cultural resources are threatened by a project’s actions, protection of cultural resources will be given highest priority in management decisions”).

Example: Goals

Following are examples of goals included in the Jicarilla Apache Tribal IRMP:

1. Make environmental protection the top priority including protection design, monitoring and clean-up.
2. Establish water quality standards for the Reservation.
3. Determine whether certain areas are designated as wilderness, primitive, or pristine management areas with formal resource management plans, or continue the policy of stipulating protection as a consequence of other management initiatives, e.g. timber harvest, water development, etc..
4. Complete the update of the environmental assessment on the oil and gas operations.
5. Etc....

Goal Reconciliation and Integration

Once goals are developed for the IRMP, a review and analysis step is conducted which:

- ▶ Identifies goals which apply to the same resource or resource use.
- ▶ Determines if the goals are complimentary, in conflict, or independent of each other.
- ▶ Complimentary goals may be combined into aggregate goals.
- ▶ Goals which are in conflict need to have action taken to resolve the conflict. This can be accomplished through goal modification, restricting any given goal to a certain resource type or geographic locale, or assigning goals to different management alternatives.

IRMP Insight - Prioritizing Goals to Help Define Alternatives

Simply placing a list of goals or objectives into a plan without identifying their importance relative to each other misses a valuable opportunity to clearly specify how managers should respond to various sets of circumstances. Placing goals into categories and then prioritizing each based on its relative importance will also assist in creating alternatives. In an IRMP process, goals are frequently categorized based on the resource category to which they might apply to. They can then be prioritized based on pre-defined categories such as Urgency or Usefulness. Prioritization of goals and objectives can reduce the potential for conflict in implementing the IRMP. For a clear and detailed discussion of creating categories and priorities, refer to Facilitator’s Guide to Participatory Decision-Making by Sam Kaner. (citation is in the References section.)

EXAMPLE: Conflicting Goals

Goal: Increase recreational opportunities such as hiking and camping.

Goal: Increase even-age timber production.

These goals may be in conflict. People often do not find recent clearcuts conducive to recreational opportunities and, at the same time, timber harvesting can be dangerous and safety concerns may require limiting public access. Either goal could be changed to comply with the other or geographic units could be defined which separate the two activities.

Objectives

It is common to find people agreeing on goals, but disagreeing on how the goals are to be achieved. The objectives can be viewed as the agreement of how to reach the common goals.

Once goals have been developed and reconciled, objectives are developed, usually for each goal. Objectives must be:

- ▶ Realistic and achievable.
- ▶ As simple and understandable as possible.
- ▶ Measurable.
- ▶ Practical and applicable.

Objectives are specific and define the end result of management actions including criteria to measure accomplishments relative to the objective.

- ▶ There will be at least one objective associated with each goal and it is common to have numerous objectives developed for each goal.
- ▶ During the development of objectives, it will become obvious that certain objectives will support multiple goals or that objectives are in conflict between various goals.

Five criteria for developing sound resource objectives should be followed to insure that objectives are possible, do not set up conflicting or illogical management actions, and are capable of being monitored:

1. State the location to which the objective is to be applied. In an IRMP, the location may be general in nature such as a landscape type, ecotype, or management unit.
2. State what you want to accomplish (increase, decrease, maintain, improve) and the criteria by which it will be measured.
3. State the component that needs to be changed or maintained (key species, age and form class, cultural sites).
4. State the amount of change wanted with a beginning and end (percent, indices, volume).
5. Establish a time frame for meeting the objective.

EXAMPLE: Objective Tiered to a Goal

Goal: Improve Big Creek's riparian vegetation communities

Objective: Increase the sedge/rush plant community along the upper six miles of Big Creek from 10% to 50% of the area by the year 2004.

The goal is general while the objective is more specific and meets all five criteria. It describes how the desired future condition on Big Creek will be attained by describing location (Big Creek), what (increase), component (sedge/rush plant community), amount of change (from 10% to 50%), time frame (year 2004).

IRMP INSIGHT: Explaining Objectives

In the statement of goals and objectives in the IRMP, it is helpful to include a short explanation after each objective to assist the reader in understanding it as well as serve as a record for those who will implement the plan as to the full intent of the objective.

For example, an explanation of the objective used in the previous example is:

The sedge/rush plant community is very effective in stabilizing stream banks. Establishment of these plants will begin the process of floodplain stabilization and, in time, will contribute to a properly functioning riparian area. These species improve aquatic habitat by stabilizing stream banks and terraces, which improves water quality. These species also benefit wildlife habitat. As stream banks are rebuilt, nutrients are cycled, and water is captured, stored, and released into Big Creek and may serve to increase aquifer recharge rates.

As can be seen from this explanation, the focus on sedge/rush plant communities to restore riparian communities may also affect other goals related to water quality, aquifer recharge, and wildlife habitat.

At some point, objectives will serve more than one goal "master" and actions may serve to meet multiple objectives. This is the crux of integrated resource management - insuring that conflicts do not exist within the vision-goals-objectives-actions structure.

Reconciliation and Integration of Goals and Objectives

During the development and analysis of goals, it will be discovered that not all goals are in agreement. If all issues and concerns were given equal weight, the IRMP would end up directing numerous conflicting actions to be undertaken during the implementation process. Conflicting goals and objectives can be used to identify different management alternatives or attempts can be made

to reconcile them through consensus planning. Goals and objectives which conflict can also be stratified by assignment to different management units within any given alternative.

EXAMPLE: Objectives Meeting Multiple Goals

The Big Creek improvement example above is a good illustration of how a set of objectives can be applied to multiple goals. In this case, the improvement would not only enhance the vegetative communities along the creek, it could improve water quality and increase the creek's value for wildlife and fish.

IRMP INSIGHT: Using the Nominal Group Technique to Develop Goal and Vision Statements

The following process, known as the Nominal Group Technique, is frequently used in workshops to help in the collection of public input. It is one of many consensus building processes and is intended to be non-threatening by limiting opportunities for criticism. The example shown here uses "tribal goals" as the desired outcome of the process. The process can just as easily be used to collect issues and concerns as well as vision statements.

1. After explaining what is to occur and why, those attending the workshop are divided into small groups (4-8 people).
2. Each group is given an area to work undisturbed by other groups.
3. Each individual is provided paper and a pencil and asked to write down their goals for the reservation.
4. Taking turns, the group records each individual's ideas. This is best done on a flip-chart, although small computers are now frequently being used to perform this function.
5. The group discusses and clarifies, but doesn't judge, the ideas presented, consolidating as necessary.
6. The group prioritizes goals through discussion, voting, etc..
7. A short list of the prioritized goals is prepared (again, using the flip-chart or computer).
8. The full group is reassembled and each small group presents its short list of goals.
9. The full group discusses, clarifies, and consolidates the goals, voting on prioritization.

GROUND RULES

- ◆ The IRMP Core Team may develop a preliminary set of issues and concerns which can be used to stimulate discussions, if necessary.

- ◆ Categorize issues and concerns based on the tribe's categorization of valued resources and resource uses.
- ◆ Use maps and other visual aids, marking them and tying them to issues and concerns.
- ◆ Don't rely solely on meetings for identification of issues, concerns, and goals.
- ◆ When staff and tribal council members attend public meetings, allow them to comment on and clarify issues for those attending. This needs to be accomplished in a non-threatening manner. Make sure there is an opportunity for staff and council members to share their ideas and issues and concerns with the planning team, as well.
- ◆ Vision statements are critical elements. Their quality must be high or they will not stand the test of time. A vision statement has:
 - ▶ an emotional quality
 - ▶ a strong sense of imagery
 - ▶ a long-term reach.
- ◆ Multiple vision statements can be used as to drive the alternative development process. The final vision statement is then created to correspond to the Preferred Alternative.

CONCLUSION

The tribal vision carries the values of the tribe and its members with a strong emotional content from which goals and objectives are derived. Development of the vision, goals, and objectives of the IRMP kicks off the planning process. All subsequent steps in the IRMP process are measured against them.

Gathering the stakeholder input which is used to shape the vision, goals and objectives, is critical to the IRMP process. If done correctly, it helps people feel that they have a say in what is being done on their reservation. This can assist the implementation of the IRMP by increasing public and employee support of the planning process and its results.

The results of this section will be directly applied to the development of management alternatives, but also is used by the IRMP Core Team to focus on areas which need to be included in the description of the reservation resources as discussed in Chapter 6.

“..Before the time of the Reservation, the Salish tribes gained subsistence from a tribal system of hunting, fishing, and harvesting. The quest for food began in the early spring with the bitterroot harvest. Tribal leaders appointed elders to watch for when the bitterroot was ready. When the time came, the leaders called the people together to dig enough roots for a feast to celebrate the year’s first food and to pray that food would be plentiful....”

Flathead Reservation Comprehensive Resources Plan

Chapter 6 - Reservation Resource Assessment

A Historic and Current Description of Natural Resources

CHAPTER OVERVIEW

In order to make sound decisions concerning future resource management actions, a thorough assessment of the current conditions of tribal resources, as well as the events which led to that condition, is vital. The assessment should include a description of the reservation at a point in time that will assist in presenting a clear picture of how the resource and resourceuses have changed as well as a description of resource use practices over that period of time. Completion of this phase of the IRMP process often results in the first written section of the IRMP document.

The following topics will be discussed in this chapter:

1. **What does the review of reservation resources include and when do we start it?**
 - ▶ Reservation resource conditions and uses are presented through a broad overview of the reservation.
 - ▶ Including this information complies with certain requirements of NEPA.

- ▶ The resource assessment assists in the development of the IRMP vision and goals.
 - ▶ Initial resource assessment materials and information can be utilized during public meetings to help educate the public.
2. **What is included in the description of the reservation setting?**
- ▶ The general characteristics of the reservation setting are presented.
3. **What is included in the description of the historic context for reservation resource conditions?**
- ▶ The review of resource conditions and uses and management actions should go as far back in time as possible.
 - ▶ Pre-contact information may be difficult to obtain, but should be presented when available.
 - ▶ The resource condition descriptions as well as descriptions of prior management activities can serve as a reference point against which alternatives can be compared.
4. **What is included in the description of current reservation conditions and uses?**
- ▶ This information should be based on the most recent inventories and assessments.
 - ▶ The description of resources includes policies, programs, and management actions.
 - ▶ Reference appropriate plans, laws, or regulations related to each resource.
5. **How is this information included in the IRMP document?**
- ▶ Format varies, but frequently includes maps, issue lists, and summary analyses.
 - ▶ The resource assessment can be released as a “first volume” of the IRMP.

DEFINITIONS

Key Concepts

Resources Assessment - The assessment of resources is an analytic process. The analysis is based on qualitative and quantitative norms and concerns and judgements of professionals and tribal members about the condition of resources. Norms are derived from professional training and experience of those doing the assessments as well as from the issues and goals (which are values based) developed during the IRMP process.

Key Terms

Resources of Value - Resources considered by the tribe as being important for cultural, historical, and economic reasons. The resources of value will be different for each tribe.

Resource Uses - Actions that take place which utilize a resource. Uses can be spontaneous or planned.

Reservation Setting - A description of the general location and features of the reservation. This can include economic and social information as well as that pertaining to natural resources.

Resource Condition - The status of a resource type. This can include qualitative and quantitative descriptions as well as opinions of the resource.

GUIDELINES

1. What does the review of reservation resources include?

In order to make sound decisions concerning future resource management actions, a thorough assessment of the current conditions of the resources, as well as the events which led to those conditions, is important. This assessment should include:

- ▶ A general description of the reservation setting.
- ▶ A description of what resources were like in the past and how they were used.
- ▶ A description of the resources and their uses today including past and current management actions and policies.

The information derived from this portion of the planning process will become the resource assessment section of the IRMP and is intended to accomplish the following:

- ▶ Serves as a resource baseline for planning purposes.
- ▶ Sets benchmarks by which to measure the effectiveness of future actions in meeting the IRMP's goals and objectives.
- ▶ Serves as an education document, transferring knowledge to tribal officials and to the public.
- ▶ Can provide issues for focus group meetings.
- ▶ Complies with NEPA's requirements to present a clear description of the affected resources.

IRMP Insight: The First Written Sections of the IRMP

Completion of this portion of the IRMP process usually results in the first written sections of the IRMP. As the resource assessments progress, team members will prepare written notes which will serve as the basis for the IRMP document's sections describing the reservation, its resources, and their uses. Deciding who is responsible for the writing of which section prior to the start of the assessment will contribute to the smooth progression of the IRMP document. If a professional writer or editor is going to be hired to assist with the IRMP manuscript, this is a good time to do it.

ISSUE: Topics to be Included.

An easy trap to fall into when identifying the topics to be included in the IRMP is to include only those resources for which there is local expertise. When this happens, the IRMP may not fully portray reservation resources and their uses. For example, if there is no local water resources specialist, this important component of reservation resources may be given minimal or no attention in the IRMP. **Make sure all resources of value are included.**

It is also important to include descriptions of the management actions which have been taken so that those using the assessment to make decisions are presented with information concerning policies and actions which led to the current conditions.

IRMP INSIGHT: Zones of Influence

In conducting the assessment, resources which are not confined to the reservation will be taken into account. This requires the description of the zone of influence. A zone of influence extends beyond the reservation boundaries and should take into account such things as:

- ▶ External impacts on reservation resources such as the impact on air and water quality of pollution generated outside the reservation.
- ▶ Internal resource uses which impact areas outside the reservation. This again includes impacts such as air and water pollution.
- ▶ Resources which are moving, thereby spending time on and off reservation such as wildlife and fish.
- ▶ Management actions on lands adjacent to the reservation.

2. What is included in the general description of the reservation setting?

The first section of the resource assessment provides a review of the general characteristics of the planning area. It can include general overview maps of the reservation and the surrounding region.

EXAMPLE: Description of the Reservation's Physical Setting

The Flathead Reservation Comprehensive Plan's description of the physical setting provides the following outline for its general reservation description:

ADJACENT LANDS

The Flathead River Basin
Human Influence

THE FLATHEAD RESERVATION

Physiography Geology
Soils Climate
Vegetation Wildlife
Land Ownership

The text for basic reservation description might read something like the following example from the Jicarilla Apache Tribe's IRMP:

EXAMPLE: Jicarilla Apache Reservation Setting

The Jicarilla Apache Tribe includes the following description of the Regional Setting of the reservation:

The Jicarilla Apache Reservation is located in north central New Mexico comprised of 837,763 acres of land, including approximately 87,000 acres of newly acquired lands, which ranges in elevation from 6,500 to 9,000 feet. The Reservation contains a wide range of valued physical resources including agriculture and rangelands, forests and woodlands, water resources, and mineral and energy resources. Recreation and tourism include hunting and fishing and uses of wilderness/primitive areas. Developed resources of value include housing, community development, transportation, infrastructure, and utilities. Cultural and traditional resources round out the significant wealth of the Jicarilla Apache Tribe...

The reservation lies mainly to the north of Highway 44, which is the main route to the four corners area..., and is bisected north and south by State Road 537. Highway 64 to Aztec and Farmington and Highway 64/84 to Chama and Highway 84 to Pagosa Springs, CO complete the major transportation corridors...

The northern part of the Reservation is hilly to mountainous with light to heavy vegetation. This vegetation cover thins and is more scattered toward the southern part of the Reservation. The southernmost part of the Reservation is semi-arid. The Continental Divide bisects the northern part of the Reservation.

The Reservation population approximates 3,000 persons. Most of the residents are concentrated in the town of Dulce in the northernmost part of the Reservation.

EXAMPLE: Jicarilla Apache Reservation Setting Chart

In its chapter describing the Reservation Setting, the Jicarilla Apache Tribe chose to use charts instead of detailed text to present much of their description of the reservation as the following extract highlights:

RECREATION AND TOURISM

1. Reservation located in growing major regional multi-season recreation and tourism zone.
2. Visitor recreation on Reservation includes 1067 hunting permits and 2610 fishing permits sold in 1993.
3. Good access to Reservation opportunities via State Road 44 and 537, but U.S. 64/84 corridor to northeast through New Mexico and southern Colorado carries most of the regional traffic which by-passes reservation.
4. Reservation lakes the major recreation focal points along with scenic vistas; Jicarilla Inn at Dulce the only visitor facility on Reservation.

Jicarilla chose to include similar descriptions of 13 resources and resource uses in its Reservation Setting charts. Each corresponds to a chapter which includes detailed information concerning each resource. Chapters include:

Water	Fish and Wildlife
Cultural Resources	Wilderness/Primitive Areas
Forest/Woodlands	Agriculture
Rangelands	Mineral/Energy Resources
Recreation and Tourism	Housing
Community Development	Transportation
Infrastructure - Utilities	

3. What is included in the description of the historic context for reservation resource conditions?

The description of the historic conditions of resources and their uses provides a starting point against which current conditions and uses can be measured. The information can be provided based on a particular point in time or a sequence of vignettes indicating how resources and their uses have changed over time.

The description of previous resource conditions and uses accomplishes the following:

- ▶ It provides a context from which to evaluate current conditions.
- ▶ It helps define and demonstrate traditional resource uses.
- ▶ It can provide a potential baseline for measuring success of management actions.

Sources of information which can be used in the historical assessment of resources include:

- ▶ Interviews with tribal elders and other long-time reservation residents. These are valuable, especially when identifying cultural uses and their locations.
- ▶ Previously conducted resource inventories, including those which might not be currently in tribal possession but can be obtained from federal, state, and local governments as well as universities.
- ▶ Old press accounts describing the area or early diaries may describe events and resources which help define historic conditions.
- ▶ Ethnographic, anthropologic, and archaeological studies and reports which can shed additional light on the condition and uses of various resources in other time periods.
- ▶ For many western tribes, early photographs may be available, providing a visual record of reservation conditions. These may be obtained from local and state museums or historical societies as well as from federal organizations such as the U.S. Geological Survey or the National Archives.

EXAMPLE: Confederated Salish and Kootenai Tribes History and Culture

In the Flathead Reservation Comprehensive Plan, the tribes chose to highlight both their culture and tribal history as well as historic uses of resources. The following excerpts provide a feel for how these subjects were handled:

...The history presented here is a compilation of Tribal elders' oral histories, European-American historical interpretations, and professional research on treaties and other documents....

...Before the time of the Reservation, the Salish tribes gained subsistence from a tribal system of hunting, fishing, and harvesting. The quest for food began in the early spring with the bitterroot harvest. Tribal leaders appointed elders to watch for when the bitterroot was ready. When the time came, the leaders called the people together to dig enough roots for a feast to celebrate the year's first food and to pray that food would be plentiful....

...**The Ronan Years.** Peter Ronan became agent for the Reservation in 1877. He encouraged Indian people to take up farming and oversaw the construction of irrigation ditches in the Jocko Valley. According to his annual reports to the Commissioner of Indian Affairs, the crop output on the Reservation more than quadrupled during his sixteen-year term. The number of horses tripled, and the estimated number of cattle went from 1,100 in 1877, to 15,010 in 1893....

EXAMPLE: Confederated Tribes of the Warm Springs Reservation Forest Harvest History.

The following excerpt from the Environmental Assessment of the Warm Springs IRMP provides an example of how historic uses can be portrayed:

Historical Perspective

In the early years of logging, market conditions favored the harvesting of ponderosa pine. The accepted harvest method was to selectively cut the mature and over-mature trees. As the ponderosa pine overstory was removed, the stands became dominated by mixed conifer species....The succession from ponderosa pine to mixed conifer stands was accelerated by the exclusion of wildfire.

During the 1940s and 1950s, there was little concern about the progressive change in the forest composition because there appeared to be an inexhaustible supply of pine. Management activities were confined to harvesting portions of the old-growth overstory, salvaging the high risk pine, and protecting the area against fire and insects....

During the 1960s and 1970s, ponderosa pine was managed by selection cutting. Timber harvesting emphasized partial cuttings of the pine stands. Shelterwood regeneration cutting in the pine occurred in the latter part of this period....

Timber operations before the 1970s did not include stand improvement provisions due to the low value of the small product removed. The main objectives of the timber harvest were to provide income to the Tribes, develop transportation systems, and remove old, diseased, slow growing trees from the stands....

ISSUE: Dealing with Resource Myths.

During the collection and analysis of resource information for the historic and current assessment of resources, care must be taken to insure that myths are not afforded the status of facts. For example, a myth might be state that the ponderosa pine forest was once much thicker and covered more acreage than it does now after decades of timber harvesting. The truth of the situation might be that ponderosa pine forests are, in general, much thicker and more extensive today than 100 years ago due to the exclusion of fire. The myth is important because it portrays beliefs and might be indicative of the desired future condition or indicate a need for an educational program for reservation residents, but the truth needs to be used as the basis for analysis and decisions.

4. What is included in the description of current reservation conditions and uses?

The assessment of current resource conditions provides an in-depth review of each resource of value and its use within the IRMP area. It is driven by the tribe's classification of the reservation's resources (for example forestry, agriculture, range) and should include traditional and non-economic resources. It is based on the most current data available and should include policies and management actions.

The assessment of current conditions uses the knowledge of those most familiar with current conditions, those with an understanding of historical management actions, and those with a sense of the earlier conditions of the resources. Information for the description of current conditions and uses comes from:

- ▶ Interviews with professionals and technicians.
- ▶ Interviews with reservation residents, especially elders and cultural leaders.
- ▶ Discussion of current resources at community meetings.
- ▶ The most recent resource inventories such as timber inventories, range condition and utilization assessments, wildlife habitat studies, etc..
- ▶ Information gathered by organizations such as the U.S. Fish and Wildlife Service, U.S.D.A. Forest Service, state resource organizations, and universities.

The assessment of each resource includes:

- ▶ A review and analysis of the current inventory.
- ▶ Identification of the types and extent of uses of the resource.
- ▶ The economic and cultural values contributed to the reservation by resource uses.
- ▶ A review of current management actions and their effects.
- ▶ An assessment of the regulatory structure impacting management actions. This includes other management plans.

ISSUE: Inclusion of Non-natural Resources and Activities.

There may be a tendency for the IRMP Core Team to focus on natural resources to the exclusion of other possibly critical areas of consideration. Excluded resources may be economic such as commercial and industrial areas, housing developments, or culturally sensitive areas. For example, issues dealing with the siting of commercial or industrial facilities or the placement of homesites can have a direct bearing on forest and agricultural lands and their use. Failure to consider these siting questions may lead to difficulties due to conflicting land allocations. By including these potential uses, resource allocations will be placed in their proper context.

EXAMPLES: San Carlos Apache Assessment of Agricultural Lands.

The following example is drawn from the San Carlos Apache Tribe's draft IRMP:

AGRICULTURAL LANDS

Existing Conditions

Lands that are capable of producing crops are called agricultural lands. Most of the agricultural land on the Reservation can only produce crops when irrigated but some high elevation lands such as those in the Point of Pines/Big Prairie area, are also suited for dry land farming of wheats, small grains, etc.. Dry land farming is the practice of growing crops without irrigation.

The best available inventory of agricultural lands on the Reservation is detailed in the Boyle Report (1984) which was commissioned to help determine the Tribe's water needs. In that report, soils capable of supporting crops under irrigation are referred to as irrigable soils. Irrigable soils will also be referred to as agricultural lands in this report. Soils are often classified according to how well they are suited for farming....

Acreage and locations of these lands are shown in Table 1 and Figure 1 [not included]. It is important to note that not all irrigable soils are economically feasible to farm. Some of these soils are located in areas where development costs would exceed benefits of farming....

Programs and Policies

Tribal Policies.

Formal policies to guide agricultural operations on the Reservation have not been developed. However, a Tribal resolution which adopted a farming plan and various farming practices was required in order to cultivate 350 acres alfalfa and grass hay on the San Carlos Farm in 1990.

The Agricultural Board, a subcommittee of the Council, reviews proposed projects and makes recommendations to the Tribal Council....

Farmlands have been leased to non-Indians in the past but as of January 1991, no Tribal farmland is being leased.

Example: Distinction Between Resources and Resource Uses.

As discussed in Chapter 4, maintaining a distinction between the resource and the manner in which it is used is important within the IRMP process. Resources include forests, rangelands, wildlife and fish, water bodies and streams, soils, and energy and mineral reserves. Management actions are uses and include such things as timber harvest, prescribed fires, livestock grazing, recreation, and farming. Each management activity will impact multiple resources as well as other management disciplines. A matrix describing management actions impacts on the various resources can be a useful tool to assess cumulative impacts on multiple management actions on each resource.

The following matrix provides an example of the manner in which resource uses impact multiple resources.

Action	Soils	Forest	Streams	Minerals	Wildlife	Range
Timber Harvest	Significant	Significant	Potentially Significant	Minimal	Potentially Significant	Moderate
Hunting	Minimal	Minimal	Minimal	Minimal	Potentially Significant	Minimal

The description of each resource includes the various activities which impact it.

The assessment of resources is not limited to those resources which are being actively planned for in the IRMP. There are general aspects of the reservation which, although not playing a direct role in the management of resources, are critically important in the context of the planning environment. Non-natural resource areas which should be explored include: reservation and regional social and economic conditions; educational resources; housing location and management; transportation and utility infrastructure; and demographics.

Examples: Assessment of Non-IRMP Resources and Activities

Following are two examples of the types of issues assessed when evaluating non-IRMP resources. In each case, the IRMP will, most likely, not set goals or objectives, yet including the information from each category will greatly improve the quality of the decisions made.

Education: Educational resources provide additional details of reservation conditions. A review of educational levels provides planners with an idea of the types of skills available on the reservation which can support the attainment of plan goals and objectives. A description

Examples: Assessment of Non-IRMP Resources and Activities (continued)

of educational levels and resources such as adult education, community colleges, and special programs in local schools can assist planners in identifying pathways for public information distribution, provide a basis for strategic development of programs to interest students in disciplines necessary to implement the plan, or identify skill pools for use in the gathering of necessary information for strategic or project planning and management. Association with educational programs may also allow tribal management to assist interested students in developing skills which can be utilized in the out-years of the plan.

Housing: An analysis of housing provides a description of the primary locations of housing units as well as tribal policy and actions in providing or approving housing sites. Current and expected distribution of housing sites can play a significant role in the types of resource management actions which can reasonably be expected to be accomplished. For instance, widely distributed housing sites with little or no control of new sites into forested areas of a reservation can significantly impact the use of prescribed fire to control excess fuels buildups and will increase the risk of loss to members in the event of an uncontrolled fire. Housing can also break-up the effectiveness of range or wildlife management strategies.

5. How is this information included in the IRMP document?

Within the IRMP documents reviewed for this handbook, the historic and current resource assessments have been presented in a number of different formats. The common thread connecting all of the IRMPs is that the assessment of current resources is closely tied to historic uses and land use goals for each resource. The following three outlines will provide an idea of how three IRMPs addressed the presentation of historic and current resource assessments.

IRMP INSIGHT: Publication of Volume I of the IRMP

A written report presenting the assessment of reservation resource can be released as an initial volume of the IRMP. Doing so gives the IRMP Core Team a tool to use during the remainder of the planning process. This document can serve as a baseline reference for the planning team. The resource assessment can also serve as an educational tool for reservation residents and the tribal council.

EXAMPLE: San Carlos Apache IRMP Resource Assessment Outline.

The San Carlos Apache IRMP takes a very straight-forward and effective approach to describing their resources. Each resource is addressed separately and the following outline is used for each.

Resource Type

Existing Conditions

Past Activities

Programs and Policies

Tribal Policies

BIA Policies

Policies of other Agencies

Issues

Under each header (such as Existing Conditions) there are a variable number of sub-headers, depending on the subject. Tables are used to provide numeric assessments of the resource and each section has a simple map of the reservation which indicates the location of the resource being described. Issues gathered at public meetings are included with the resource types they apply to.

EXAMPLE: Jicarilla Apache IRMP Resource Assessment Outline

The Jicarilla Apache IRMP approached the question of presenting resource information differently than San Carlos, as the outline of a portion of their IRMP demonstrates.

Reservation Setting

- A. Regional Setting
- B. Historical Perspective
- C. Resource Baselines

Resource Type

- A. Existing Conditions
- B. Programs and Policies
- C. Issues Impacting the Planning Sector
- D. Policy Needs to Deal with Existing Conditions and Issues

Jicarilla Apache's IRMP presents the reservation setting and historical information in a chapter separate from the resource descriptions and assessments. Each resource type is addressed separately and each segment includes issues and a statement on needed policies.

EXAMPLE: Warm Springs IRMP Resource Assessment Outline

The Warm Springs plan is the most detailed IRMP completed to date in Indian Country. The detail and complexity of this plan is reflected in the outline for the chapter entitled "Affected Environment."

Affected Environment

- A. Introduction**
- B. Reservation Setting**
 - 1. Location
 - 2. Geology
 - 3. Climate
 - 4. Land Ownership
- C. Physical Aspects**
 - 1. Minerals
 - 2. Soils
 - 3. Water Resources
 - 4. Energy Resources
- D. Biological Aspects**
 - 1. Air Quality
 - 2. Biological Diversity
 - 3. Sensitive, Threatened, and Endangered Species
 - 4. Conditional Use Areas
 - 5. Cultural Resources
 - 6. Fire
 - 7. Forage
 - 8. Timber
 - 9. Timber Health
 - 10. Fuelwood
 - 11. Forest Residues
 - 12. Transportation
 - 13. Wildlife
 - 14. Fish
- E. Social and Economic Aspects**
 - 1. Recreation
 - 2. Wild and Scenic Rivers
 - 3. Rural Housing
 - 4. Social and Economic Setting

The Confederated Tribes of Warm Springs chose not to include issues or goals in their description of the reservation setting. They are included in a separate chapter entitled "Resource Goals, Objectives, and Desired Future Conditions." Tables and simple maps are used to supplement the text.

IRMP Insight: Using Maps, Photographs, and Other Graphics to Augment the Resource Descriptions.

Visual aids can play a significant role in portraying the reservation's general setting, its resources, and their condition.

Maps depicting inventories are valuable during the resource assessment phase (the same maps can also be used within the IRMP document). Maps should be consistent:

- ▶ Be straight-forward representing only one or two complimentary resource types.
- ▶ Be of the same scale so that comparisons among the various resource maps is easy.
- ▶ Contain the same general identifying characteristics such as the reservation boundary, major highways or railways, and significant water features. This will limit confusion on the part of those reading the plan.

Photography and drawings are also useful during the assessment process. Comparisons of historic aerial or ground-based photographs to current scenes can assist in the identification of trends. Use of photographs to show primary vegetation groupings or areas of special interest are valuable. Drawings can demonstrate what a resource can look like in the future under the various management prescriptions being considered.

Note: It must be remembered that the reproduction costs of maps and photographs can be significant and that care in planning their use in the final document needs to take these costs into account.

GROUND RULES

- ◆ Design the outline for the presentation of the assessment early on. It may be necessary to take into account the manner in which different disciplines perform their analysis activities when creating the outline.
- ◆ Don't lose sight of the scope of the planning effort.
- ◆ Find people and data that go back in time.
- ◆ Compress the written portrayal of the resources but maintain quality records that support what is published.
- ◆ Prepare format guidelines for IRMP team members which provide graphic and page standards which include number of graphic images, a sample outline of contents, number of pages of text, margin requirements, etc..

- ◆ Keep a loose leaf binder which contains all support materials for each chapter. Not only is this simply a good idea, but it also complies with NEPA's records requirements.
- ◆ Assessments should be written in a clear and concise manner, always keeping in mind the audience (tribal members and policy makers) and their ability to understand technical language.
- ◆ The resource assessment serves as a reality check. Vision, goals, and objectives should be reviewed in light of the assessment results and may need to be changed to remain realistic.

CONCLUSION

Completion of the assessment of resources will result in the first written portions of the IRMP. In fact, if the tribe should so choose, the resource descriptions and assessment can serve as the initial volume of the IRMP. This volume can include the vision, goals and objectives with an explanation of issues and concerns.

In NEPA terms, it will be the description of the Affected Environment. The assessment serves as the baseline for the development of alternatives and a monitoring standard when the IRMP is implemented.

The output from this step sets the stage for the development of the IRMP's management alternatives.

“The purpose of the alternatives is to provide a basis for the Tribes to determine the management direction...each alternative produces different benefits to the Tribes and different environmental effects.”

Environmental Assessment, Warm Springs IRMP

Chapter 7 - Alternative Management Approaches

Alternative Development, Assessment, and Selection of the Preferred Alternative

CHAPTER OVERVIEW

Inherent in the IRM planning process is the development and evaluation of alternative approaches to reach the tribe’s vision, goals, and objectives. Alternatives are simply the various ways of moving from issues and concerns and their related goals and objectives to solutions.

In this chapter, the following will be explored:

1. Why are alternatives developed?

- ▶ Looking at a range of possible solutions to arrive at the tribe’s vision is simply good management.
- ▶ If multiple vision statements are created, alternatives represent the different approaches needed to meet the varied visions.
- ▶ If the IRMP is being developed so that it complies with NEPA, multiple alternatives are required.

2. How are alternatives developed?

- ▶ An amalgamation of issues, concerns, and goals, all tied to the tribal vision, is developed.
- ▶ One alternative describes current management strategies.
- ▶ Alternatives are measured against the tribal vision, goals, and objectives.
- ▶ Should alternatives be developed which fall outside of the tribal vision?

3. **What is the process for analyzing alternatives?**

- ▶ Develop an evaluation system and measure each alternative against it.

4. **How are outputs of analyses developed?**

- ▶ Outputs can be created in many different ways.
- ▶ Quantitative outputs are generally based on a projection model.
- ▶ Qualitative outputs are based on values.

5. **How does the IRMP Core Team select the recommended Preferred Alternative?**

- ▶ The evaluation system will lead the way.
- ▶ It's important to have tribal policy makers involved in the selection.

DEFINITIONS

Key Concepts

Choice - Within a given vision-goals-objectives set, there are choices which can be made. Fundamental to integrated resource management is the analysis of choices prior to committing to a particular course of action.

Key Terms

Alternative - An integrated set of management actions designed to meet an integrated set of goals and objectives.

Preferred Alternative - The management alternative which, after analysis, is identified as best meeting the tribal vision.

GUIDELINES

1. Why are alternatives developed?

Through the creation of alternatives, the IRMP Core Team explores a wide range of potential "solutions" to the issues posed by the tribe's vision, goals, and objectives. It is now accepted practice in most planning models that the development of alternatives results in stronger, well thought out plans which can lead to higher quality management actions.

If it was decided to develop multiple vision statements, each with their related goals and objectives, an alternative can be developed for each vision statement.

If the IRMP is being developed to meet NEPA requirements, the development of alternatives is required.

IRMP INSIGHT: Developing and maintaining documentation.

Development of documentation of the IRMP initiative needs to be started from the outset. It becomes extremely important in this phase. Each alternative has a full set of documents explaining how decisions were reached, what information was used, how it was used, who participated, etc.. As each alternative is analyzed and comparisons are made, decisions, criteria, and processes are recorded. This documentation allows the IRMP Core Team to revisit issues during the process and serves as a valuable component of the public record.

2. How are alternatives developed?

Inherent in the planning process is the development and evaluation of alternative means to reach the IRMP's goals and objectives. Although most planning efforts consider from three to five alternatives, a decision as to the number of alternatives should be driven by the IRMP Core Team's evaluation of the goals and objectives and how various management actions can be applied to reach them. If multiple vision statements have been developed, it is common to develop an alternative which is representative of each vision.

There is no single best process by which alternatives can be developed, but each process is based on the consideration of:

- ▶ The vision statement(s).
- ▶ Public and professional management's issues and concerns.
- ▶ The previously developed goals and objectives.
- ▶ The IRMP Core Team's understanding of the most important resources and pressing issues.

The general process for the IRMP Core Team for developing management alternatives is as follows:

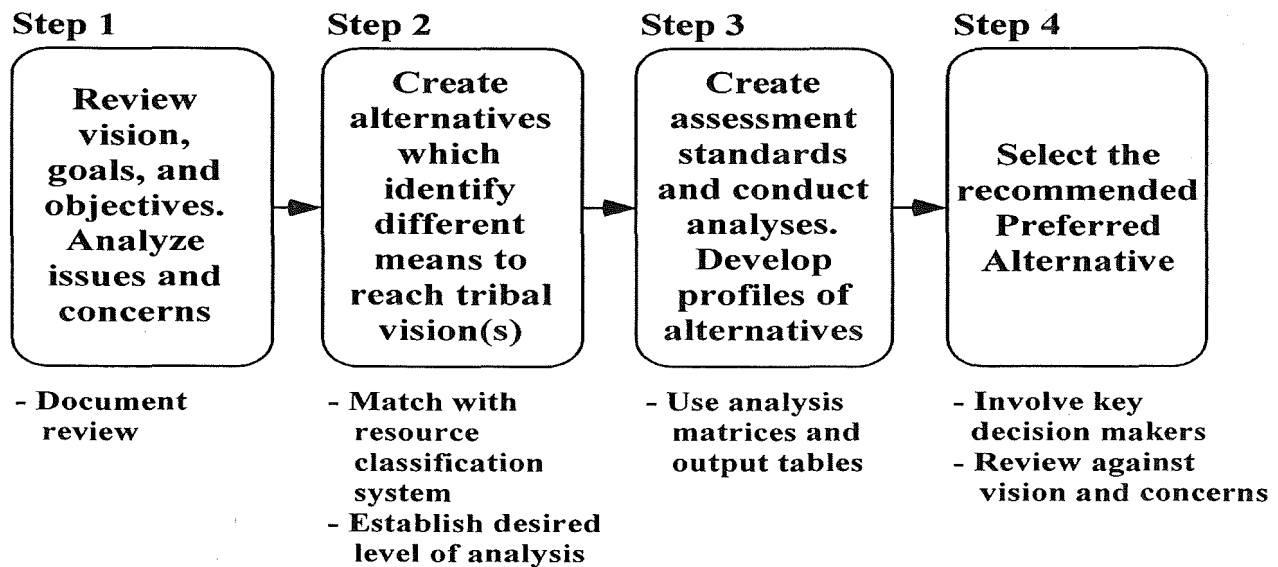


Figure 8-1 - General Management Alternative Development Process

The approach utilized to develop alternatives depends on the detail and complexity of the tribe's goals and objectives.

- ▶ Highly specific goals and objectives or restrictive clauses in the Charge to Plan may prevent the development of a full range of alternatives.
- ▶ Broad goals and objectives allow the development of a wide range of alternatives.

A general process for creating alternatives is as follows:

- ▶ Initiate a brainstorming session with all or part of the planning team.
- ▶ Assess goals and objectives for each general resource type to determine specific needs.
- ▶ Generate a wish list of all the potential actions which will move the tribe towards its vision, goals, and objectives. Based on the weighting placed on goals and objectives, determine for which goals actions are most urgently needed.
- ▶ Weed out the impractical ideas and identify potential conflicts.
- ▶ Consolidate the ideas into practical groupings, each being one alternative. It is highly likely that some action ideas will appear in more than one alternative. (If using multiple vision-goal-objective sets, an alternative will be created for each one.)
- ▶ Visually chart the actions related to each alternative.

Early in the development process, each alternative paints a picture of a wide range of potential actions. Implementation costs for the alternatives can be put on the back burner during the initial phases of alternative development, but costs must be fully analyzed during the analysis of alternatives and adjustments made accordingly. Initial alternatives may not necessarily fulfill all the goals and objectives already identified, but as the process progresses, each alternative is refined, allowing it to become more consistent with tribal desires.

One of the alternatives describes the current management regime and what would occur over the life of the planning cycle if it were continued (this alternative is called the "No Action" alternative by the Council for Environmental Quality). This alternative provides a baseline against which other alternatives can be compared. This is the only alternative which is not based on the achievement of the goals and objectives created through the IRMP process, but, even so, it's ability to address issues and concerns is analyzed.

IRMP Insight: Council on Environmental Quality "Advice" on Alternative Creation.

The Council on Environmental Quality's regulations for NEPA provides four good guidelines for the development of alternatives:

1. Rigorously explore and objectively evaluate all reasonable alternatives and for alternatives which were eliminated from detailed study, briefly discuss and document the reasons for their having been eliminated.
2. Devote substantial treatment to each alternative considered in detail including the proposed action so that reviewers may evaluate their comparative merits.
3. Include reasonable alternatives not within the jurisdiction of the lead agency.

ISSUE: Developing Alternatives Outside the Range of the Tribal Vision, Goals, and Objectives

Alternatives are often created which fall well outside the range of the tribe's vision, goals, and objectives. The harvesting of timber is a good example. If the goals for timber harvest state that this activity is to be restricted to selective harvest techniques, the inclusion of an alternative with clear cutting would be inappropriate. Whereas, if the goal for timber harvest is to create a balanced approach to management, it would be fitting to provide a range of scenarios which use different combinations of different timber harvesting systems.

Alternatives can vary as to the number of acres certain management actions are applied to or the degree to which actions are applied to a specific unit. For instance, one alternative may emphasize return of all range ecosystems to a broadly diverse condition, limiting grazing, and allowing only actions intended to reach that goal. A second alternative may limit this action to specific units with management of other units devoted to maximization of timber production.

IRMP INSIGHT: Using Suitability and Capability Maps

An important aspect of natural resource planning is to establish the suitability or capability of lands for various types of uses. By making geographic distinctions based on the suitability and capability of lands, the IRMP Core Team will be able to refine its alternatives by:

- ▶ Determining which areas are suitable for production or development.
- ▶ Identifying areas which require protection, especially areas that are critical to wildlife and cultural needs.
- ▶ Locating areas which require remedial action to restore their potential.

A geographic information system can be a useful tool for determining the suitability of land for the various uses proposed in management alternatives.

(Based on: Land and Natural Resource Planning and Management, Charles W. Johnson, Johnson Strategy Group, Inc.)

Conflicting Goals within Alternatives

During the development of alternatives, it is frequently discovered that some goals and objectives are in conflict with each other. For instance, one goal may emphasize the maximization of grazing

in pinyon-juniper woodlands while another emphasizes maximum large game production. To resolve the apparent conflict, the IRMP Core Team may:

- ▶ Adjust the goals and objectives, being sure to remain consistent with the tribal vision (this is done very cautiously so as not to change the overall direction of the tribe's vision).
- ▶ Modify the alternative to resolve the conflict.
- ▶ Develop alternatives which create management units which have different management actions; for instance, one management unit type which places an emphasis on livestock and another which emphasizes wildlife.

EXAMPLE: Use of Management Units or Zones in an IRMP

As discussed in Chapter 4, a reservation can be subdivided into management areas or zones with different sets of management actions created for each zone.

In writing the Warm Springs forested lands portion of the IRMP, the tribe provides the following explanation of why management zones were created.

In response to the issues and concerns, and considering the multiple capabilities of the Forested Area lands, eight different land management uses or options were identified. These management options came to be called management zones. Management direction was written for each management zone... The management direction for each zone includes a management goal, a description of the management emphasis, and a listing of the standards and best management practices that apply within the zone.

EXAMPLE: Spokane Tribe's Dominant Resource Zones

The IRMP for the Spokane Indian Reservation describes five management zones, each with a list prioritizing uses.

<u>Zone</u>	<u>Dominant Resources</u> (Listed in Order of Priority)
Riverbreaks	Cultural Sites Water Fisheries/Wildlife Habitat Tribal-Controlled Recreation

EXAMPLE: Spokane Tribe's Dominant Resource Zones (continued)

Mid-elevation Pine	Big Game Winter Range Timber Range/Agriculture
Valley Pine	Water Fisheries Habitat Big Game Winter Range
Upper Plateau	Big Game Fawning Habitat Timber Range/Agriculture
Central Mountains	Cultural Aesthetic Traditional Plants Wildlife Habitat Timber

In the IRMP document, this table is accompanied by a simple map of the reservation depicting the management zones.

3. What is the process for analyzing alternatives?

At this point, each alternative is reviewed to insure that it is consistent with the vision statement, goals, and objectives for which it was developed. The analysis should include the evaluation of socioeconomic, cultural, and environmental impacts and benefits. The main focus of analysis should be to measure the alternatives to determine how well they satisfy issues and concerns and the vision statement.

- ▶ The analysis of alternatives is best conducted by the IRMP Core Team. Input can be sought from technical specialists, the tribal council, and reservation residents.
- ▶ Alternatives are evaluated from quantitative, qualitative, and economic perspectives.
- ▶ A set of analysis criteria against which each alternative is measured is created. Criteria should be as objective as possible and should measure key elements of the plan.
- ▶ The analysis criteria may be complex, but the results should be simply stated.
- ▶ Decision supporting matrices which describe the effects each alternative has on resources of interest are created. They will be placed in the IRMP document and provided to decision makers.
- ▶ During the course of the analysis of the alternatives, it may become necessary to modify certain components of the plan to meet a broader range of goals and objectives or modify alternatives because analysis reveals a flaw in logic or science.

- ▶ The analysis of alternatives should follow a life cycle analysis technique which identifies the full costs of each alternative over the life of the IRMP. In this way, short-term solutions are detected which might have long-term impacts which would go undetected if only a short-term analysis were conducted. The analysis of the life-cycle of the IRMP will also include the effects each alternative will have on quality of life issues and other intangibles.

4. How are outputs of analyses developed?

There are numerous ways to develop outputs during the analysis of alternatives. Outputs are reached through the use of models and can be lumped into two general categories:

- ▶ Quantitative outputs.
- ▶ Qualitative outputs.

Quantitative outputs are the result of a mathematical assessment of the resources. Using analytic models, anticipated outcomes of alternative management prescriptions are generated. The models may be quite simple, for example, producing cumulative acreage estimates as demonstrated in **Table 2-1** below. It is important to note that each alternative should be evaluated in the same manner to insure that outputs can be compared.

EXAMPLE: Systems used in qualitative analysis at Warm Springs.

The Environmental Assessment of the Warm Springs IRMP describes the modeling systems used in this manner:

A number of computer-based processes were used to organize, display, and analyze the resource data used in developing and analyzing the alternatives.

The continuous forest inventory (CFI) timber data was processed by BIA computer programs.... A computer simulator model (Prognosis) was used to estimate the yields of future timber stands. Another computer program, a binary search model called TRIM-Plus, was used to estimate the allowable cut for the plan.... Arc-Info, a computer geographic information system (GIS), was used to organize and display map information and determine acreage of mapped areas. Finally, a procedure was developed and used to estimate the cumulative effects of timber harvesting activities

Qualitative outputs are generated by applying value-based standards to anticipated conditions. Qualitative outputs often use quantitative outputs to help define the level of quality. Frequently, qualitative outputs carry greater weight in making planning decisions because they can be directly related to issues and concerns.

The following four tables are based on those found in the Warm Springs forested area IRMP. They demonstrate the results of the Tribes' alternatives analysis and depict both quantitative and qualitative outputs.

The four alternatives in the examples refer to the Status Quo (No Change) alternative, an alternative with heavy emphasis on timber harvesting (Timber), an alternative with a balanced approach to all resources of interest (Balance), and an alternative which emphasizes high levels of quality wildlife habitat, bio-diversity, and environmental quality (Amenity).

EXAMPLE: Acreage allocation by use type.

Table 2-1: Management Zone Allocations by Alternative

Management Zone	Alternative			
	A Current Management	B Timber	C Balance	D Amenity
Conditional Use	64,609	60,549	60,549	60,549
Forest EM1	0	7,224	7,224	7,224
Forest EM2	0	0	7,418	7,418
Timber	311,232	292,947	185,555	142,889
LTP Islands	0	0	20,404	35,021
Wildlife	0	0	71,121	99,203
Water Resources	4,191	21,086	27,248	27,248
Recreation	1,774	0	2,254	2,254
Visuals	441	441	441	441
Housing	0	0	0	0

Table 2-1 provides estimates of the acreage which will be included in each management zone for each alternative. When combined with a map depicting the locations of the various zones, a clear picture is presented in the IRMP of the management scenarios which will be applied to reservation lands. This table provides only quantitative values.

EXAMPLE: Outputs and effects of each alternative

Table 2-2: Outputs and Effects by Issue and Alternative

Output/ Effect	Issue #	Unit of Measure	Alternative			
			A Current Management	B Timber	C Balance	D Amenity
Fuelwood	4	Cords	2,900	2,000	1,900	1,700
Posts&poles	4	M pieces	5	5	4	3
Xmas trees	4	M trees	50	50	50	50
Cultural						
Plants	7	Acres	42,000 huckleberry 4,000 other	same	same	same
Biological						
Diversity	8	Acres	14,000	14,000	14,000	14,000
Managed						
Old Growth	8,1	Acres	0	0	2,600	2,600
Species						
Diversity	8,1	Trend	Low	Low	Medium	High
Forage						
Production	9	MAUM/Yr.	50.0	62.5	60.0	58.5
Annual Cut	10,13	MMBF	84.5	56.7	53.9	50.8
Water						
Quality	11	Trend	Declines	Maintained	Improves	Improves
Deer	12, 5	# deer	2,000	3,000	6,000	7,000+
Elk	12, 5	# elk	200	300	700	1,000
Anadromous						
Fish	12, 11	Trend	Declines	Stable	Increases	Increases
Budget est.	3	\$MM	3.0	3.0	3.3	3.6
Staff	3	Number	75	75	82	90

Table 2-2 provides a comparative summary of the physical outputs from each alternative. Each category is related to the issue(s) in the IRMP which is related to each output. The results depicted in this table reflect both quantitative and qualitative outputs.

EXAMPLE: Analysis of alternatives' revenue levels.

The following example is based on a similar table in the Warm Springs Forest IRMP. The numbers have been altered.

Table 2-3: Annual Timber Harvest Trade-offs Analysis

Management Zone	Alternative			
	A Current Management	B Timber	C Balance	D Amenity
Projected Timber Revenue	\$5,000,000	\$4,500,000	\$3,750,000	\$3,000,000
Projected Timber Revenue Trade-offs				
Wildlife	\$0	\$0	\$25,000	\$100,000
Wildlife/Thermal cover	\$0	\$0	\$10,000	\$20,000
LTP Islands	\$0	\$0	\$210,000	\$275,000
Visuals	\$20,000	\$0	\$20,000	\$20,000
Riparian Areas	\$5,000	\$110,000	\$155,000	\$225,000
Conditional Use Areas	\$250,000	\$250,000	\$250,000	\$250,000
Forage	\$0	\$0	\$7,000	\$15,000
Cultural Values	\$4,000	\$4,000	\$4,500	\$7,000
Total Timber Revenue Trade-off	\$279,000	\$364,000	\$681,500	\$912,000

Table 2-3 provides an economic overview of the potential income to be derived by the Tribe under each alternative. Timber harvest revenue trade-offs represent the opportunity cost (in terms of timber revenue foregone) of constraining the timber harvest to satisfy the Tribal objectives pertaining to non-timber resources.

EXAMPLE: A matrix indicating the relation between the alternatives and the issues and concerns of the public.

Table 2-4: Ranking of Alternatives Relative to Public Issues and Concerns

Issue and Concern	Alternative			
	A Current Management	B Timber	C Balance	D Amenity
1. Conditional Use Area	2	3	3	3
2. Cost of Implementing and Monitoring Plan	1	2	3	3
3. Employment & Economic Development	3	3	2	2
4. Fuelwood/Small Wood Products	3	3	2	1
5. Recreational Opportunities	3	3	3	3
6. Forest Appearance	1	2	3	3
7. Archaeological and Cultural Management	3	3	3	3
8. Biological Diversity Maint.	1	2	3	3
9. Range Resource Mngt.	1	2	3	3
10. Timber Management	1	2	3	3
11. Water and Riparian Mngt.	1	2	3	3
12. Wildlife Habitat Protection	1	2	3	3
13. Transportation System Mngt.	1	2	3	3

1 = Low Emphasis 2 = Moderate Emphasis 3 = High Emphasis

Table 2-4 depicts how well each alternative conforms with the ranking placed on the general resource activities received through public input. The values expressed in this table are qualitative values.

5. How does the IRMP Core Team select the and recommend the Preferred Alternative?

The recommendation of the Preferred Alternative to the Decision Makers is the responsibility of the IRMP Core Team. It is then up to the tribe's legislative body to select the alternative which will be implemented. The selected alternative does not have to be the Preferred Alternative.

- ▶ The Team's recommendation is based on its understanding of the tribe's vision, goals, and objectives and their best professional judgement of how to achieve them.
- ▶ Documentation and the results of the analysis of alternatives is relied on heavily during the selection process.
- ▶ The explanation of the recommendation is developed and becomes a section of the IRMP document.
- ▶ The IRMP's alternatives are often reviewed with policy/decision makers (for example: tribal program managers and council members and the BIA superintendent), prior to formal submission of the plan to the tribal council for adoption.

GROUND RULES

- ◆ The creation of alternatives is the formalization of the steps of creative planning that any good manager utilizes when making a decision.
- ◆ Alternatives are best created and evaluated using a team approach.
- ◆ Alternatives must be biologically, socially, and economically feasible.
- ◆ Create and maintain documentation of the processes used, materials utilized, alternatives which are discarded (with an explanation of why), minutes of meetings, and results of all analyses.
- ◆ The chance of identifying one alternative which maximizes all goals and objectives is very small. Use of management zones, each with a different resource management prescription, can allow reconciliation of what appear to be conflicting goals and objectives.
- ◆ All alternatives are measured against the tribe's issues and concerns as stated in its vision statement(s).
- ◆ The matrices generated during the analysis of the alternatives will be used to directly support the textual explanation of the alternatives and their differing consequences in the IRMP document.
- ◆ The assessment of alternatives may naturally lead to the generation of additional alternatives. Starting the planning process with a pre-defined set of alternatives can stifle creativity, thereby limiting choices.
- ◆ Alternatives are packaged and presented so decision makers and the public can understand them.
- ◆ Alternatives are best understood when presented with output tables and related maps, photos, and other graphics.

- ◆ The IRMP Core Team recommends the Preferred Alternative. The tribal decision makers actually select the alternative they wish which may or may not be the Preferred Alternative.

CONCLUSION

Writing the alternatives, assessing their relative worth relative to the tribe's values, and selecting the preferred alternative can be a time consuming set of steps in the IRMP process. It is possible that the alternatives are "run up the flagpole" to see what people think of them prior to formalizing them. Once the preferred alternative is selected, all the steps which need to be considered to create the draft IRMP document have been completed.

“It does not require many words to speak the truth.”

Chief Joseph - Nez Perce

Chapter 8 - The IRMP Becomes a Document

IRMP Draft, Review, and Comments

CHAPTER OVERVIEW

Writing the IRMP requires the application of numerous skills. The document is organized to flow smoothly. It is written to be easily understood. A broad-based review of the document's contents is conducted by all parties involved and then the document is published and distributed.

1. How should the IRMP be organized?

- ▶ The IRMP document can be organized in a wide range of styles and formats.
- ▶ Basic format is determined during the development of the IRMP work plan (see Chapter 4).
- ▶ Additional formatting issues are decided during development of the reservation resource assessment and the drafting of alternatives.
- ▶ Professionals to do the writing and layout?

2. Who should review the document and how should the review be conducted?

- ▶ Initial review is conducted by staff and tribal decision makers.
- ▶ Solicitation of written comments, holding of hearings, and conducting work study sessions are ways to collect comments.
- ▶ Document, document, document.

3. How are comments collected and incorporated in the document?

- ▶ All comments are in writing.
- ▶ IRMP Core Team, with liaison from the tribal decision makers, evaluates comments, adjusts document and prepares final draft.

4. How is the document published?

- ▶ Do as professional a job of publication as funding will allow.
- ▶ Broadsides and 3-ring binders.

DEFINITIONS

Key Terms

Final IRMP Draft - The IRMP document that is presented to the decision makers for adoption.

GUIDELINES

1. **How should the IRMP document be organized?**

Four general guidelines which can help when writing an IRMP are:

The IRMP...

- ▶ Is easy to read and understand.
- ▶ Transfers knowledge with clarity.
- ▶ Facilitates correct and timely decisions.
- ▶ Specifies and encourages action.

To insure that the document meets the above guidelines:

- ▶ Design the layout of the document prior to production of the draft to insure that the format accomplishes what the IRMP Core Team wishes it to. General format questions are addressed during the development of the IRMP Workplan
- ▶ Have a process to plan, draft and edit the IRMP document and follow it.
- ▶ Assess the readers' needs through an audience analysis.
- ▶ Communicate technical information in as non-technical a manner as possible.
- ▶ Use charts and graphs to effectively communicate technical data.

IRMP Insight: Writers, Graphic Artists, and Editors

Developing a document the size of an IRMP is a major undertaking. Consistency of appearance and the manner in which the document "reads" are critical. It should appear to the reader that the document was written by a single writer, meaning that the style and use of language should be consistent throughout the document.

- ▶ Serious thought should be given to hiring a skilled writer or editor.
- ▶ If at all possible, the editor should not be one of the writers. At a minimum, a writer should not be expected to edit their own work.
- ▶ A layout specialist will produce a publication quality document.

The IRMP document can be organized in any number of ways. If it is to be a NEPA document, it must include the elements identified within the law and the Council on Environmental Quality guidelines.

To offer examples of the range of possible ways to organize the document, outlines of three tribal IRMPs follow:

EXAMPLE 1: Outline of the IRMP for the Forested Area of the Confederated Tribes of the Warm Springs Reservation of Oregon

Volume I The Integrated Resource Management Plan

Adopting Ordinance 74

Tribal Council Decision Document

Introduction

Basis and Need for Decision

Authority

Tribal Council Decision

Implementation Direction

Environmental Consequences of This Decision

What the Plan Does and Doesn't Do

Amendments

Relationships to Other Plans

Executive Summary

Chap. 1 Purpose

Planning Philosophy

Goals

Chap. 2 Management Direction

Forest-Wide Standards

Forest-Wide BMPs

Management Zone Prescriptions

Chap. 3 Implementation and Monitoring

Level 1 Planning - non-site specific planning - Resource Management

Interdisciplinary Team

Level 2 Planning - Projects

Project Approval Process

Enforcement

Responsibility and Authority

Monitoring and Evaluation

Amendment and Revision

Warm Springs IRMP Outline (continued)

THE IRMP

Chap. 1 Purpose, Plan Content, and Forest Description

Purpose

Planning Philosophy

Goals

Planning Objectives

Plan Content

Forest Area Description

Chap. 2 Management Direction

Introduction

Resource Goals, Objectives, and desired future conditions

Forest-wide Standards and BMPs

Management Zone Prescriptions

Chap. 3 Implementation and Monitoring

Introduction

Planning Direction

Enforcement

Monitoring and Evaluation

Direction of Evaluation of Implementation and Monitoring Results

Amendment and Revision of IRMP

Volume 2 Environmental Assessment of the IRMP

Chap. 1 Purpose and Need for Action

Purpose and Need for Action

Public Issues and Management Concerns

Chap. 2 Management Alternatives

Introduction

Alternative Development

Alternatives Considered but Eliminated from Detailed Study

Summary of Alternatives

Alternatives Addressing Public Issues and Concerns

Warm Springs IRMP Outline (continued)

Chap. 3 Affected Environment

Introduction

Reservation Setting

Physical Aspects

Biological Aspects

Social and Economic Aspects

Chap. 4 Environmental Consequences

described by resource area

List of Preparers

Glossary - Acronyms and Abbreviations

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Map Atlas

Volume 3 - Appendices

Watershed Management Methods

Wildlife Management Plan

Conditional Use Analysis Report

Warm Springs Indian Reservation Fishing Regulations

Warm Springs Indian Reservation Soil Classification

Review of the IRMP by Oregon State University

EXAMPLE 2: Organizational Outline of the IRMP of the Jicarilla Apache Tribe

Volume 1 Existing Conditions and Issues Profile

Acknowledgments

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B. Consultation Process

C. Volume 1 Building Blocks

D. Assessment Graphic

Chapter III Reservation Setting

A. Regional Setting

B. Historical Perspective

C. Resource Baselines

Chapter IV Tribal Organization

A. Overview

B. Historical Tribal Resource Agencies

C. Committees and Commissions

Chapter V Zone of Influence

A. Concept

B. Regional Considerations

C. Objectives, Purpose, and Need

D. "Keystone" Industries

E. Impact Issues

Chapter VI Strategic Framework and Alternatives

A. Vision

B. Planning Context

C. Reservation-Wide Management Alternatives

D. Cross Cutting Themes

Chapter VII Tribal Youth Visioning Workshop

A. Overview

B. Workshop

C. Agenda

D. Highlights.

E. Exercises

Outline of the IRMP of the Jicarilla Apache Tribe (continued)

Chapter VIII. Water Resources

- A. Existing Conditions
- B. Programs and Policies
- C. Issues Impacting the Planning Sector
- D. Policy Needs to Deal with Existing Conditions and Issues

Chapters IX through XX used the same outline to describe 12 additional resources of value for the reservation.

Volume 2 Goals and Alternative Management Policies

Locator Map

Acknowledgments

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Chapter I. Purpose of Volume 2

- A. Introduction
- B. Integrated Resource Management Plan - Definition and Framework
- C. The IRMP Goals
- D. IRMP Volume 2 - Scope of Accomplishment
- E. Planning Process and Methodology
- F. The Next Step in the Planning Process

Chapter II. Quality of Life Goals

- A. Introduction
- B. Category Goals in Priority Order
- C. Priority Goals/Existing Programs and Policies/Proposed Policy Alternatives

Chapters III through VI contained the same outline for the following topics: Quality of Environment Goals, Resource Protection and Development Goals, Organization Development Goals, and Human Development Goals.

Chapter VII. Policy Needs to Deal With Existing Conditions and Issues

- A. Introduction
- B. Water Resources - Policy Needs

Section C through N provide the policy needs for the remaining resources of value.

Outline of the IRMP of the Jicarilla Apache Tribe (continued)

Chapter VIII. Department Management Objectives

- A. Introduction
- B. BIA Forestry
- C. BIA Natural Resources
- D. BIA Facilities Management
- E. BIA Realty
- F. Department of Education
- G. Department of Public Safety
- H. Revenue and Taxation
- I. Livestock Services
- J. Jicarilla Construction
- K. Tribal Credit
- L. Indian Health Service
- M. Tribal Contract Roads
- N. Environmental Protection Office
- O. Finance
- P. Health and Social Services
- Q. Jicarilla Housing Authority
- R. Economic Development
- S. Department of Labor
- T. Tribal Realty
- U. Public Works
- V. Game and Fish

Chapter IX Implementation Issues

- A. Introduction
- B. Social Issues That Need to Be Addressed
- C. Realities That Must Be Considered
- D. Major Decisions That Need To Be Discussed/Debated
- E. General Issues/Alternatives

EXAMPLE 3: The Outline of the Integrated Resource Management Plan for the Spokane Indian Reservation

Spokane IRMP

Volume One

Title Page

Signature Page

Resolution Adopting the IRMP

Dedication

Acknowledgments

The Way the Plan Is Organized

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 - B. Primary Goals of the IRMP
 - C. Basic Concerns of the IRMP
 - D. Values Fundamental to the IRMP
 - E. Primary Changes and Anticipated Results
 - F. The IRMP Environmental Assessment
- II. Introduction
 - A. Purpose and Authorization for the IRMP
 - B. Satisfaction of Planning Requirements
 - C. Compatibility of the IRMP with Other Plans & Policies
 - D. Phased Planning
- III. Background
 - A. Brief History of the Spokane Reservation IRMP
 - B. Description of Spokane Reservation Resources

Outline of the IRMP for the Spokane Indian Reservation (continued)

- (1) Cultural/Historical Resources
- (2) Water Resources
- (3) Vegetation Resources
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- (5) Fisheries and Wildlife Resources
- C. Extent and Present Value of Major Tangible Resources
 - (1) Land Base Value
 - (2) Soils and Minerals Value
 - (3) Water Resources Value
 - (4) Forest Vegetation Value
 - (5) Range and Farmland Value
 - (6) Fish and Wildlife Value
 - (7) Recreational Value
 - (8) Commercial Development Value
- D. Intangible Values
- E. Current System of Resource Management
 - (1) Management of Cultural Resources
 - Items (2) through (11) provide descriptions of the management of other components of reservation resources.
- IV. The Scoping Process
 - A. Primary Issues & Concerns
 - B. Values Fundamental to the IRMP
 - C. Goals of the Resource Management Programs
 - (1) Statuary Goals (General)
 - (2) Management Goals (General)
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- V. Direction Resulting from Scoping
 - A. IRMP Goals, Objectives and Tasks
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 - E. Ongoing Improvement of Natural Resources Management
 - F. Phase II Planning

Outline of the IRMP for the Spokane Indian Reservation (continued)

Volume 2

The Way the Plan is Organized

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The Spokane IRMP also has Volumes Three and Four. Volume Three contains documents supporting the text of Volumes One and Two, and Documentation of Scoping, ID Team Involvement, and Public Process. Volume Four is a desk-top reference, containing excerpts from the other volumes and a directory of key contacts.

2. Who should review the document and how should the review be conducted?

The IRMP Core Team is responsible for the distribution of the Draft IRMP and the collection of all comments. The IRMP draft can be reviewed by any or all of the following:

- ▶ A cross-section of the community.
- ▶ The decision makers.
- ▶ The professional and technical staff.
- ▶ Outside agencies, universities, and the BIA Regional or Central Office.

The review period should be long enough to allow those who truly wish to review it an opportunity to do so, but not so long as to let the process lose its momentum. Between 30 and 45 days is suggested. This should allow adequate time for individuals to thoroughly review the document.

ISSUE: Limitation of the IRMP Review

It may be decided that a full review of the IRMP should be limited to decision makers and program managers and that the document should not be presented to the general public during this period. The reasoning behind such a decision might be that the plan is already based solidly on public input and that going to a public review process can be costly in both time and budget. At the same time, by allowing the public to review the IRMP, they are allowed to see for themselves that the issues and concerns they raised were considered. The IRMP Core Team or the tribal decision makers need to decide if they are comfortable excluding public input at this point.

Distribution - The Draft IRMP should be given broad distribution within the groups selected for comment and this can be accomplished in many ways.

- ▶ Each Decision Maker should receive a personal copy and they should be encouraged to provide written comments to the IRMP Core Team.
- ▶ Personnel from each organizational unit affected by the IRMP and other interested groups should be asked to review the Draft IRMP, again providing written comments.

The public can be provided an opportunity to review the draft document in the following ways:

- ▶ It may be given to selected groups of individuals who have shown an active interest in the planning process.
- ▶ It can be placed in public places such as community centers, libraries, tribal administrative centers, schools, and BIA offices for the general public to review. When placing copies in this manner, care should be taken to make sure that the document is easily accessible, that supporting maps and other information are available, and that there is a place for reviewers to sit and read the document as well as write out their comments. A depository for written comments can be placed at each site.

- ▶ A synopsis of the plan printed in a local newspaper can be an effective tool for educating reservation residents about the IRMP.
- ▶ Just as issues and concerns can be developed through public meetings, community review and comments can also be conducted through a series of meetings. Community meetings provide an excellent opportunity for the IRMP Core Team to educate the public with regards to the IRMP as well as gather comments.

EXAMPLE: Distribution of the Draft IRMP for Review

During the development of their Comprehensive Resources Plan, the **Confederated Salish and Kootenai Tribes** distributed individual copies of their draft comprehensive plan to the following:

- ▶ The mayors of incorporated cities within the reservation.
- ▶ The county commissioners for the four counties the reservation touches
- ▶ Key county, state, and federal agencies, and BIA and tribal department heads.

Public display copies were placed in the high school, college, and community libraries on the reservation and in two nearby towns. In addition, public meetings were held with reservation residents to inform them of the plan, let them know where copies were located, and gather comments.

The **Hoopa Valley Tribe** produced a short videotape. The tape discussed the proposed plan, its potential impacts, and included video examples of what the results of the various management actions would look like. The tape was distributed to tribal members to garner public interest, inform them of the possible outcomes of the planning effort, and solicit their input.

Comments - The collection and sorting of comments feeds into the process that creates the final draft.

- ▶ All comments need to be placed in writing and become a part of the permanent IRMP record.
- ▶ Comments may be general or very specific in nature and each individual reviewing the IRMP should, if at all possible, write their own comments down.
- ▶ If comments are collected at meetings, a Recorder should write comments on a flipchart or chalk or marker board so that meeting participants can see them and acknowledge that they are correctly recorded.
- ▶ Although most comments will focus on the alternatives, comments should be solicited for all portions of the Draft IRMP. This can include such areas as format, grammar, and spelling errors.

3. How are comments incorporated in the document?

After all comments have been received they are sorted based on the section of the IRMP to which they are related. Similar comments are consolidated and may be assigned a weighted value which indicates the number of individuals who made similar statements.

Once the comments have been consolidated, the IRMP Core Team:

- ▶ Reviews the comments.
- ▶ Determines the action to be taken for each, being sure to keep notes on decisions related to each group of comments.
- ▶ Assigns the necessary actions to incorporate the comments to the appropriate personnel for action.

It is not necessary that the IRMP be changed to reflect each and every comment. Many comments will be suggestions which, if included, would create conflicting management practices or move the IRMP outside of its guiding vision. If the IRMP is not modified to meet a review comment, it should, as part of the general documentation for the IRMP, be documented as to why changes weren't made..

ISSUE: Major Revisions Due to Comments

It is possible that comments may lead the IRMP Core Team to reevaluate actions and decisions it has made and opt to re-do significant portions of the IRMP document. This is a major decision and must be made with the full understanding and agreement of the decision makers. Changes may be so significant that it is prudent to return to the earlier step of the planning process where the section being modified was created, reinitializing the process at that point, and following it forward again to its conclusion.

4. How is the document published?

Publishing the document can be done by the tribe or through a publishing or copying service. The type of illustrations in the document will dictate the cost of publication by dictating that certain reproduction services be used (full color, two color, photographs, drawings). For example, if the decision was made to include color graphics as an integral part of the document, costs will be high because reproduction will require sophisticated techniques. If the graphics are gray scale (black and white) and can be reproduced on a xerographic device, costs will be significantly less. This, of course, plays a major role in the expense of publication.

The method of binding the document can also play a major role in costs. The use of three-ring binders is suggested. It allows the plan to be easily modified if last minute changes need to be made

and will make it easy to update copies as changes are made over time. Having the document bound in a three-ring binder also allows easy copying of sections for distribution.

IRMP INSIGHT: An IRMP Broadside for General Distribution

At the same time the IRMP document is being published, thought should be given to the best means to distribute the information and decisions contained in the IRMP to the general public. Although printing enough copies of the document to distribute one to each interested individual is laudable, the costs of doing so may be quite high.

An alternative is the development of an executive summary using a tabloid or newspaper “broad-side” format which can be printed cheaply and given wide distribution. If this approach is taken, design of the broadside should be conducted as the IRMP document itself is being readied for printing. In this way, it can be distributed during a final hearing and after adoption, possibly as a special supplement to the tribe’s newspaper.

The broadside might contain:

- ▶ A map of the reservation and other maps as needed to demonstrate the reservation setting and the preferred alternative.
- ▶ A description of the current resource status.
- ▶ The historical profile of the tribe(s).
- ▶ Summary of the vision, goals, and objectives including the implementation priorities.
- ▶ A description of the planning process.

GROUND RULES

- ◆ Each component of the natural resource is provided equal treatment in the IRMP document by using a standardized format.
- ◆ Chapters need to be sized so that they are manageable.
- ◆ Keep a balance between text and exhibits.
- ◆ Detailed technical material and map atlases can be placed in a separate document and referenced by the IRMP document.
- ◆ If possible, secure the services of a skilled editor and layout specialist.
- ◆ For ease of changing and updating the IRMP document, utilize a three-ring binder format with tabbed dividers.

- ◆ Final review and comments are conducted internally and with formal developmental partners such as the BIA.
- ◆ The vision, goals, and objectives are always the final arbiter for interpretation of the IRMP.
- ◆ If major changes are made at this point, it may indicate a significant flaw in the process.

CONCLUSION

Organizing, writing, and publishing the IRMP document requires personnel who are skilled in writing, editing, and document layout. Producing an easy to read, concise, and complete IRMP document sets the stage for the final step in the planning process: the adoption of the plan by the tribal decision makers.

Our actions and decisions not only have short-term consequences, but can impact the environment for generations. Resource management planning should provide for the economic and cultural security and health of the Confederated Tribes of Warm Springs and its Tribal members by adequately considering these consequences and impacts.

**Integrated Resource Management Plan for the
Forested Area, Confederated Tribes of Warm
Springs**

Chapter 9 - The IRMP Lives

Final Review, Adoption, and Implementation

CHAPTER OVERVIEW

1. Who performs the final review and what is it intended to accomplish?

- ▶ The IRMP Core Team is responsible for the final review.
- ▶ Three final checks: proof reading, format check, content review.
- ▶ A final hearing and work study session.
- ▶ Presentation to the tribal council.

2. How is the IRMP adopted?

- ▶ Decision Maker action.

3. What adoption actions need to be taken by the Federal sector?

- ▶ The BIA and other organizations need to comply with their role as identified in the Memorandum of Understanding and as directed by federal legislation.
- ▶ If the IRMP is also a NEPA document, the appropriate BIA decision maker needs to issue the Record of Decision.

4. Who receives copies of the completed document?

- ▶ Distribution to management.
- ▶ Distribution to district offices or chapter houses.
- ▶ A “broadside” for distribution to individuals.
- ▶ Making the IRMP accessible to the public.

5. **How is the IRMP implemented?**

- ▶ Regulatory implementation.
- ▶ Programmatic implementation.
- ▶ Management system changes.

DEFINITIONS

Key Concepts

IRMP Implementation - The development of organizational and action plans which use the IRMP as the basis for all subsequent management actions and the follow-through to insure the plans are used.

Key Terms

Adoption - Formal action by the decision makers, usually the Tribal Council, that serves as an instruction to resource managers to base all management planning and actions on the IRMP.

GUIDELINES

At this point, the IRMP document is close to being completed. The closing steps include final adjustments to the document and adoption by the Tribal Council. Once these steps are completed, the implementation of the plan begins.

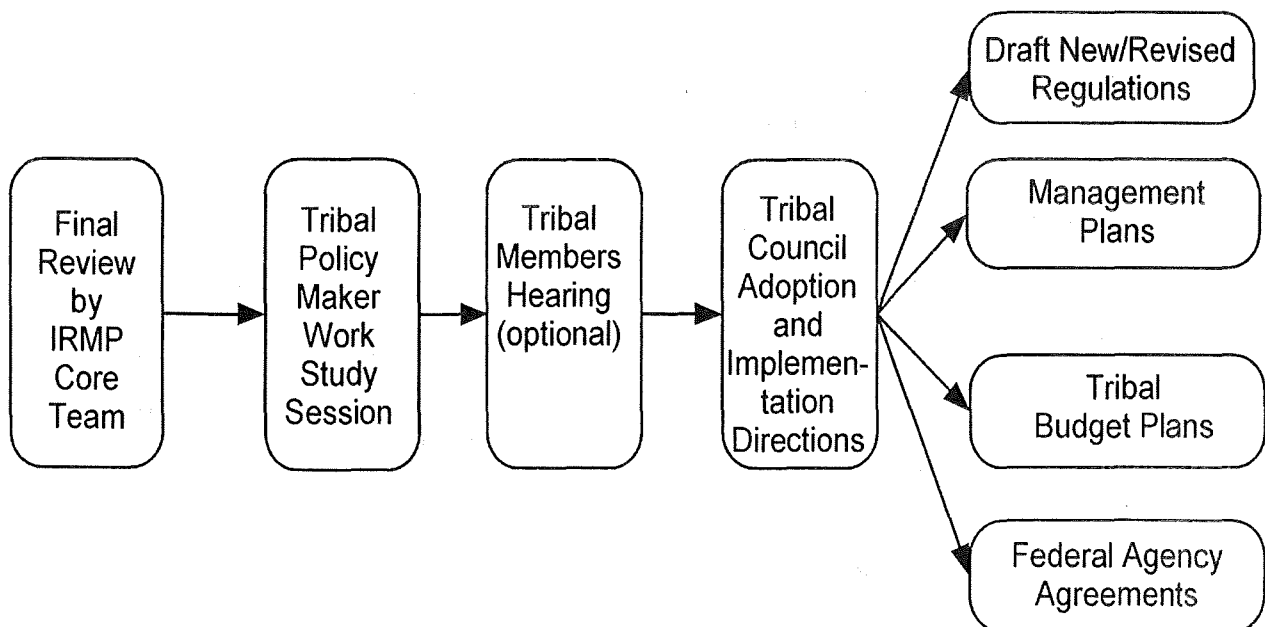


Figure 9-1 - The Closing Steps

1. Who performs the final review and what is it intended to accomplish?

The intent of the final review is to find and correct any remaining errors making sure the IRMP document is ready to be adopted. The final review is made by the IRMP Core Team and any supporting personnel deemed necessary.

ISSUE: Keeping in step with the Tribal Council.

During the final stages of the IRMP process, it is very important to keep the Tribal Council and other Decision Makers informed with regards to the plan. It can be a good idea to include members of the Tribal Council as liaison members of the final IRMP review group. Although this is not necessary, including a council member or members reduces the chances of last minute surprises for them as well as the IRMP Core Team.

The review is broken into four parts:

- ▶ Proofreading.
- ▶ Format checks
- ▶ Finding and correcting factual or conceptual errors.
- ▶ Tribal Council work study session.

Proof Reading - Finding and correcting typographical and grammatical errors is the most straightforward of the final review actions. At the same time, it entails a word-by-word, sentence-by-sentence, paragraph-by-paragraph assessment and is very time consuming process.

IRMP INSIGHT: Proof reading the document.

It is difficult to proof read one's own work. Proof reading is best accomplished by someone other than the person who wrote the sections being reviewed, or, better yet, by an independent editor skilled in this type of document review. If an writer/editor was employed earlier in the process, they may be able to recommend a good proof-reader for the tribe to use.

Format Checks - As part of the proof reading process, the document is reviewed to insure that all format standards have been complied with. This insures a consistent appearance for the document and eliminates confusion which can be introduced if format errors aren't caught.

Things to look for include:

- ▶ Does the format flow easily or is it choppy and cluttered?
- ▶ Does the entire document "read" the same? In other words, does it read like only one person wrote it?
- ▶ Is the writing style consistent?
- ▶ Are fonts and text sizes consistent throughout the document?

IRMP INSIGHT: Make Maps Easy to Read by Paying Attention to Map Layouts

A common problem with GIS maps is the packing of too much information onto a map. This can leave it cluttered and difficult to understand. Make sure maps are clear, presenting only as much information as can be easily interpreted by the general reader. If possible, use the same layout for all maps. In this way, it is easy to find the legend, date, and scale for each map presented in the document.

Review for Content - At his point in the process, the document has already been reviewed several times, but one final review of the content of the document to confirm that the Preferred Alternative conforms with the final tribal vision statement is recommended. Previous reviews and comments should have detected most potential content errors, but some may have been introduced during the modifications made to the document after the Review and Comment phases of the process.

ISSUE: Finding a need for significant changes.

If substantial errors in content are discovered and subsequently corrected, a studied decision needs to be made relative to the need to provide another opportunity for public and professional review and comment. The IRMP Core Team may find itself in a similar position if the Tribal Council directs that significant changes be made to the IRMP after the IRMP Core Team thought they had a final draft.

Allowing stakeholders to review and comment on the significant change will delay the adoption and implementation of the IRMP. At the same time, it will insure that those who contributed to the plan and must support it for it to be successful have reviewed and accepted the changes. Part of the concept of IRMP is that it is a process open to participation of those who will be affected by it. Undermining that process just prior to adoption and implementation may cause a serious loss of confidence in the plan.

The Last Work Study Session and Formal Presentation to the Decision Makers

Prior to the action to adopt the IRMP, a formal presentation of the IRMP is made to the Decision Making body. The presentation can include a review of each of the primary sections of the IRMP, discussing all the alternatives while focusing on the preferred alternative. Adequate time should be allotted for questions.

The IRMP Core Team and Decision Makers may decide to make this a work study session as opposed to a formal presentation. In this way, a more open format is used which can assist in the exchange of information between those present. Necessary technical experts should be in attendance to provide answers. The IRMP Team Leader should have an understanding with the Decision

Makers as to the extent to which changes can be requested. This final review session is not the time to identify major changes.

Although the IRMP can be adopted at the review meeting in which the presentation is made, it often works to have the adoptive action occur at a later date. This allows the Decision Makers an opportunity to discuss the issue among themselves as well as with constituents and gives the IRMP Core Team an opportunity to make any last minute changes derived from the work study session.

IRMP INSIGHT: A Decision Makers Map Atlas.

Presentation of the IRMP to the Decision Makers can be greatly assisted if an atlas is developed which contains the more important maps and charts used in the presentation. This allows those receiving the presentation to more clearly understand what is being said, giving them a greater understanding of the IRMP and its benefits and impacts. A small number of additional atlases can be made for distribution to the public attending the presentation, especially those who may have vision problems and wouldn't be able to see charts and maps at a distance.

A good size for the atlas is 8½ by 11 or 8½ by 14 and color is recommended if the large format presentation exhibits are in color.

Is A Final Hearing Necessary?

Once the IRMP has been presented to the Decision Makers and they have been given an opportunity to review the plan, ask questions and suggest alterations, it may be decided to allow the public one final opportunity to comment. One method to do this is through a final hearing before the decision making body.

If it is decided to conduct a final hearing, it should:

- ▶ Be widely publicized
- ▶ Have an agenda.
- ▶ Include a review for those attending of the process used to develop the IRMP.
- ▶ Include an overview of the alternatives and a more detailed presentation of the preferred alternative. Use adequate numbers of large format charts and maps to clearly portray plan activities and their locations.

It may be that public input has been such that holding a public hearing at the very end of the project would be more disruptive than helpful. Holding one is truly optional.

2. How is the IRMP adopted?

Once the IRMP has been modified to reflect comments received during the final discussion, it is submitted to the Decision Makers for formal adoption.

- ▶ The IRMP Core Team may provide recommendations to the Decision Makers as to how adoption should be accomplished, but the Decision Makers take the formal action necessary to adopt and then direct implementation of the plan.
- ▶ The tribe's constitution may direct that certain processes be followed for such a document to be adopted and may dictate whether the IRMP will be adopted as a resolution, regulation, or ordinance.

EXAMPLE: A Sample Adoption Resolution

The following sample adoption resolution is based on that enacted by the Confederated Salish and Kootenai Tribal Council in adopting their reservation comprehensive plan:

RESOLUTION

Tribal Resolution 2002-1

RESOLUTION TO APPROVE THE TRIBAL INTEGRATED RESOURCE MANAGEMENT PLAN

WHEREAS, the Tribal Council is the duly constituted governing body of the Tribe; and

WHEREAS, there are multiple natural and land-based resources on the Reservation the management of which affects the condition and management of other resources; and

WHEREAS, Tribal and Bureau of Indian Affairs staff have developed a plan based on a tribal vision of the Reservation that addresses resource conditions, management issues, goals, alternatives, and objectives; and

WHEREAS, research and management efforts regarding many resources has led to an interdisciplinary management approach and the Council has selected a preferred alternative of managing all natural and land-based resources in this manner, with an emphasis on protection of cultural, air, water, and wildlife resources; and

Sample Adoption Resolution (continued)

WHEREAS, in obtaining the objectives of the plan, community involvement will be a priority;

NOW THEREFORE BE IT RESOLVED, that the Tribal Council of the Tribe hereby adopts the Tribal Integrated Resource Management Plan to provide an integrated approach, with long-term objectives, for management of the Reservation's natural and land-based resources.

ISSUE: Decision Maker Directions for Implementation

Upon adopting the IRMP, the Decision Makers should formally direct that the plan be put into action, identifying the initial steps to be taken. Directions may include:

- ▶ Development of a budget which meets IRMP needs.
- ▶ A review of the tribal organizational structure to insure it matches IRMP actions.
- ▶ Revision of tribal policies and regulations to bring them in line with the IRMP.
- ▶ Review and revision of existing programs and their related plans to insure compliance with the IRMP and specific direction to BIA for reprogramming actions to meet the comply with the IRMP.

These issues can be addressed within the adoption resolution, or provided managers in a separate document.

3. What adoption actions need to be taken by the Federal sector?

Adoption actions to be undertaken by other organizations involved with the development process should have been spelled out in a Memorandum of Understanding. They need to be undertaken at this time and acknowledgements formally included in the IRMP record.

If the tribe has chosen to develop the IRMP in compliance with NEPA, the BIA must accept the IRMP and issue a Record of Decision signed by the appropriate federal decision maker. Approval or concurrence by the BIA should include agreement to comply with the IRMP. If the IRMP is not a NEPA compliant document, BIA may simply be asked to concur with the plan.

ISSUE: BIA Acceptance of the IRMP

Although there is no statutory or regulatory requirement that directs tribes to have the BIA approve their IRMPs, legislation does direct that Forest Management Plans and Agriculture Management Plans be completed in conformance with a tribal IRMP. This is specified in both the National Indian Forest Resources Management Act (P.L. 101-630 Title III) and the American Indian Agricultural Resource Management Act (P.L. 103-177). Each act further states that an IRMP is a plan which has been approved by the Secretary of Interior.

What this means for the tribe is that if it wishes for the IRMP to be used as a guide by BIA and other federal organizations, it must be accepted by the Secretary of Interior by being co-signed by the appropriate BIA line officer.

In effect, the sign-off by BIA not only complies with the two acts cited above, but also indicates the federal government's agreement to comply with the IRMP. It is, in effect, a government-to-government agreement to use the IRMP to guide all parties efforts in the management of Trust lands.

ISSUE: Coordination with other governmental entities.

The IRMP may impact the manner in which the tribe relates to other governmental organizations. These relationships need to be identified and steps taken to implement Memorandums of Agreement with these various parties, insuring that they abide with the plan. Organizations which fall into this area include: BIA, the Indian Health Service, the Department of Housing and Urban Development, U.S. Fish and Wildlife Service, and state and county organizations.

Memorandums can include the recognition of the IRMP as a guiding force for the actions of other organizations and can be the basis for the assumption of a more visible role on the part of the tribe in decisions these other organizations make regarding issues which affect the tribe and tribal resources.

4. Who receives copies of the completed document?

The adopted plan should be widely distributed. This includes:

- ▶ All Decision Makers.
- ▶ All tribal and BIA personnel who will be expected to implement and comply with it. This will, most likely, include BIA Regional and Central Office units.

- ▶ Organizational units within the tribes governmental hierarchy such as community councils, districts offices, or chapters.
- ▶ Placement of public copies of the IRMP at commonly used public facilities such as schools, libraries, and tribal and BIA offices.
- ▶ Copies should be provided other agencies who may be impacted by the IRMP or who have agreed to conduct their affairs in conformance with the IRMP.

IRMP INSIGHT: Distributing a “Broadside” to Reservation Residents

Just as with distribution of the draft IRMP document during the comment phase, consideration should be given to publishing a synopsis of the plan in a broadside format. This publication can be given wide distribution and at a cost much less than that of broadly distributing the IRMP itself. A number of tribes have chosen to inform their members of the completed plan in this manner and have found it to be an effective means of communication. Complete copies of the IRMP can be placed in public locations as references.

EXAMPLE: Document distribution actions.

The San Carlos Apache Tribe provided copies of the tribal strategic plan to those who had been involved in its development as well as program managers. In addition, a notice was placed in the community paper telling people the plan was completed and identifying locations where it could be obtained. The Confederated Salish and Kootenai Tribes provided copies of the adopted strategic plan to staff and is placing copies in the various libraries for general access.

5. How is the IRMP implemented?

All affected organizational units should be notified of the adoption of the IRMP. This should include a description of the expectations of the Decision Makers relative to its implementation. Some aspects of the IRMP will have immediate impacts on the manner in which resources are managed while others will set the stage for the development of resource specific implementation plans such as Agricultural Management Plans. Two primary steps which will guide implementation need to be conducted immediately after adoption of the IRMP.

- ▶ Update existing and create new regulations to bring tribal codes to maintain consistency with the IRMP.
- ▶ Draw up an implementation workplan, including a schedule. The workplan should include processes by which lower tiered management plans and project proposals are reviewed to insure they comply with the IRMP.

Regulatory Implementation - A review of tribal resolutions, regulations, and ordinances needs to be conducted. This should be the case whether a review was conducted during the development of the IRMP Work Plan or not. Outcomes of the review should include:

- ▶ Adjustments of existing regulations and creation of new ones which bring tribal codes into conformance with IRMP are necessary. For example, existing resource specific plans, fish and wildlife codes, and environmental protection plans and codes written prior to the IRMP may specify management practices which are now in conflict with the IRMP. Chapter 4 discusses options for integrating existing standards with those developed within the IRMP. In addition, the IRMP Core Team can present a specific list of regulatory issues to the tribal governing body and request direction on how to proceed to reconcile the various entities.
- ▶ Identification and resolution of conflicts between older plans and regulatory instruments can be overcome if language is placed in the IRMP which specifies its precedence over older regulations.

EXAMPLE: The Warm Springs IRMP for the Forested Area includes the following:

The Integrated Resource Management Plan was developed under the umbrella of the Warm Springs Comprehensive Plan. Other plans, codes, and resolutions are intended to complement the IRMP and portions may be applicable to the Forested Area.

Examples of such plans are:

1. Tribal Water Management Plan
2. Range Management Plan
3. Fishing Code
4. Wildlife Code
5. Tribal Code Chapter 490: Protection and Management of Archaeological, Historical and Cultural Resources.
6. Forest Implementation Plan

In the event conflicts arise between this plan and other existing plans, codes, or resolutions except the Comprehensive Plan, this Integrated Resource Management Plan will take precedence until the conflict is resolved.

The Land Use Code zoning for the Forested Area is defined by this Plan. The Conditional Use Area resolutions are superseded by the Conditional Use Areas and Zoning designated in this Plan. The buffer strip widths and management guidelines specified in the Streamside Management Plan are superseded by the specification in this Plan.

ISSUE: Failure to perform a regulatory review and update.

Failure to bring tribal regulations into conformance with the IRMP can lead to confusion, especially if the regulations conflict with the IRMP. It is possible that conflicting regulations will impact the tribe's ability to implement the plan.

If the review of regulations was conducted prior to adoption, it would be possible to include language in the adopting resolution which incorporate the regulatory changes at the same time the IRMP is adopted.

Management Plans and Program Implementation - Implementation of the IRMP is a topic far too large for inclusion in these guidelines. At the program level, implementation includes:

- ▶ A thorough comparison of the existing program budget with the vision, goals, and objectives of the IRMP.
- ▶ A review of existing program and project plans to insure conformance with the IRMP, making modifications as necessary.
- ▶ Establishment of a process by which future actions are evaluated to insure they meet IRMP standards.
- ▶ Establishment of monitoring processes that will insure that IRMP goals and objectives are met.
- ▶ Establish a formal, periodic review process for the IRMP which includes means to modify the plan as conditions change.

Budget and Management System Changes - Implementation of the IRMP will impact organizational systems within the tribe (and possibly the BIA). These systems include:

- ▶ The budget development and tracking systems.
- ▶ Reporting hierarchies between organizational units.
- ▶ Administrative systems related to purchases and payments.
- ▶ Employee performance review systems to insure they are tied to IRMP direction.

ISSUE: Integrating the Tribal Organizational Structure

It is not uncommon that tribal/BIA organizational structures do not lend themselves to the high degree of cooperation and communication necessary to fully implement an integrated plan. This is often evident as an IRMP is implemented. It is imperative that the tribe take steps to insure organizational units are managed in an integrated manner.

Trust Agreements - Memorandums of Agreement are drawn up and signed between the various Federal agencies with Trust Responsibilities. These agreements formalize the Federal acceptance of the IRMP as well as the Federal role in implementing it.

GROUND RULES

- ◆ The document must be reviewed from every angle to insure it is readable, presents concepts clearly, and, most importantly, is consistent with the consensus tribal vision.
- ◆ Consistency in format throughout the document reduces the potential for confusion among readers and creates a document of which the tribe can be proud.
- ◆ The final review insures adequate communication between the IRMP Core Team and the Tribal Council. **There should be no surprises at the time adoption is considered.**
- ◆ Simply adopting the IRMP will not insure that integrated resource management will be implemented on the reservation. Follow-through by decision makers, managers, and the public also has to occur.
- ◆ The adoption of the IRMP must specify who is responsible for which implementation action.
- ◆ The IRMP is intended to be a living document. A review and modification process is established to insure the IRMP remains abreast of changing conditions.

CONCLUSION

Completion of an IRMP is not the end of the Planning/Management Cycle, but rather the beginning of a new way of management - an integrated approach to management of reservation resources.

“The wise man must remember that while he is a descendant of the past, he is a parent of the future.”

Herbert Spencer

“Everyone is responsible for implementing an IRMP - the tribal council, the program managers, the professionals and technicians, the BIA. Accountability for implementation is therefore shared, not placed on the shoulders of one individual.”

Charles W. Johnson

Chapter 10 - The Completion of the Management Cycle

Monitoring, Modifying, and Replanning

CHAPTER OVERVIEW

Although not specifically a part of the IRMP development process, the monitoring and modification of the IRMP are critical steps in the integrated resource management cycle. These topics are worthy of their own sets of guidelines, and will be treated only briefly here.

1. Are monitoring and evaluating the IRMP important?

- ▶ Wide variety of ways to monitor and evaluate programs using indicators.
- ▶ Monitoring groups and individuals.

2. We just finished the IRMP, and now we have to think about modifying it?

- ▶ Periodic review of the IRMP.
- ▶ Process for modifications.

3. When is the next IRMP created?

- ▶ The start of the next planning/management cycle.

DEFINITIONS

Key Concepts

Program Monitoring and Evaluation - A formal means of determining whether a program is achieving its desired results.

Key Terms

Monitoring - The use of established measures to determine program and project progress.

Evaluation - Assessment of monitoring results.

GUIDELINES

1. Are monitoring and evaluating the IRMP important?

By monitoring the IRMP and evaluating the findings, the tribe will have a measure of its success in moving towards its vision. Engaging in a monitoring and evaluation program will provide the necessary feedback and also provide a basis for modifying the IRMP to keep it up to date with changing circumstances.

A monitoring and evaluation strategy is created which measures the accomplishments of all field activities to insure they are in compliance with the IRMP. To do so:

- ▶ A process which calls for the regular review of implementation activities is established. The review process may be different for individual components of implementation actions, depending on need.
- ▶ A process to address field activities which are found to be out of compliance with the IRMP is established. This process should also feed into the IRMP review process because it may provide indicators that a portion of the IRMP is no longer in step with tribal needs and concerns. If this is the case, the IRMP is then modified.

Monitoring

Monitoring is the collecting of information which is used to evaluate successes, failures, and overall progress. Program monitoring can be implemented in many ways and, for the purposes of these guidelines, the discussion will be limited to general topics with the expectation that tribes will develop comprehensive monitoring strategies based on local needs and desires.

A successful monitoring program will include:

- ▶ Goals with related measuring systems and standards.

- ▶ Measures which may be quantitative or qualitative. Managers work with scientists, technicians, and others to develop useful inventory and monitoring programs to provide data which can be analyzed to validate progress towards established goals
- ▶ The same measuring strategies should be used in successive monitoring cycles to insure consistency.
- ▶ Monitoring will be conducted throughout the year with a schedule directing the establishment and checking of benchmarks.

Evaluation

A formal review body or committee can be created to conduct an evaluation of the success of the IRMP implementation. This group can include tribal and BIA managers as well as tribal members and representatives of outside organizations.

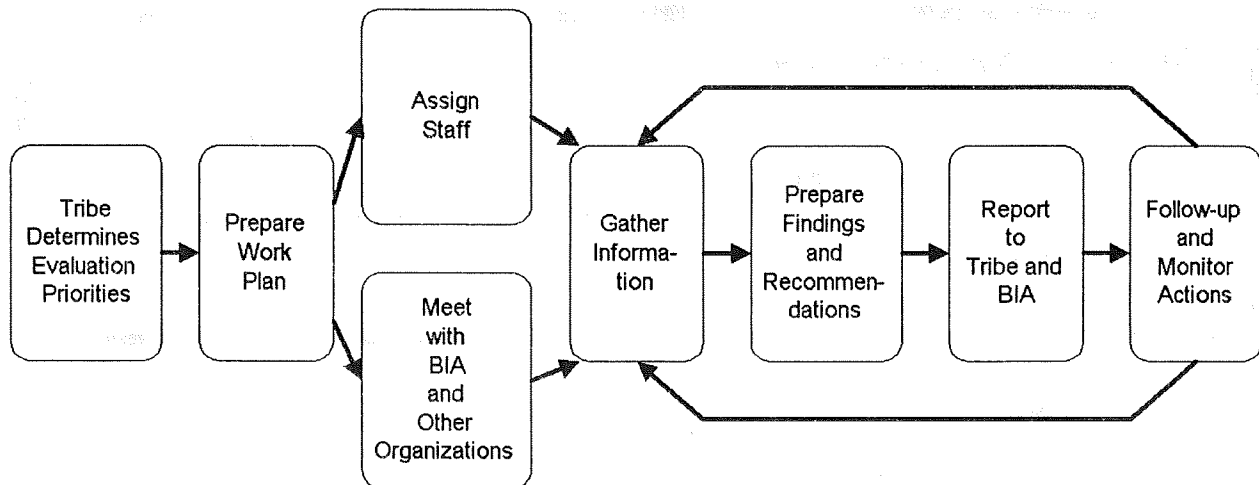


Figure 10-1 - A flow chart of a sample evaluation process.

The evaluation includes the following:

- ▶ A determination of key indicators of changes in the resource. Keys might include measures of resource use or protection or general indicators such as reductions in decision delays, elimination of conflicting resolutions, or an increased ability to adjust to new initiatives.
- ▶ A comparison of the monitored results with the expected results.
- ▶ A review of the degree to which program plans and actions have been modified to incorporate the IRMP’s vision, goals, and objectives.
- ▶ A determination of the fiscal and organizational commitment to the IRMP.

The evaluation determines:

- ▶ Whether the selected alternative has been properly implemented.
- ▶ Whether management resources (funding, staffing) being applied are sufficient to implement the selected alternatives.

- ▶ Whether the assumptions used to develop the selected alternative are still valid.
- ▶ Whether the selected alternative is still appropriate in light of changing tribal/BIA goals and objectives and unanticipated changes in resources and socio-economic conditions.

Alternative Techniques for an IRMP Evaluation

There are numerous ways in which an IRMP evaluation can be conducted. Following are four examples:

1. General Annual Meeting

- ▶ It allows tribal members and other interested parties to continue to be part of the planning and management effort being directed towards tribal resources.
- ▶ It gives resource managers an opportunity to present their activities to interested parties.
- ▶ It serves as a forum for the input of externally developed "monitoring" information which can assist in keeping the IRMP current with expectations.

EXAMPLE: Annual Open Meetings

After the adoption of the tribal strategic plan, the San Carlos Apache Tribe initiated a series of annual public meetings for the exchange of information between the general public and tribal officials and managers. The meetings included discussion of socio-economic as well as natural resource issues. Spirited at times, these workshops allowed tribal members to provide regular input into the planning and management process.

2. Special Tribal Council Work Study Sessions

- ▶ Conducted using variety of study session techniques.
- ▶ Can include formal presentations by professional and technical staff.
- ▶ Can lead to direct Council action to correct deficiencies or implement identified changes to IRMP.

3. Technical Review Teams

- ▶ Results in a technical profile of management activities.
- ▶ Formal report presented to tribal members and tribal council.

4. Incorporation into Annual Program Reviews

- ▶ Monitoring and evaluation of IRMP compliance are tied to annual program reviews.
- ▶ Reviews are frequently tied to existing grants, contracts, and budget.
- ▶ Reports presented through normal reporting channels.

2. We just finished the IRMP, and now we have to think about modifying it?

An IRMP is a living document and a review and update cycle should be established which allows the IRMP to keep abreast of internal and external changes. Instead of dismissing the IRMP as no longer being useful, it should be modified to keep it current. Modifying the IRMP should be viewed as taking steps to improve it.

At a minimum, review and modification actions should be conducted on an annual basis.

- ▶ Adjustments/modifications may be made to either the implementation plans or to the IRMP. It may be that the IRMP has to be adjusted because of new information or the discovery that implementation of the plan in one area has unanticipated impacts on other aspects of the plan and it must be modified to bring it into harmony.
- ▶ The approach to be taken and process to be utilized to modify the IRMP should be spelled out in the document itself.
- ▶ Significant changes should be presented to the Decision Makers for approval. How this is accomplished will vary depending on tribal protocol.
- ▶ If the IRMP is part of a NEPA compliant process, modifications are given to the BIA for approval.

EXAMPLE: Amending the IRMP

The following is an excerpt from the Warm Springs IRMP:

Amendment and Revision of IRMP

Management Plans can and should be modified if conditions warrant. As management goals are applied on the ground or as new information is learned about resources, the Plan's goals and objectives, or activities may be tailored to fit the resource, or planning objectives as stated in the IRMP may be amended by the Tribal Council, as necessary.

Based on the monitoring and evaluation and an analysis of the objectives, standards, and other contents of the IRMP, the Resource Management ID Team [RMID Team] will determine if an amendment is necessary. They will determine if the proposed amendment would result in a significant change in the Plan. If the change resulting from the proposed amendment is determined to be significant, the RMID Team will follow the same procedures as those required

3. When is the next IRMP created?

An IRMP is intended to be a long-term, strategic document. The vision used to create the plan may have been for generations, but the plan's useful life isn't nearly as long. Although procedures are

set-up to provide for regular review and an amendment process is implemented, at some point, a new IRMP will need to be developed. .

Each plan is adopted with a known life expectancy. This is frequently 10 years, but there is no reason why this couldn't be longer provided regular and thorough reviews and updates are conducted. As the end of the IRMP's life-span is reached, the next step of the planning/management cycle is initiated; the creation of a new IRMP. This closes the full strategic management circle.

GROUND RULES

- ◆ Since the IRMP is a very broad plan, it may be to the tribe's advantage to focus on monitoring only key issues to make the monitoring and evaluation process manageable.
- ◆ The IRMP requires care and feeding for it to fulfill its promise. This includes a regular review schedule, modification as necessary, and a commitment to continue the planning/management cycle into the next iteration.
- ◆ Link the IRMP evaluation to established review protocols for grants, contracts, and program performance assessments, if possible.

CONCLUSION

It is not the intent of these guidelines to make the IRMP process appear trivial; it is not. The adoption of an integrated approach for the management of reservation resources isn't just the development of an Integrated Resource Management Plan. It is the adoption of a style of management which is unfamiliar to most tribal and BIA resource management staffs. For it to be successful, it requires the commitment of tribal and BIA Decision Makers, the acceptance and commitment of program managers, and the involvement of reservation residents.

The results of adopting such an approach to resource management will be better management; management that is in step with reservation residents' vision for the future. A higher level of accountability by officials to their constituencies will be developed. A higher level of participation and understanding by those for whom the resources are being managed will occur.

Adopting an integrated approach to resource management will result in a strong expression of tribal control over reservation resources and further tribal movements to tribal sovereignty.

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