### ROAD CONSTRUCTION HANDBOOK Table of Contents

- Presentation of Project Alternatives
  - .l Guidelines for Presentation
- 2. Applicability of Special Requirements
  - .l Involvement of Local Public
  - .2 National Environmental Policy Act
- -- .3 State Clearinghouse Procedures
  - .4 Preservation of Parklands
  - .5 Archaeological Clearances
  - .6 Flood Hazard Clearances
  - .7 Approval of Traffic Control Devices
  - .8 Soil Erosion
  - .9 Highway Relocation Assistance
- 3. Other Agencies` Directives
  - .l Listing
- 4. Quantification of Road Needs
  - .1 Need for Objective Justification
  - .2 Social Considerations
- 5. Reports and Instructions
  - .1 General
  - .2 Instructions for Preparation of Road Construction Schedule
    - A. Format
    - B. Control Schedule Instructions (Form 5-5705)
    - C. Control Schedule Summary Instructions (Form 5-5705A)
  - .3 Instruction for Preparation of Highest Priority Listing of Road Projects (Form 5-5718)
    - A. Form Instructions
    - B. Listing of Projects
    - C. General Operations and Investigation and Planning Amounts
  - .4 Instructions for Preparing Project Justification (Form 5-5714)
  - .5 Instruction for Preparation of Monthly Progress Report.
    - A. General Format
    - B. Monthly Progress Report Instructions (Form 5-5719)
    - C. Monthly Progress Summary Report Instructions (Form 5-5719A)
- 6. Public Hearings on Road Projects
  - .l General
    - A. Purpose
    - B. Objectives
    - C. Definitions

### ROAD CONSTRUCTION HANDPOCK Table of Contents

- .2 Determination of Need for Public Hearing
  - A. Criteria
  - P. Additional Hearing
  - C. Project Announcement When No Hearing Scheduled
- .3 Notice of Public Hearings
  - A. Information in Hearing Notice
  - B. Cancellation of Hearing
- .4 Conducting Public Hearing
  - A. Attendance by Bureau Staff
  - B. Record of Public Hearing
  - C. Informal Atmosphere
  - P. Opening Presentation
  - E. Presentation of Pertinent Information
  - F. Consultation Time
  - G. Written Statements
- Supp. 1, Release Closing Announcement
  I. Reimbursement of Hearing Costs

  - .5 Results of Public Hearing
    - A. Hearing Statement
    - B. Appeals
  - Illustration 1 Quantification of Road Needs Worksheet
    - 2 Strip Maps
    - 3 List of Human, Social, Fconomic and Environmental Considerations
    - 4 Control Schedule, Form 5-5705
    - 5 Control Schedule Summary, Form 5-5705A
    - 6 Highest Priority Listing of Road Construction Projects Form 5-5718
    - 7 Project Justification, Form 5714
    - 8 Monthly Progress Report, Form 5-5719
    - 9 Monthly Progress Report Summary, Form 5-5719A

# ROAD CONSTRUCTION HANDBOOK The Presentation of Project Alternatives

### 1. THE PRESENTATION OF PROJECT ALTERNATIVES

- 1.1 <u>Guidelines for Presentation</u>. <u>Guidelines for program orientation and presentation of planning alternatives to tribes are as follows:</u>
- A. Discuss the interaction of specific proposed road projects to the physical, social, economic, and educational needs of the reservation or community; for example, the road needs of the day schools versus the road needs of farm-to-market roads.
- B. Discuss the relationship of proposed road projects to the overall economic development plan for the reservation or community.
- C. Discuss the movement of people and goods necessary to develop and process resources, such as timber, mining, agriculture, manufacturing, and tourism.
  - D. Discuss the movement of people and goods necessary to encourage velopment of the reservation economy.
- E. If requests are made for road projects that cannot qualify for improvement by the Bureau's road program, discuss any other means available by which such projects may be constructed.
- F. Review statutory and regulatory freedom and limitations of the Roads Program.
- G. Discuss the likely consequences of each available project alternative.
- H. Provide tribes with estimates of future years` funding. This estimate may be used as guidance in road planning.
- I. Inform tribes of the lead time of the events necessary for a road project to go from a project justification stage to a completed road.
- J. Discuss the Roads budget process as it relates to the total Bureau's budget process.

# ROAD CONSTRUCTION HANDBOOK Applicability of Special Requirements

#### 2. APPLICABILITY OF SPECIAL REQUIREMENTS

- 2.1 Involvement of the Local Public. Involve the local public in the planning stage of public works projects, rather than at the announcement of construction stage. The Bureau of Indian Affairs` project planning procedures allow the local public to be involved in the project planning process by (1) the requirement for the presentation of road project alternatives to tribal officials and individual tribal citizens, 57 BIAM 6.3, and (2) the requirement for conducting public hearings on proposed road construction projects, 57 BIAM 9.
- 2.2 <u>National Environmental Policy Act</u>. Compliance with the National Environmental Policy Act and Executive Order No. 11514 shall be as required by Departmental Manual, Part 516, Environmental Quality, and 30 BIAM Supplement 1, Environmental Quality Handbook.

In short, an environmental examination shall be made on all proposed road projects. This analysis shall be performed in accordance with the above manual and handbook and shall be integrated with the budget planning process in scheduling road projects. The detail of this examination may range from a paragraph to a very involved and lengthy impact statement. This assessment is public information. It must be kept on file and may be called for at any time.

2.3 State Clearinghouse Procedures. The Office of Management and Budget Circular A-95 establishes procedures for implementing a Part of Title IV of the Inter-Governmental Cooperation Act of 1968. The objective of this requirement is to increase the cooperation between various agencies and governments in planning and constructing facilities. It is acknowledged that the State Clearinghouses have no approval or disapproval powers over direct Federal road construction projects.

In many locations, the Bureau's Road Construction Program is inter-connected with the state or counties' road construction and other development programs and, therefore, the road development plans should be coordinated. This is especially true where the Indian land is checkerboarded with non-Indian land. It has been determined, therefore, that for the purposes of coordination, the Bureau of Indian Affairs should notify the State Clearinghouses of road projects scheduled for future construction. See Departmental Manual 511.4 for procedural information on direct Federal development projects.

2.4 Preservation of Parklands. The requirements concerning the preservation of parklands as related to the road construction planning process apply to the Bureau's Road Construction Program. These requirements are contained in 23 U.S.C. 138.

# ROAD CONSTRUCTION HANDBOOK Applicability of Special Requirements

- 2.5 Archaeological Clearances. Procedures for complying with the "Preservation of American Antiquities Act" and the "National Historical Preservation Act" are outlined in (1) Departmental Manual, Part 310, Chapter 7, and (2) 25 CFR 132.2.
- 2.6 Flood Hazard Clearances. The implementation of Executive Order No. 11988 pertaining to the management of Federal actions in flood plains is outlined in two directives: 30 BIAM, Supplement 3, Water and Related Land Resources, issued by the Bureau of Indian Affair; and FHPM 6-7-3-2, Location and Hydraulic Design of encroachments on Flood Plains, issued by the Federal Highway Administration, Department of Transportation.
  - 2.7 Approval of Traffic Control Devices. The location, form and character of traffic signs and pavement or other markings installed or used by the Bureau of Indian Affairs shall be in compliance with the Manual on Uniform Traffic Control Devices.
- 2.8 <u>Soil Erosion</u>. Construction practices used by the Bureau of Indian Affairs shall comply with the guidelines for minimizing possible soil erosion from highway construction as established by the Federal Highway Administration.
- 2.9 <u>Highway Relocation Assistance</u>. The requirements for providing highway relocation assistance are applicable to the Bureau of Indian Affairs Road Construction Program. These requirements are contained in Title 23, U.S.C., Chapter 5, and 23 CFR 740.

# ROAD CONSTRUCTION HANDBOOK Other Agencies` Directives

#### 3. OTHER AGENCIES' DIRECTIVES

- 3.1 <u>Listing</u>. Below is a partial listing of some of the more important directives of other Agencies which will be useful in the operation of the Bureau's Road Construction Program. Copies of these documents may be obtained from the Division of Transportation Staff at Albuquerque, New Mexico.
  - A. FHWA PPM 27-1, The General Supervision of Indian Reservation Roads.
    - B. Standard Specifications for Construction of Roads and Bridges on Federal Highway Projects and the accompanying Construction Manual, by FHWA.
    - C. Manual on Uniform Traffic Control Devices, printed by FHWA.
    - D. Standard Highway Signs, by FHWA.
  - E. A Policy of Geometric Design of Rural Highways, by AASHTO.
  - F. Geometric Design Standards for Highways Other Than Freeways, by AASHTO.
  - G. Geometric Design Guide for Local Roads and Streets, by AASHTO.
  - H. Highway Design and Operation Practices Related to Highway Safety, by AASHTO.
  - I. Standard Specifications for Highway Bridges, by AASHTO.
  - J. Circular on Developmental Cost for Housing Projects in Indian Areas, by HUD.
  - K. Title 23, Code of Federal Regulations for Highways.
  - L. FHPM 6-7-3-2, Hydraulic Design of Encroachments on Flood Plains, by Federal Highway Administration

#### ROAD CONSTRUCTION HANDROCK Cuantification of Poad Needs

#### 4. QUANTIFICATION OF ROAD NEEDS

- 4.1 Need for Objective Justification. If the selection of road projects for construction is to have the involvement of the local public, there will be strong pressures directed toward those who are making the selection to support and justify their selection. Often, dissenting groups will question justifications as being subjective. In order to minimize this problem, care should be taken to obtain and use objective justifications for scheduling road projects.
- 4.2 Social Considerations. Many times there is a need for quantifying the social considerations and reasons for placing a road on the priority listing of needs. The Quantification of Poad Needs Worksheet (Form 5-5720 Illustration 1) is furnished as an example of assigning numerical values to the various social reasons for needing improved roads. Strip maps (Illustration 2) show how the area served by each road could be identified for the purposes of measuring the number of Social Penefit Factors as shown in Illustration 1.

This rating procedure is furnished only as an example of a way to quantify the Social Penefit Factors of road projects. Its use is entirely voluntary. Possibly the use of computer time could be arranged to perform the necessary data processing work.

#### A. Instructions for quantifying social needs.

(1) <u>Guidelines for describing the area served by individual</u> roads. Road separation lines are drawn to describe the land area served by the road being evaluated.

Cenerally, the entire reservation is served by a network of primary (Class Two) roads, and each primary road serves a portion of the reservation. The entire reservation could be identified as being served by one of the Class Two roads. Separation lines may be drawn between roads of the same class identifying the area served by the subject road.

Road separation lines often follow natural barriers, such as rivers or mountain ridges. In many cases, the road separation lines bisect the land area between the road being evaluated and the nearest road of the same class and approximately parallel. See Illustration 2 (pages 1, 2 and 3) for examples of road separation lines.

(2) Column A. Measure the number of benefit factor units for a certain standard length, such as each mile or each ten miles, of project in the area served and show in Column A of Illustration 1.

### ROAD CONSTRUCTION HANDECOK Quantification of Road Needs

- (3) Column B. Column B should be the norm or average number of these units for the same standard length, such as each mile or each ten miles, of project which is typical and representative for the reservation or agency.
- (4) Column C. Enter numbers 0, 1, 2, 3 and 4, based on relative difference of the number in Column A as compared to the number in Column B. Number 1 has average weight and number 4 has high weight.
- If the number in Column A is "O" or considerably less than the number in Column B, enter "O" in Column C.

If the numbers in Columns A and B are relatively close to each other, such as 4 and 5, 10 and 15, or 8 and 6, respectively, enter "l" in Column C.

If the number in Column A is 50% to 80% larger than the number in Column B, enter "2" in Column C.

If the number in Column A is two to three times the number in Column B, enter "3" in Column C.

If the number in Column A is more than three times the number in Column B, enter "4" in Column C.

- (5) Column D. Column D should represent the relative numerical value of the benefit factors as determined by the tribe. Use numbers 1 through 4. Number 1 has average value and number 4 has the highest value. The individual line values or the sum of the values of all lines are not important so long as the assigned values represent the relative importance of each benefit factor line. See example in Illustration 1.
- (6) <u>Column E</u>. The indicated arithmetic for each benefit factor line is self-explanatory. Enter the sum of all benefit factor lines in the top space of this column. This figure will then be the numerical quantification of the social values associated with the need for the road that is being evaluated.

### RCADS CONSTRUCTION HANDBOOK Reports and Instructions

### 5. REPORTS AND INSTRUCTIONS

- 5.1 General. This section provides illustrations of the required report forms and instructions. Call letters will be sent out requesting reports, except the Monthly Progress Report, Report 57-18, (Forms 5-5719 and 5-5719A; see Illustrations 8 and 9), which are due in the Central Office the 25th of each month.
- 5.2 <u>Instructions for preparation of the Road Construction Control Schedule</u>. The Road Construction Control Schedule, Report 57-05, consists of the following:

Form 5-5705, Control Schedule, (Illustration 4) which has space for entry of 3 projects, and Form 5-5705A, Control Schedule Summary Sheet (Illustration 5).

#### A. General Format

 $\frac{\text{Column Number}}{\text{numbers on the form.}}$  In these instructions, columns will be referred to by their numbers on the form. The entry space for each project is separated by bold horizontal lines.

Project Line. The first line in each project entry is defined as the project line.

<u>Poute Line</u>. That line directly below the project line in Column 2 is defined as the route line.

Year. After the "19" at the top of the Program and Planning columns, enter the appropriate fiscal year.

Location. On the bottom of Control Schedule form, there is a line for the Area and Agency name. The sheets should be numbered for each Agency or Area. On the bottom of the Control Schedule Summary form there is an approval line for Tribe, Superintendent, and Area Director.

B. Control Schedule Instructions (Form 5-5705; Illustration 4).

COLUMN 1 - Enter general information from road inventory. List county or counties having 25% or more of the route. List congressional district or districts having 25% or more of the route. County and reservation codes are not necessary. Class should agree with the PIA Roads Inventory.

Check "New Construction" if no existing road joins the two terminii, or if more than two-thirds of the existing route will be abandonded.

### ROADS CONSTRUCTION HANDBOOK Reports and Instructions

COLUMN 2 - Project Line: Enter project name and I.D. number as it appears or is to appear on the plans, specifications and estimate submitted to the Federal Highway Administration for approval.

The Project Identification Number is a three-digit number with which the project is identified for computer programming and financial accounting. Numbers will be established in numerical sequence as related to Agency programming. The first digit of the identification number denotes the road class (Class 2 through Class 5) as listed in the current Roads System Inventory. The second digit is the last number of the fiscal year in which the project was started. The third digit is to be assigned locally and follows in numerical sequence. Once an identification number has been assigned to a project, it will remain with the project until completion and capitalization, through two or more fiscal years, if necessary.

A project is defined as planned work on a definite route, or sections, which is to be submitted, or which is approved by the Federal Highway Administration. Wherever possible the project plan estimate should include all work or stages through completion of the planned surface course as shown on the Roads Inventory or as planned for the immediate future. List all carryover projects from prior year and all projects on which work is programmed in current year or scheduled during the planning period. Show project name and I.D. number.

Route Line. Enter route number and section as they appear on the official road system submitted, or to be submitted, to the Central Office. Make entry on this route line for each project. Identify the project within the route by the beginning and ending mile posts.

Plans and Construction Dates. Enter actual or estimated dates of the start of the survey and the actual or estimated dates of completion of plans.

Enter actual or estimated dates of start and completion of construction.

COLUMNS 3 and 4 - Project Estimate: These two columns show the Engineers Estimate of the project. On top line enter the project estimated cost and length as shown on plans, specifications and estimate submitted, or to be submitted, to the Federal Highway Administration. On sub-lines show breakdown of estimate into various cost features as shown in Column 7. Show amount in thousands and length in miles to nearest tenth. If project estimate is not complete, enter estimated amounts. If project cannot be identified by printed cost features, blot out and add in pertinent cost feature. (See 42 BIAM Supplement 2, Financial Management Accounts Handbook.)

The engineer's estimate of cost for all projects, contract or force account, shall be based on prevailing contract unit costs.

### ROAD CONSTRUCTION HANDBOOK Reports and Instructions

The current year program amount for a project may or may not equal the project amount. Several annual programs may be required to finance and construct a project completely.

Equipment rental and construction engineering costs will be included in the project estimate submitted to the Federal Highway Administration.

COLUMN 5 - Enter on the top line the total amount spent on each project during prior fiscal years in thousands and individual cost feature amounts on sub-lines. These amounts should include all of the costs related directly to the project, including all equipment rental and construction engineering charges.

COLUMN 6 - Enter length in miles, to nearest tenth, of work feature accomplished during prior years.

COLUMNS 7, 8 and 9 - Program of Authorization: Includes all work proposed to be accomplished this fiscal year. This includes carryover projects, reprogrammed savings from the previous fiscal year, use of reimbursed funds, and current year allocations.

COLUMN 7 - Cost Feature: The sublines are pre-printed with the standard cost items for road construction and include the following:

- 1. Project total Total amount to be programmed for each project by fiscal year.
- 2. Bridge This includes all costs for material, supplies and labor for construction of a bridge.
- 3. Grade This item includes all costs for materials, supplies and construction costs to complete the grading, including signs and culverts. Fencing costs are included, if the fence is included as part of the road construction project.
- 4. Gravel This item includes all costs of processing, hauling and placing gravel base course or surfacing when the final surface will be gravel.
- 5. Paved This item includes all costs of materials (including gravel), supplies and construction costs for base or surfacing, including staged projects when the final intended surface will be pavement.
- 6. R/W This item includes all costs for right-of-way, including fencing costs where the fence is placed on the landowner side of the right-of-way line and ownership is transferred to the landowner.

# PCAD CONSTRUCTION HANTPOOK Peports and Instructions

- 7. Construction Monitoring This item includes all costs for personal services and other costs to review and evaluate work performed under contract or force account to assure that the work is performed in accordance with the provisions, stipulations, specifications or other requirements set forth in the plans and contractual documents. Includes observations, tests, measurements, examination of work records and other monitoring procedures.
- 8. Travel Cbject Class 21 and 22: All costs for travel and transportation of persons and transportation of things. Includes commercial transportation, rental of vehicles, per diem, freight and CSA rentals.
- 9. Equipment rentals This includes costs of rental equipment to be used on the project. On force account projects this rental will be reimbursed to the equipment account.
- CCLUMN 8 Enter on the top line the total amount to be programmed from the current year's program in each project in thousands. On sub-lines break this amount down into the types of work features programmed for construction and prefix the amount with a designation to identify the method by which the work is to be performed: F Force Account; C Competitive Pid Contract; S funds to be transferred to FHWA or a state; C other than these.

For each of the surface classifications include the required base course of that surface type. Faving should include gravel base—use the gravel line only if that is the final planned surface.

The amounts for projects should not include any Central or Area Office general operations amounts.

CCLUMN 9 - Enter on the top line the project length to be accomplished with current fiscal year funds. On sub-lines enter the length in miles, to the nearest tenth, of the various types of work features programmed for construction. This length is the current year's portion of the total project length shown on the same sub-line in Column 4.

CCLUMNS 10, 13 and 16 - Fnter the agency priority number for the project.

CCLUMNS 11, 14 and 17 - Enter on project line amount proposed for each project. On sub-lines break this project total down to the types of work features which make up the project and prefix the amount with a designation to identify the method by which the work is to be performed: F - Force Account; C - Competitive Pid Contract; S - funds to be transferred to FFWA or a state; C - Other than these.

# POAD CONSTRUCTION HANTPOOK Peports and Instructions

Include all necessary construction engineering in each project amount. Amounts for investigation, planning, and general operations shall be shown on the summary sheet, ANNUAL FEATURE SUMMARY sub-line.

CCLUMNS 12, 15 and 18 - Enter on the top line the project length. On sublines enter length in miles, to the nearest tenth, of various types of work budgeted. This length is the appropriate year's portion of the total project length that is shown on the same sub-line in Column 4.

C. <u>Control Schedule Summary Instructions (Form 5-5705A; Illustration 5)</u>. Each Agency will provide an Agency summary. Each Area Office will provide an overall Area summary.

COLUMN 8 - Enter the summary of costs for all features of the current year program of authorization and compute totals as indicated by the total lines.

On the last two lines enter the totals of Other Funding and Total Program. Under comments break down Other Funding into its components, such as carry-over, reimbursables, contributions from states and counties, contributions from tribes, etc. Note which projects have reimbursables or contributions.

Frogram of Authorization + F & M = F Y Authorization + Other Funding = Total Program.

 $\underline{\text{CCLUMNS 9, 11 and 15}}$  - Finter the summary of costs for all features of the years, as indicated at the top of the column and compute totals.

CCLUMN 10 - Finter the summary of units for all features of Pudget Year Fstimates and compute the totals as indicated by the total lines.

CCLUMNS 12 and 14 - Finter the summary of units for all features of the years, as indicated at the top of the column, and compute totals.

Supp. 1, Rel. 4, 9/10/81

BIAM REISSUE FEBRUARY 1984

### ROAD CONSTRUCTION HANDBOOK Reports and Instructions

CONGRESSIONAL SUMMARIES: Enter the summary of projects programmed by State and Congressional District for each year.

EQUIPMENT TO BE PURCHASED: Enter the items of equipment to be purchased during the current year and the estimated cost of each unit.

METROD OF CONSTRUCTION: The purpose of this block is to show the estimated salaries to be paid to Indians during the current year, budget year, and budget year +1. Summarize the various methods of performing the work by use of the prefix code. Use the Engineering Operations line to report the amounts for the Indian salaries afforded by the investigation-planning and the general operations amounts. This information will be beneficial in measuring the social and economic impact the projects will have on the reservations.

Area Office Control Schedule Instructions. The Area Office program will be reported separately.

Enter "Area Office" on the Agency line in the lower right corner of this form.

Area Office Control Schedule Summary Instructions. Area Offices will prepare summaries by states and shall prepare a summary for the entire Area. Both of these summaries will be made on the summary sheet. This summarized data will be the Area Office's report for the Program Plan.

Area Summaries shall round all amounts to the nearest thousands.

- 5.3 Instructions for preparation of the Highest Priority Listing of Road Projects, Report 57-17. This report (Form 5-5718; Illustration 6) is to be prepared by the Area Office for the total Area program from information on the Control Schedules. In multi-agency Areas, list all projects for one Agency according to its priority numbers; then list all projects for the next Agency according to its priority numbers. All funding amounts shall be shown to the nearest thousand dollars.
- A. Form Instructions. Finter one project on each line. In the first five columns enter the general information of the projects. In the next eight columns enter the outputs of each project with the estimated amounts for each output. In the "Total" column enter the total estimated amounts for each project.
- B. <u>Listing of Projects</u>. Guidelines for preparing the Highest Priority Listing of Road Projects for the Agency level are:

### ROADS CONSTRUCTION HANDBOOK Peports and Instructions

- (1) <u>Ongoing Projects</u>. Enter any ongoing project which is to be funded from the program year amounts. Once a project has been approved by the Central Office in the amount of the engineer's estimate and that project has been advanced to the construction stage, further justification of that project will not be required. Enter the amount of funding and the corresponding outputs. For approval, the summation of consecutive years' funding for any force account project shall not exceed ten percent (10%) of the amount of the latest engineer's project estimate approved by the Federal Highway Administration. On—going projects may be assigned prior—ity numbers 1, 2, and 3.
- (2) New Start Projects. Following the entry for any on-going projects, new start projects shall be shown on this Highest Priority Listing of Road Projects. They shall be assigned priority numbers 4, 5, etc.
- C. General Operations and Investigation and Planning Amounts. The contract monitoring, right-of-way, general operations, and investigation and planning amounts necessary shall be entered as the last four project entries.
- 5.4 <u>Instructions for Preparing the Project Justification for Road Construction Needs</u>. Project Justification (Form 5-5714, Rev. February 1974; Illustration 7) forms shall be prepared or updated for all new projects. The assignment of a project priority number is an integral part of the project justification. Each project justification checklist must have narratives, priority numbers and the signatures of the tribal official, Agency Superintendent and Area Director. Each proposed project must be well defined in the the project justification.
- A. Enter project and route identification data on the heading line. Enter project estimate and length. Project amount or estimate will be broken down into the types of work features programmed for construction.
- B. Under the Economic Benefits heading, enter on the first two lines the projected economic benefit to the Indian people as a result of the construction salaries of this project. "Contract" includes both competitive bid and Indian contracts. A "project" is as defined in the Control Schedule instructions.
- C. Enter in the No. Units column the number of units of each element of the economic, physical, service, and development categories.
- P. In addition to elements mentioned in Item C, the elements in Engineering and Other Considerations and questions under Tribal Narrative and Comments must be answered to assist in planning and project scheduling.

#### ROAD CONSTRUCTION HANDEOCK Reports and Instructions

- E. Projects with the higest priority should be assigned the priority number one descending to number two, three, etc., for projects of lesser priority.
  - F. Bureau officials should encourage tribal input to the narrative.
- G. It is not necessary that project justifications be rewritten each year. It is essential that each project justification be reviewed, updated and re-signed each time the justification is submitted to be considered for scheduling.
- H. Copies of tribal resolutions will not take the place of the narrative and justification.
- I. In the narrative of the project justification, outline how the project being justified is connected to other development projects (roads, schools, business, etc.). If the project is related to other development projects that are committed or scheduled for construction, then state when the project being justified must begin in order to be completed by the completion deadline of related projects. For example, if the tribe is constructing a resort complex and has requested the Bureau to construct the access road, then show on the justification the opening date of resort and the date that this road project must begin in order to be open to traffic by the date the resort opens.
- J. If a project is to be jointly funded by other Federal agencies, State, county or city governments, state this in the justification and show the amount to this agreement, such as a requirement that this project be constructed during a certain fiscal year, etc.
- K. If a commitment has been made by a Department or Bureau official to construct any project by certain dates, etc., state this in the justification. Outline the details of this commitment.
- 5.5 <u>Instructions for preparation of the Monthly Progress Report.</u> This report, 57-18, consists of the following:
- Form 5-5719, Monthly Progress Report, (Illustration 8) has space for entry of 3 projects per page, and Form 5-5719A, Monthly Progress Summary Report Sheet (Illustration 9).
- A. General Format. The column numbers, project lines, and route lines are the same as for the Control Schedule.

Month and Year. Fill in the month and year in the top right hand corner block.

# ROAD CONSTRUCTION HANDBOOK Report and Instructions

Location. On the bottom of Form 5-5719 there is a line for the Agency name. The sheets should be numbered for each Agency. On the bottom of the Summary, Form 5-5719A, there is space for name of Tribe, Agency and Area.

<u>Summaries</u>. Each Agency will provide an Agency summary. Each Area Office will provide an overall Area summary.

B. Monthly Progress Report Instructions (Form 5-5719; Illustration 8). Same as the Control Schedule, except construction type. Check "New Construction" if there is no existing road joining the two terminii. If more than two-thirds of an existing route will be abandoned, check "New Construction."

COLUMN 2 - Project and Route Information: The same as the Control Schedule, except "Bid Advertisement Date." A project should first be entered into this report in the month prior to bid advertisement or start of force account on-site work.

COLUMNS 3 and 4 - Engineer's Estimate: Same as the Control Schedule.

COLUMNS 6 and 7 - Current Year Program: Enter the current year program as shown in Control Schedule column 8, plus 10 and 11.

COLUMNS 8 and 9 - Revision: Enter the cost estimate and distance as shown by latest available work; PS&E, low bid, contract award which will affect the current year program.

COLUMNS 10 and 11 - Prior Months: Enter the total of columns 10 and 11, and 12 and 13 from the previous Monthly Progress Report.

COLUMNS 12 and 13 - Current Month: Enter the expenditures (in \$000) and tenths of miles completed in the report month.

COLUMNS 14, 15, 16 and 17 - Progress to Date: Enter total expenditures (in \$000) and tenths of miles completed in the current fiscal year, and convert to percentages by dividing by the amount in column 14 by column 8 and column 13 by column 9.

C. Monthly Progress Summary Report Instructions (Form 5-5719A; Illustration 9).

COLUMNS 12 and 13 - Prior Months: Enter the amounts in columns 16 and 17 of the previous monthly report.

COLUMNS 14 and 15 - Current Month: Enter the expenditures (in \$000) and tenths of miles completed for all projects in the report month.

#### ROADS CONSTRUCTION HANDROOK Reports and Instructions

COLUMNS 16 and 17 - Progress to Date: Enter the totals of columns 12 and 14 and columns 13 and 15.

COLUMNS 18 and 19 - Progress to Date: Compute percentages by dividing columns 14 and 15 by the totals in each feature of all projects reported in the Monthly Progress Report, columns 8 and 9.

CONGRESSIONAL AND STATE SUMMARIES: Enter the summary of current month expenditures by state and congressional districts.

<u>EQUIPMENT PURCHASED</u>: List each item of equipment purchased for all projects in the current month.

METHOD OF CONSTRUCTION: Enter total thousands of dollars from prior months (Summary, column 12) and divide into components of force account, contract, Indian contract and contract monitoring. Estimate portions of these figures paid to Indians as salary.

Enter total thousands of dollars from current month (Summary, column 14) and divide as above.

Enter total thousands of dollars to date (Summary, column 16) and divide as above.

# ROAD CONSTRUCTION HANDBOOK Public Hearings on Road Projects

#### 6. PUBLIC HEARINGS ON ROAD PROJECTS

#### 6.1 General.

- A. <u>Purpose</u>. This supplement contains guidelines and procedures for conducting public hearings on Bureau of Indian Affairs road projects.
- B. Objectives. The Bureau has several objectives in conducting public hearings on road projects.
- (1) Ensure that human, social and economic considerations are included in decisions on road projects.
- (2) Ensure that final road plans are consistent with overall tribal objectives for the development of the reservation road system.
- (3) Inform interested persons of road proposals that may affect them and allow them to express their views at those stages of a project's development when the flexibility to respond to these views still exists.
- (4) Promote coordination and comprehensive planning of construction activities both within the Bureau and between the Bureau and other agencies (public and private) having development activities related to Indian reservations.

#### C. Definitions. As used in these guidelines:

- (1) A "public hearing" is an open hearing that is held after some field location work has been performed and study has been made concerning the standard of design of the road but before the Bureau is committed to an exact route location. [For example, 50 MPH design speed requires a certain length of horizontal and vertical curves.] This is to allow interested persons to present their views and discuss route location and the human, social, economic and other effects of the proposed plan.
- (2) A "follow-up public hearing" is an open hearing held after certain basic decisions have been resolved at an initial public hearing and additional decisions are to be made which may affect local residents or other interested persons.
- (3) "Human, social, economic, and other effects" means the direct and indirect benefits or losses to the local Indian community and the greater reservation road users. It includes all such effects that are relevant and applicable to the particular road location or design under consideration.
  - (4) "Superintendent" means the Agency Superintendent.

# ROAD CONSTRUCTION HANDBOCK Public Hearings on Road Projects

6.2 Determination of Need for Public Hearing. Public hearings are not required for all road projects. For each project, it must be determined whether a public hearing is necessary. To make the determination, the Superintendent will set up a meeting and invite appropriate representatives from the respective tribes, the BIA Agency Office, and any other agency which might be involved or affected. A multi-disciplinary approach should be followed in setting up the meeting. Representatives knowledgeable in related fields should be invited, as well as those concerned with transportation.

The meeting should be held after the preliminary design work has been done, i.e., after the corridor location or the recommended location of the proposed road project has been established and the design speed (length of each curve) selected. This preliminary design work should include consideration of the effects the project may have on human needs and private property. If desired, these meetings could be conducted once or twice a year to consider a certain group of projects.

Based on the criteria for public hearings, the group of representatives will consider each scheduled road project and the possible human, social and economic effects. See Illustration 3 for a list of items for consideration.

The group will then recommend to the Superintendent whether or not a public hearing is necessary for the project being reviewed. The group may also reccommend additional guidelines for conducting the hearing and items for consideration. A record shall be made of their recommendations and reasons for supporting them.

- A. Criteria. A public hearing should be held for each project that—
  - (1) "Is a new route being constructed.
- (2) Would significantly change the layout or function of connecting or related roads or streets.
  - (3) Would have an adverse effect upon adjacent real property, or
  - (4) Is expected to be of a controversial nature.

A public hearing will generally not be required for such road projects as pavement overlays, widening existing roadways or traffic lanes, installing traffic control devices and traffic striping.

B. Additional Hearings. More than one public hearing can be scheduled for a project, if necessary. The decision to hold additional or "follow-up"

### ROAD CONSTRUCTION HANDBOOK Public Hearings on Road Projects

hearings" could also be made after the first hearing if such a need is indicated. For example, both the road location and design may be resolved at a single public hearing. However, in the case of a more controversial project, the road location may be the subject of the first hearing and the details of the road design may be discussed at a second hearing. The number and subject of hearings conducted should be tailored to the individual situation.

The procedures in this supplement should also be followed for the additional hearings.

- C. Project Announcement When No Hearing Scheduled. Every road construction project for which no public hearing is scheduled will be announced to the local public at least 90 days before the date construction is scheduled to begin. The announcement may be made by publication in tribal newspapers, posting it in public locations, mailing notices to tribal associations, etc. The announcement should contain the project name and location, type of improvement planned, scheduled starting date of construction, and the name and address of the Agency or Area Roads Office where more information may be obtained.
- 6.3 Notice of Public Hearings. A notice will be prepared to inform the public of the scheduled hearings. It is recommended that hearings be scheduled during non-working hours to allow those who work a chance to attend.

Notice should be published in the local news media having coverage in the project area. In addition, the notice will be sent to the Area Director, tribal officials, appropriate Indian associations, and others designated by the Superintendent. The notice should also be posted at public locations on the reservation.

The notice should first be given at least fifteen (15) days before the scheduled date of the hearing. A second notice shall be given, if the Superintendent deems it necessary.

A. Information in the Hearing Notice. Fach notice should give the date, time and place of the hearing and description of the proposed project. Maps and drawings showing the location of the project should be attached to the notice. The notice should also state that more detailed maps and drawings are available for public inspection at the nearest Agency or Area Roads Office and copies of these maps will be available at the hearing. Arrangements should be made to enable the public to review the project plans at the Agency or Area Office after working hours or during weekends, and those

### ROAD CONSTRUCTION HANDECOK Public Hearings on Road Projects

arrangements should be announced in the notice. If applicable, the notice should state that the schedule of right-of-way acquisition and construction will be discussed at the hearing.

- B. <u>Cancellation of Hearing</u>. There are no provisions for cancelling a scheduled hearing. Once a hearing has been announced, reasonable effort should be made to conduct the hearing on the scheduled date.
- 6.4 Conducting Public Hearings. The Superintendent will appoint a tribal or Bureau official to preside as chairman at the hearings and to maintain a medium for free and open discussion designed to reach early and amicable resolution of issues.
  - A. Attendance by Bureau Staff. The Superintendent will arrange for appropriate Bureau officials to attend the hearing to answer administrative and technical questions which may arise. The selection of appropriate officials should be based on the items to be discussed. As a minimum, representatives from the Agency or Area Roads Office should attend.
  - B. Record of Public Hearing. The Superintendent shall arrange for the preparation of a record of the hearing and a condensed written summary report of major items and issues discussed. The use of tape recorders is recommended in making this record. The meeting record should include any written statements submitted at the hearing or within the five-day calendar period following the hearing. The Area Director and Area Road Engineer shall receive copies of the summary report within 15 days after the public hearing.
  - C. <u>Informal Atmosphere</u>. Special effort should be made to create an atmosphere which is informal but orderly enough for a record to be made. All talks, especially on engineering subjects, should be free from technical language. Where the situation merits, the hearing will be conducted in two languages—in English for the record and in the language of the local community for full understanding and participation.
  - D. Opening Presentation. At the beginning of the hearing, the purpose of the hearing should be announced and an outline of the items to be discussed should be presented. For example, it might be announced that at the previous hearing the exact road location was resolved and that the purpose of the present hearing is to review the detailed effects of the road design on adjacent property. It should also be made clear that the Tribal Chairman, or his designated representative of the Reservation Roads Committee, are the responsible officials for setting road project priorities for the reservation and for reconsidering the reservation road priorities or the merits of one road project over another.

### ROAD CONSTRUCTION HANDBOOK Public Hearings on Road Projects

E. Presentation of Pertinent Information. At the hearing, information brochures that outline road construction procedures on reservations should be handed out or a similar means used to orient the audience to Bureau road construction and right-of-way acquisition procedures. For example, the brochures might explain the Bureau's relationship with the Federal Highway Administration. When such printed material is not available, this orientation should be conducted orally.

A sufficient display of maps, project plans, etc., shall be available for individual inspection. Aerial maps are especially informative and should be used when available. At each public hearing where road location and/or design is being discussed, pertinent information should be given about alternate locations or designs studied by the Bureau.

If the proposed project requires relocation of residences, full information on relocation services and authorized payments shall be outlined. This portion of the hearing must not be so long as to monopolize the available time for public input.

- F. Consultation Time. During the hearing, ample free time should be allowed for individuals to inspect the plans at close range, to talk to the engineers, and to talk to each other.
- G. <u>Written Statements</u>. Provision should be made for the submission of written statements, as well as oral statements, at the hearing. This may be accomplished by handing out cards at the hearing, with space provided for name, address, organization represented, and comments concerning the proposal. The final date for receiving such statements will be five (5) days following the date of the hearing.
- H. Closing Announcement. An announcement may be made that the hearing statement will be posted at that same hearing place and sent to interested persons upon request.
- I. Reimbursement of Hearing Costs. Reasonable costs associated with public hearings are eligible for reimbursement with Federal funds on the same basis as other preliminary engineering costs. Items eligible for reimbursement include costs for reproduction, mailing of notices, and travel expenses of officials conducting the hearing. Payment or reimbursement to individuals attending the hearing is not authorized in any way.

### ROAD CONSTRUCTION HANDBOOK Public Hearings on Road Projects

### 6.5 Results of Public Hearings.

A. Hearing Statement. If significant issues develop at the hearing which remain unresolved, the Superintendent will issue a hearing statement summarizing the results of the hearing and his determination as to the further action to be taken in connection with the proposed project. The hearing statement will express the determination of the Superintendent, although, depending on the sensitivity of the issue, he may ask for the tribe's recommendation before issuing the statement. The hearing statement shall be made public within 20 days of the date of the hearing by posting a copy at the place where the hearing was held and by sending copies to tribal officials and interested persons upon request.

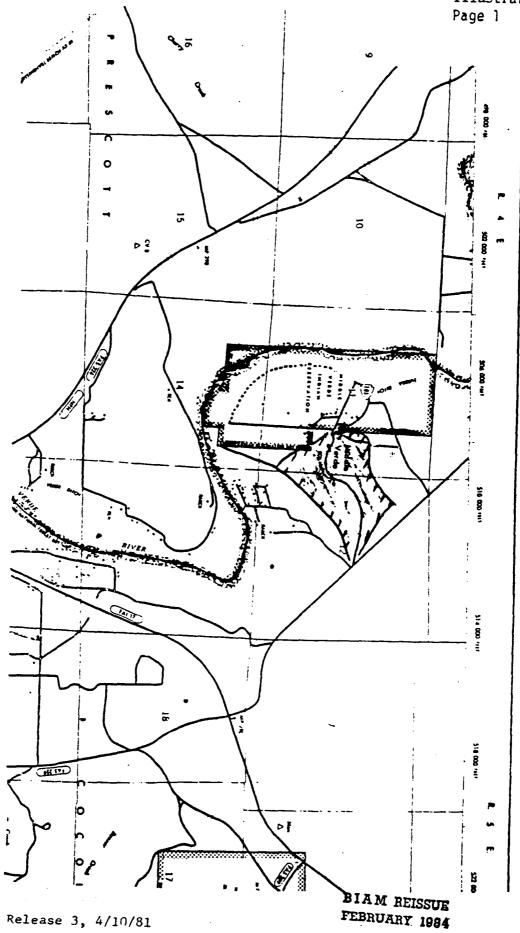
The hearing statement will also outline appeal procedures whereby the determination may be appealed.

B. <u>Appeals</u>. Appeal procedures for any scheduled project shall follow guidelines set out in Part 2 of Title 25 of the Code of Federal Regulations.

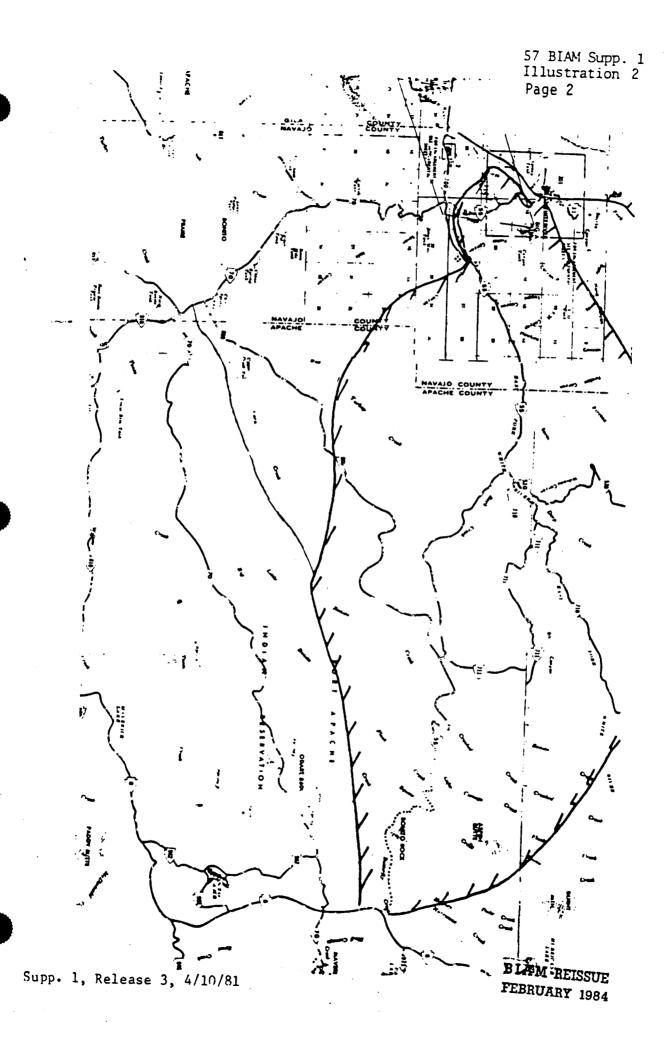
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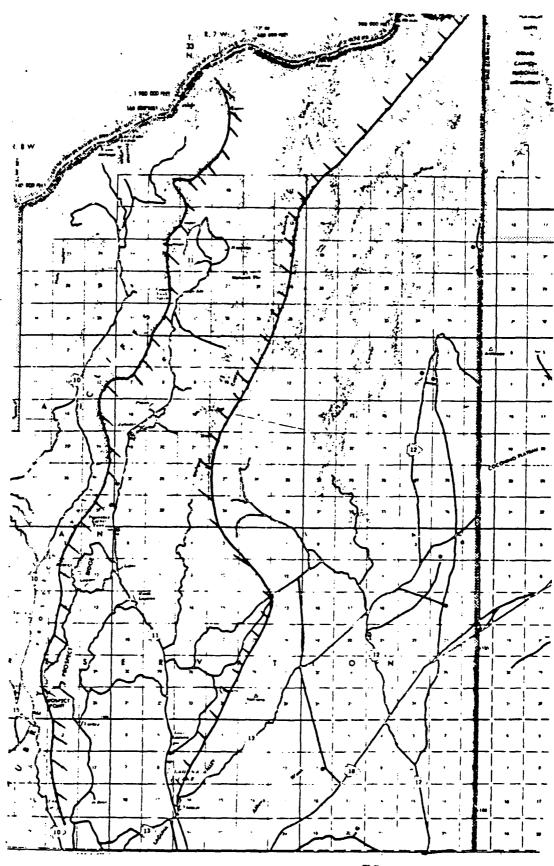
#### QUANTIFICATION OF ROAD NEEDS WORKSHEET

	1				,
AreaReservation	<b> </b> (^)	(B) Unit	(0)	(D)	(E)
Project EXAMPLE	No. Unite	Per STD.	Velue	Velue Fector	Value CxD
SUCIAL BENEFIT FACTORS Force Contract					
ECONOMIC BENEFIT  Man years of Indian employment provided by					
this construction project					41
No existing small businesses! in area server	2	0	3	2	6
No. existing commercial & industrial enterprises in area served	0	0	0	4	0
Approximate square miles of area served which is actively in agricultural production status	6	8	1	1	1
Average daily traffic of logging trucks	0	0	0	0	0
Approximate square miles of area served which is in cattle grazing status	6	6	1	1	1
PHYSICAL BENEFIT	200				7
No. of Indian people now living within the area served	200	200	1	1	1
No. of domestic service facilities in area served (sewage plants, water supply plants)	0	0	0	1	0
Percent of area served by this route that is Indian land, (Checkerboarded reservation only)	50	100	0	1	0
Percentage of total reservation area served	25	10	3	1	3
(class 2 routes)					
SURVICE BENEFIT					
Nc. of existing schools in area served	ابا	0	2	3	6
School bus ADT on this project	65	6 20i	- 1		-3
No. of existing churches, or community centers in area served	1	- 4		1	1
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No. of existing medical facilities in area served	0	$-\ddot{\mathbf{j}}$	- 0	<del>- † </del>	<del>- 6</del> -
No. of recreational & coremonial grounds in area served		0	Ĭ	<u> Î</u>	
1 · · · · · · · · · · · · · · · · · · ·					
DEVILOPMENTAL GENEFIT					
No. of new small businesses scheduled for construction in area served	0	1	0	1	0
No. of new commercial & industrial enterprises scheduled for construction in area served	0	0	0	1	0
No. of residences scheduled for construction in area served	10	4	3	2	6
No. of sewage plants, water supply plants, power plants and other domestic service facilities scheduled" for construction	0	0	0	1	0
Is the construction of this project part of a schedule to	0	0	0	4	
No. of new schools, medical facilities, churches, community					0
centers, scheduled for construction in area served	0	1	0	2	0
1/ Less than 5 employees 2/ 5 employees or more *:	Schedu l	ed wi	thin t	ree ye	ars



Supp. 1, Release 3, 4/10/81





Supp. 1, Release 3, 4/10/81

BIAM REISSUE FEBRUARY 1984

### List of Human, Social, Economic, and Environmental Considerations

The following are items to be used as guides in maintaining the immediate and long range balance between the community's need for the road improvement and the natural environmental resources. This list is not intended to be complete, nor is each item intended to be of equal importance.

- Fast, safe and efficient transportation.
- National defense, where applicable.
- Economic activity.
- --- Employment.
  - Recreation, parks, campgrounds and ceremonial grounds.
  - Fire protection.
  - Aesthetics.
  - Public utilities.
  - Public health and safety.
  - Residential and neighborhood character and location.
  - Religious institutions and practices.
  - Reservation development.
  - Conservation, including erosion, sedimentation, wildlife and general ecology of the area.
  - Natural and historic landmarks.
  - Noise and water pollution.
  - Property values.
  - Multiple use of space.
  - Replacement and new housing.
  - Education, including disruption of school district operations.
  - Displacement of families and businesses.
  - Engineering, right-of-way and construction costs of the project and related facilities.
  - Maintenance and operating costs of the project and related facilities:
  - Operation and use of existing highway facilities and other transportation facilities during construction completion.

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BIAM REISSUE FEBRUARY 1984

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Area Director

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Area Road Engineer

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