



The Tribal Forest Protection Act Workshops 2014 - 2018

SUSTAINING FORESTS
AND COMMUNITIES

**Partnership Between the
Intertribal Timber Council and the
United States Forest Service**

DECEMBER 31, 2018

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I. INTRODUCTION AND BACKGROUND

In 2012 the Intertribal Timber Council (ITC), in partnership with the United States Department of Agriculture, Forest Service (US Forest Service), and Bureau of Indian Affairs (BIA) examined why so few projects were proposed and completed under the Tribal Forest Protection Act (TFPA) since it was passed in 2004. Between 2004 when the TFPA act was passed and 2013, only six TFPA projects were completed nationwide. The US Forest Service, BIA, and tribal employees participated in a comprehensive on-line survey, oral interviews, and assessment which are discussed in the 2013 ITC report, "Fulfilling the Promise of the Tribal Forest Protection Act of 2004," ITC Issues website, Tribal Forest Protection Act, www.itcnet.org/issues_projects/issues_2/tfpa/tfpareports.html.

In the 2013 ITC Report, the majority of participants identified the need for more TFPA training and technical assistance¹. In response, the US Forest Service and the ITC entered into a cooperative agreement to expand TFPA training, build a more comprehensive training template, and design new tracking and monitoring systems for TFPA projects (hereinafter the "Project").

This report documents the process, outcomes, and lessons learned from this five-year Project, which involved four TFPA regional workshops in three different US Forest Service regions to increase the understanding and use of TFPA on national forests, along with supplemental training and tools to monitor and support these workshops. The project was guided by the TFPA Oversight Committee made up of US Forest Service leadership and ITC Board members. The Oversight Committee guided Project activities, which were implemented by the TFPA project team made up of ITC and US Forest Service staff and consultants. The Oversight Committee and TFPA Project Team (collectively the TFPA Team) "road tested" and enhanced the training modules provided in the 2013 ITC Report. The TFPA Team also developed multiple, expanded the TFPA training cadre, engaged partners, and refined and developed tracking and monitoring tools for TFPA projects. This report summarizes the overall Project including a highlight summary of the individual regional workshops conducted, a draft monitoring protocol to evaluate TFPA projects nationally, a refined the TFPA Tracking Tool, and recommendations related to these activities to continue support of TFPA implementation.

Why is TFPA Important?

US Forest Service and ITC recognized that TFPA is a critical, but underutilized tool, for forest management and improved partnerships between tribes and US Forest service. Millions of acres of national forests are threatened by wildfire, invasive species, disease, and global change, leading to deteriorating health and productivity of national forests. National forests contribute important societal benefits such as supporting rural economies, providing clean water, recreational opportunities, and sacred sites and resources. Tribes and US Forest Service share nearly 3,000 miles of border lands and hundreds of thousands of acres of watersheds. National forests are vitally important to fulfill fiduciary trust responsibilities for tribal communities, lands and resources held in trust for federally recognized tribes and their members, including, but not limited to treaty and other reserved rights, and protection of cultural resources.

The TFPA of 2004, PL 108-278, was enacted after years of devastating fires in Indian Country. TFPA create a foundational acknowledgement of the Government to Government relationship between

¹ ITC, "Fulfilling the Promise of the Tribal Forest Protection Act of 2004," p.8, ITC Issues website, Tribal Forest Protection Act, www.itcnet.org/issues_projects/issues_2/tfpa/tfpareports.html

tribes and US Forest Service. TFPA enables federally recognized tribes in the United States to propose projects that protect their rights, lands, communities, and resources by reducing threats from wildfire, insects, and disease on adjacent lands managed by the US Forest Service and Bureau of Land Management (BLM). The TFPA recognizes the trust responsibility the Federal government has to tribes, and directs the agencies to give special consideration for tribal proposals to reduce threats to tribal trust lands and cultural resources from conditions on US Forest Service and BLM managed lands. It also responds to the need for restoration of lands where there are tribal rights and interests. If broadly and effectively employed, the TFPA can be a valuable tool for improving management of forestlands for the benefit of tribes, the US Forest Service, and others in many rural communities by fostering cross-boundary partnerships and enabling local action to restore forest health and ecological functions of US Forest Service lands. The TFPA also acknowledges tribal knowledge, expertise and experience in managing healthy forests. The act creates a process for honoring Federal obligations to tribes, including the trust responsibility and reserved rights.

Implementation of TFPA and TFPA-like² is a benchmark for effective tribal and Federal relations. It fosters commitment to the government-to-government relationship necessary for effective tribal engagement and combining the knowledge and expertise of tribes and the Forest Service to improve management of forest resources.

The development of TFPA projects can be a collaborative tool to address challenges innate in cross-boundary forest health issues. Tribes can share their generations of knowledge, focus, and credibility as long-term stewards with Federal agencies. Tribal support of projects can bring a much-needed awareness on how to balance multiple resource values through active land management, often with fewer resources and regulations than Federal agencies, who are often slowed down by lack of funding, conflicting priorities, variable policies and judicial impositions. The 2013 ITC Report illustrated how the first generation of TFPA projects can:

- Produce timber and forest products (e.g., the McGinnis Cabin Project),
- Form partnerships between private industry, federal and tribal entities for restoration and risk reduction (e.g., the Los Burros Project),
- Reduce the threat of catastrophic fire across jurisdictions and landscapes (e.g., the Tule River Project³),
- Bring communities together to support rural forest infrastructure and economies (e.g., 16 Springs Project),
- Scale up to address large-scale forest health issues (e.g., Mills Creek Project).

As shown in this report the TFPA projects arising from this Project continued to illustrate the value of TFPA. While TFPA is one of several implementation authorities available to enable cooperative management of cross-jurisdictional tribal, US Forest Service and BLM landscapes. TFPA is the only authority that is based on federal trust responsibilities and government-to-government

²Through the course of the five-year partnership between US Forest Service and ITC, the term TFPA and TFPA-like emerged. Many participants in TFPA workshops would develop TFPA-like projects. While TFPA projects that are initiated through an official TFPA proposal that is sent by the Tribe to the Regional Forester for approval, in contrast TFPA-like projects do not require or are not initiated through an official TFPA proposal submitted by the tribe. They are consistent with the intent and goals of TFPA in that they are collaborative projects with the have the following characteristics:

- a. Projects include treatments and work that are on US Forest Service (or BLM) lands in proximity to Tribal lands,
- b. Projects protect or enhance resources of importance to Tribes,
- c. Tribal partnerships are clear in development and implementation of the projects.
- d. Project design, priorities, and definitions of success are developed by Tribes collaboratively with US Forest Service partners.

relationships. US Forest Service and ITC recognized this and sought to strengthen US Forest Service and tribal capacity to implement TFPA and increase the number and scale of projects through this Project.

New Training Template Tools

Influenced by the Projects, TFPA workshops, the TFPA Team refined and updated the 2013 TFPA Training Tool Template. The workshop entailed intensive on-site orientation sessions, some regional expertise, and local follow-up.

The 2013 TFPA forest level training template, was scale up to a regional level with processes to engage multiple forests and tribes. US Forest Service Washington Office along with regional leadership support and expertise, were incorporated into workshop planning. Nation-wide webinars were used to orient participants on the history and processes involved in developing and implementing TFPA projects. These webinars incorporated training on TFPA proposal development and submittal, identifying relevant issues and opportunities, implementation tools (e.g., contracts and agreements), and other objective oriented components. These nation-wide webinars not only provided support to TFPA workshop participants, but expanded knowledge and awareness of TFPA as a tool.

The TFPA Team developed a framework for producing the workshop, including the development of a local/regional steering committees, facility requirements, timelines for acquiring and committing resources, templates for inviting speakers, and participants, and project work plans, including scheduling the webinars, and follow-up. This framework provides guidance and structure for ongoing implementation of regional and local TFPA workshops (hereinafter the Training Template). The Training Template was adapted for three US Forest Service regions (Southwest, Northwest, and Pacific Northwest) and designed to take into consideration regional resources, capacity, existing relationships, priority topics and interest for potential projects. Regional steering committees were convened for each workshop to ensure US Forest Service regional leadership and local tribes had an opportunity to review and refine the agenda to support local needs and interests. These regional steering committees also facilitated outreach and communication of to ensure attendance for the three-day workshops.

ITC and US Forest Service identified a cadre of US Forest Service and tribal staff with expertise to provide feedback and experiences from TFPA projects through the TFPA workshops. These representatives were identified as the TFPA Training Cadre. This Cadre was utilized in the staffing and presentation of materials at all workshops, supplemented with regional expertise (e.g., contracts, grants and agreement specialists) as needed based on input from the local steering committees.

³The Tule River Project (TRP) was originally proposed to the regional forest during the first generation of the TFPA proposals. The TRP was approved and implemented through the TFPA Regional Workshops conducted as part of this Project.

II. TFPA WORKSHOPS

The purpose of each workshop was to build local capacity of tribes and US Forest Service staff and representatives to collaboratively develop and implement TFPA proposals and projects. Workshop participants included US Forest Service staff and tribes with trust resources adjacent to and/or within national forests. Each workshop was designed to create a learning experience that developed a shared understanding of TFPA as a tool; connect tribes and their agency counterparts within each region visited; and facilitate tribes and US Forest Service working together to develop TFPA or TFPA-like projects that restored and improved the health and resiliency of tribal and US Forest Service lands and resources. Based on steering committee feedback, some workshop participants included additional federal agencies, non-governmental organizations and non-federally recognized tribes with existing partnerships to attending Tribes. These additional attendees helped develop ideas and find resources for projects.

TFPA Workshops Impacts and Patterns

At the time of this Report, seven new TFPA project proposals were accepted consequently from the workshops and as many of 15 more TFPA and TFPA-like projects were under development or being implemented as a result of workshop participant interactions. This is a 100% increase over a five-year time period as compared to the six completed projects, and 13 proposed projects over the ten-year time frame between 2004 and 2014. The workshop evaluations and anecdotal evidence suggest that a significant number of TFPA proposals were rejected between 2004 and 2014. Unfortunately, documentation is not available to validate the anecdotal evidence. In contrast, 90-100% of the TFPA proposals submitted as part of this Project were tracked and approved.

Data was collected at each workshop through evaluation forms and follow-up monitoring interviews (see Appendix A). This data showed that the workshops and Project support of TFPA, improved US Forest Service relationships with participating tribes and their partners. The training also increased the number of TFPA projects initiated, approved, and moving through the implementation phase in regions where the workshops were hosted. Based on Project monitoring interviews and workshop evaluation forms, a strong indicator for successful TFPA proposals and implementation of TFPA proposals is a demonstration of leadership support and prioritization of TFPA and TFPA-like projects. The TFPA workshops served as defacto evidence of leadership support through the US Forest Service Washington Office and ITC involvement in the Project, the regional steering committees, and the requirement for Forest Supervisor and/or District Ranger attendance at workshops in the TFPA Training Template.

The TFPA workshops, not only expanded the effective use of TFPA, but improved the overall working relationships between national forests and neighboring tribes. While the TFPA workshops materials fostered implementation of TFPA, they also emphasized TFPA as a valuable tool for honoring Federal obligations to tribes, improving awareness of tribal concerns, as well as promoting tribal-US Forest Service priorities that include:

- Partnerships that deliver co-benefits to national forests and adjacent lands,
- Commitment to government-to-government relationships with tribes,
- Sparking local action, and
- Building forest infrastructure.

Beyond the TFPA proposals and subsequent activities from these workshops, participants felt that TFPA could potentially increase the scope and scale of management activities on US Forest Service land. The workshops laid the groundwork for more cross-boundary, landscape level restoration that benefits both national forest lands and tribal communities. This is illustrated in the 2018 TFPA Success Stories. The workshops and TFPA projects have also spurred interest in either utilizing the TFPA or its elements to promote US Forest Service and tribal partnerships for addressing large-scale, landscape level, forest health needs. For example, the Confederated Tribes of the Colville Reservation utilized a TFPA project and relationships built during the workshops to develop a larger scale series of connected projects (including TFPA and TFPA-like projects).

Tribal communities have valuable expertise in efficiently managing healthy forests. The workshops offer a blueprint for how the US Forest Service and tribes can strengthen their working relationships, leverage their collective expertise, including tribal traditional knowledge, and work in concert with other intergovernmental and US Forest Service efforts. ITC and US Forest Service shared information and contacts on a variety of efforts that could work with TFPA or build from initial TFPA discussions, including the National Cohesive Wildland Fire Management Strategy, decadal assessments of the status of Indian forests and forestry under the National Indian Forest Resources Management Act through the Indian Forest Management Assessment Team (IFMAT) reports, Reserved Treaty Rights Reserved Lands Plan (RTRL), Collaborative Forest Landscape Restoration Program (CFLRP) , and the Joint Chiefs' Landscape Restoration Partnership (JCLRP). Anecdotal evidence obtained through the Project supports further analysis of how TFPA and the TFPA workshop training model can improve tribal engagement in the implementation of these programs. (See Appendix C.)

Workshop Highlights and Lessons Learned

This Project sponsored four TFPA workshops in Regions 3, 5 and 6.⁴ These workshops were attended by over 170 US Forest Service staff and tribal members. (Additional details available in Appendix A). Tribal members attending the workshops reported, "This workshop brought us to a clear and positive starting place of trust and visions for our future as land managers." Every workshop resulted in overwhelming positive feedback through post-workshop evaluations and follow-up monitoring and tracking.

Pre-workshop webinars set the stage to initiate ongoing collaborative work and jumpstart workshop discussions. The pre-workshop assignments and engagement helped move strategy sessions forward, often with actual project plans outlined in advance were developed into projects during workshop discussions. Each regional workshop highlighted localized issues to improve relationships and the success of management activities throughout these regions that played out across various national forests. All the workshops emphasized and demonstrated the value in developing collaborative working relationships by identifying zones of agreement in terms of concerns, issues, and priorities.

Consistent concerns and issues among all regions was the need and consequential benefit of mutual understanding or agreement of TFPA terms and organizational processes between the participants. For example, all workshops provided tribal participants a better understanding US Forest Service processes, specifically how the Program of Work defines project timelines and funding. Likewise, both tribes and US Forest Service participants found the discussions on the definition of risk

⁴The TFPA Team facilitated workshop activities including securing sites, speakers, trainers, and participants. The TFPA Team also coordinated travel for trainers, speakers, and participants. See Training Template for additional details.

enlightening in efforts to identify mutual priorities and concerns. For example, participants discussed what constitutes risk to trust resources and communities, as well what constitutes risk reduction and restoration. The participants in each workshop improved collaboration and developed a better understanding of each other's issues, priorities, and processes.

Relationship Building and Teamwork Design

The strength of the workshops rests in the relationship building and "roll-up-your sleeves" teamwork required by Training Template design. The TFPA workshops created an atmosphere of comfort and awareness of TFPA between tribal and US Forest Service land managers. They encouraged, and in some instances redeemed, relationships between adjacent tribes and US Forest Service. The TFPA workshops created an opportunity to build and strengthen relationships among a number of tribes and local/regional representatives of the US Forest Service. This was illustrated by the projects initiated by the Santa Clara Pueblo and Jemez Pueblos. While these interactions were a valuable opportunity, they also illustrate the value of staff knowledgeable and committed to tribal relations. In the training design structure, the US Forest Service employees and tribal representatives committed to pre-work assignments that:

- Identify existing projects in the boundary area, especially if they reduce threats and risks or restore damaged lands,
- Develop, maps of the known areas of interest to identify potential projects, and
- Incorporate in maps and supplemental information on boundary areas that have environmental compliance documents completed or underway.

The workshops produced 22 potential collaborative projects, including seven formal TFPA proposals submitted directly after the workshops. Attendees were encouraged to prepare meeting materials (e.g. maps) in advance of the workshop to facilitate development formal proposals. Based on experience level and/or commitment to conduct pre-work recommended prior to the workshop, attendees left the workshop with TFPA proposals at varying levels of completion. Some participants promptly formed partnerships and scheduled follow-up meetings for proposal and project implementation development. Others drafted formal proposals at the workshop. Due to the important role individual relationships play in tribal and US Forest Service engagement, the workshops displayed the need for maintaining working organizational relationships including transition training for US Forest Service line officer staff, and coordination with local tribal liaisons.

In Sacramento, CA the TFPA workshop was staffed by regional office staff with contracting and agreements expertise. In addition to their contributions, their inclusion offered an excellent opportunity to develop this staff's expertise in tribal relations. It also revealed the value of incorporating contracts and agreement staff, along with line officers in TFPA proposal development.

Workshops strengthened the overall relationship among tribes and neighboring US Forest Service management units. These improved relationships increased the number of TFPA proposals and led to additional shared projects that, while not technically TFPA projects, meet the goals of TFPA (i.e. TFPA-like projects).

Federal Leadership Guidance and Direction

At every workshop, local participants emphasized the value of Washington, DC office support of the Project. This leadership commitment was an integral factor in supporting the willingness and ability of US Forest Service and tribal staff to devote the time required to participate in these workshops. This support had a specific outcome in Spokane, WA, where the Yakama Nation and Okanogan-Wenatchee national forest acknowledged the value of Federal leadership guidance and direction

as a critical element to help address and resolve local paradigms and differences encountered in proposal development. In this case, high level engagement by the US Forest Service, Bryan Rice, former Director of Forest Management within the US Forest Service, was instrumental in clarifying timber sale policy at a critical moment and establishing a US Forest Service commitment to create an opportunity to move the TFFPA projects forward toward implementation.

In addition to leadership guidance and direction on US Forest Service policies, a spirit of willingness and teamwork helped the Yakama Nation and US Forest Service move forward on the Project. The Yakama Nation and US Forest Service staff were able to identify numerous commonalities and establish agreements on work needed within their respective boundaries, despite many conflicting and cumbersome administrative procedures in place. Those commonalities included treatment of fuels, restoring landscape resilience, and improving forest infrastructure.

Scale and Scope of Projects

Each tribe must decide for their proposals the scale and scope of work they are willing to undertake and their specific requests from the US Forest Service to meet their project goals and objectives. Some tribes focused on smaller, specific resource-based projects to address needs, or developed projects that supported development of a long-term relationship with US Forest Service. The Tule River Indian Tribe project focused on developing fuel breaks around culturally significant tree stands. In this case, the fuel break would be partially on reservation land with work supported by tribal funds (including BIA and grant funds), and the other portion on national forest lands with the work done by US Forest Service staff.

The Tule River TFFPA project was delayed due to lack of prioritization and funding support by US Forest Service planning staff for segments of the fuel break. The workshops along with new local leadership helped move the proposal from concept to begin implementation within a short timeframe after ten years of limited progress. While this financial support of these projects is an ongoing struggle, the workshops served the function of highlighting the need to prioritize these types of projects.

At all the workshops, there were instances where relatively small scale projects were utilized to build relationships, establish processes, and produce benefits to both tribes and the US Forest Service. These “demonstration” or “pilot” projects suggested how the parties could produce positive outcomes at the landscape scale if they were scaled up in a future larger project by the partnership. In the Shelton, WA workshop, tribes considered using pilot projects to attract funding for future projects. Demonstration projects offer tribes and US Forest Service opportunities to build relationships, establish trust in tribal management methods, and facilitate greater understanding of respective processes.

The Leech Lake Band of Ojibwe and Chippewa national forest partnership are an excellent example of TFFPA projects that started with smaller pilot projects to establish capacity and moved to larger scale multiple-goal accomplishments. The Colville Tribes and Colville national forest partnership took a large scale, multi-year approach (50-80,000 acres proposal) to treat a broad landscape that crosses ownership boundaries. These smaller initial projects allow the parties to build their relationship as well as understand how to work through respective processes before approaching larger initiatives. Large scale projects take proportionately more time, staffing and resources than do smaller projects. Developing processes and practices to efficiently coordinate time, staffing and resources on smaller projects, offer tribal and US Forest Service partners better opportunities to utilize the long-term efficiencies of larger scale projects (e.g., environmental compliance documentation and scale of treatment) and maximize their investment of time, resources, and staff.

TFPA as a Flexible Tool

Many workshops expanded the application of TFPA to improve relationships and forest and landscape health. In Albuquerque, NM, the Santa Clara and Jemez Pueblos considered improving their individual inter-tribal relationships along with partnering with the US Forest Service to address watershed management issues, fostering a joint collaborative among these two tribes and their US Forest Service neighbors. In Shelton, WA, a majority of tribes discussed TFPA projects to improve wildlife health and corridors, salmon restoration, elk populations, and cultural resource preservation in addition to or instead of traditional fuels project.

In Sacramento, CA, the Pit River Tribes TFPA discussions and proposal development process helped jumpstart a groundwater monitoring project through the Burney Hat Creek Collaborative Forest Landscape Restoration project. Tribal and Forest Service representatives acknowledged that this CFLRP project would not have occurred without the TFPA workshop discussions. These instances verify the value of TFPA to improve tribal and US Forest Service partnerships, both through proposal discussions, as well as the utilizing the TFPA Training Template in connection with other initiatives.

III. TFPA PROJECT TRACKING AND MONITORING

To evaluate the success of the workshops, the ITC and US Forest Service developed and deployed a tracking and monitoring protocol for the Project. The Project protocol objectives were to evaluate the current needs of US Forest Service and tribes to implement TFPA. This project also developed recommendations for monitoring the progress of TFPA proposals and projects, identified corrective actions, and made recommendations to enhance the use of TFPA as a tool.

This protocol included periodic check-in with workshop participants (via telephone, email, and webinars). This protocol was broken into two categories: monitoring of TFPA workshop effects through participant interviews and tracking of TFPA project proposals through existing digital tools. The interviews focused on participant perspectives on project status, processes and needed resources. The digital tracking tools focused on quantitative data (i.e. acres treated, status project, etc.).

TFPA Proposal and Project Tracking

Feedback from the 2013 TFPA report and initial workshops indicated the need for US Forest Service to both track and monitor TFPA projects and proposals from submission to completion. US Forest Service tracks when regions have approved TFPA proposals through some of their internal systems (including FACTS). Unfortunately, use of this tracking system was not consistent for TFPA, and did not include important information identified by the TFPA Team for evaluating Project outcomes. Due to personnel turn-over, both US Forest Service and ITC had difficulty tracking the status of approved and proposed projects. In order to remedy this problem, the TFPA Team developed a tracking tool and a process to implement this tool on a longer-term basis.

The proposed TFPA Tracking Tool is attached as Appendix B. This tool includes important indicators for tracking TFPA implementation and success including: proposal status (in development, approved, denied, etc.), the stage of implementation (NEPA review, environmental impact analyses, implementation, completed), contracting or agreement mechanisms, funding, points of contact, etc. These factors were elements missing from previous tracking and demonstrate whether TFPA

proposals are being submitted, how consistently and promptly regional staff are reviewing proposals and communicating with tribes, what types of mechanisms work for TFPA implementation, as well as where TFPA project implementation may be stalled due to funding, NEPA compliance, partners support, or other factors identified through this Project.

Currently, US Forest Service Washington Office natural resource staff update this tracking tool on an annual basis by utilizing internal databases (e.g. FACTS), followed up with email or phone call requests for updates to points of contact in the field. Through TFPA project efforts, the tracking tool was also integrated into the Forest Service's fiscal year-end reporting requirements. (See Appendix B). Continued long-term tracking is recommended to maintain momentum and emphasize continued US Forest Service support of TFPA implementation.

Workshop Outcome Monitoring

While the TFPA Workshop evaluations established an increase in awareness and understanding of TFPA, as well as improved relationships between US Forest Service and tribes. TFPA project partners sought to evaluate whether the workshop resulted in an increase in TFPA projects, project outcomes, and what barriers participants identified in implementing TFPA projects. This level of data required follow-up interviews with participants. Interview questions focused on the value of the workshops to implement TFPA, confirming status of potential projects, mechanisms utilized for project implementation (e.g., source of funding, contracting, grants and agreements), identifying any additional resources needed, and obstacles encountered. (See Appendix *)

Follow-up interviews were initiated through phone and email interviews with representatives from 30 tribes and all 22 national forests that attended the workshops, a total of 30 partnerships. Interviews were optional, so not all participants followed up with invitations for interviews. Therefore, a total of 30 interviews were completed.

Interview Results

The following is a qualitative summary of results based on the 30 voluntary interviews conducted with tribe/US Forest Service workshop and project participants.

- All interviewees expressed that attending the workshops helped them better understand TFPA.
- All interviewees felt the workshops improved relationships between tribes and Forests or improved effectiveness of existing relationships.
- Most interviewees acknowledged that conducting work on US Forest Service managed land is a slow process.
- Many interviewees felt that TFPA offered opportunities for relationship building and/or conducting more work on US Forest Service land.
- A few interviewees stressed that given the many priorities they have (tribal and US Forest Service) the primary impetus for TFPA projects is to cement and improve tribal and US Forest Service relationships.
- Many workshop participants work in forests with a high incidence of wildfires. This significantly impacts their ability to implement TFPA projects during increasingly extended and severe wildfire seasons. Some projects require revisions due to impacts from wildfires within the proposed TFPA project areas.
- Some of these interviewees felt that TFPA may be utilized more if US Forest Service had more funding to implement TFPA projects.

- Interviewees uniformly identified additional training on agreements and contracts development as a desired resource.
- Interviewees consistently identified the following obstacles to implementation of TFPA projects:
 - o Navigating National Environmental Protection Act (NEPA) compliance (e.g., costs and specialist time).
 - o Identifying funding for project planning and implementation
 - o Forest level support (beyond workshops) and prioritization of TFPA and tribal partnership projects in Forest Level schedule of proposed actions and Program of work.

Project Tracking and Monitoring Conclusions

Both the TFPA Tracking Tool development activities and participant monitoring interviews were extremely important supplemental evaluation tools for the Project. While workshop evaluations provided initial feedback to the Workshops. These tools together offered valuable feedback from both a qualitative and quantitative approach on a more sustained basis after the workshops. Since the TFPA workshops were designed as learning and collaboration development tools, an understanding of the complexities of the project dynamics and the effectiveness of the workshops was required. Neither of these tools were designed or intended for quantitative analysis of TFPA from a nationwide perspective, they did provide important data to utilize in any future analysis of TFPA (see Recommendations for additional details.)

IV. PROJECT LESSONS LEARNED

Through the course of the workshop design, facilitation, and follow-up, the TFPA project team obtained valuable information relating to: TFPA implementation specifically and tribal US Forest Service relationships generally. Anecdotal evidence and information received during the 2013 ITC report and workshops and evaluations were reinforced through the tracking and monitoring portions of the overall project. These lessons learned are outlined as follows:

- Agency-wide commitment to tribal relationships and partnerships is fundamental. Washington Office support of TFPA projects is integral to success. Regional and local Forest Service staff emphasized the ability to prioritize TFPA projects and commitment to attend the workshops (i.e. build relationships with tribes) due to Washington Office support. This support and commitment from US Forest Service motivated commitments in time and resources from tribal participants.
- Relationships are key to successful TFPA projects and US Forest Service/tribal partnership projects.

A collaborative approach to project development is essential, including shared learning opportunities, and balanced project decision-making (i.e. neither party can individually unilaterally dictate where a project occurs, the project goals, or outcomes).

TFPA projects benefit from champions from both tribes and US Forest Service. While TFPA proposals may require limited time for development (e.g., through the workshops), they require significant time outside of the workshop to implement projects (e.g. planning, siting, approval, securing funding sources to meet project objectives, and completing environmental analysis). This requires leaders willing to prioritize and support the project

within work plans and budget limitations, and continue working on them despite various other priorities or pressures on staff time.

Success builds on success. Smaller projects, or quickly implementable projects, can help foster support and champions for more and larger projects.

Cross jurisdictional work requires navigating across separate processes. Navigating US Forest Service processes is universally a difficult task for tribal partners.

US Forest Service staff have different skill levels and comfort with environmental compliance. Those less experienced with NEPA and other environmental compliance laws generally take a slower and more cautious approach to environmental review compliance. They commonly attempt to “bullet proof” their compliance. This approach can lead to delays in project approval and implementation; as well as increased cost. A “bullet proof” approach to environmental compliance is costly. In addition to requiring more efficient approaches to environmental compliance analysis. There is usually insufficient funding to provide a higher level of analysis for TFPA projects. Therefore, environmental analysis costs (i.e. NEPA compliance) continues to remain a limiting factor to TFPA project implementation. Neither tribes nor US Forest Service have sufficient funds to do all the work required/desired. Evaluating additional projects or partners with designated funding is key supporting TFPA and similar projects.

TFPA is a tool in building (or helping to build) better tribal and US Forest Service relationships. These workshops successfully increased the incidence of TFPA projects, however, TFPA is not the perfect tool to develop implement all tribal and US Forest Service collaborative projects. All participants and partners emphasized the desire for greater scope and scale of work done on US Forest Service and tribal lands, developing processes to support these partnerships through the lens and priorities of TFPA (e.g. TFPA-Like projects) may result in greater outcomes.

V. RECOMMENDATIONS

Conducting TFPA Workshops are a good first step to getting the US Forest Service and tribes to understand how to work together on mutually beneficial projects. This Project created a positive momentum in support of tribal and the US Forest Service partnerships to improve forest health through TFPA and other tools. Next steps must focus on increasing the scope and scale of acres treated, greater support for tribal and US Forest Service partnerships, and ground improvements implemented within the US Forest Service and tribal lands to improve forest health across jurisdictions. The TFPA project team identified the following recommendations to achieve these objectives.

Institutionalize US Forest Service Collaborative Relationships with Tribes

Support from the national office of the US Forest Service must remain visible and actionable. For example, US Forest Service inclusion of budget direction for identifying and prioritizing funding for TFPA or TFPA like projects. Information should be developed to illustrate relationships between individual tribes and national forests system lands, with overlays on forest health conditions and wildfire risks to indicate potential scale of opportunities for tribal partnerships. Other support may include webinars, presentations, and trainings involving tribes, US Forest Service, and other partners

(e.g. Good Neighbor/TFPA joint workshop). Continued letters of support from high-ranking US Forest Service officials, awards, budget enhancements, etc should continue as well.

US Forest Service prioritization of working collaboratively with tribes through job duties and tracking of project activities on a regional and forest level is important. US Forest Service staff frequently identify multiple priorities they are required to fulfill. Tribal projects must be considered one of these priorities for TFPA and other partner projects with tribes and US Forest Service. This can be achieved through required reporting on TFPA and TFPA-like project (see Appendix B), reinforcing existing requirements for working collaboratively with tribes, and supporting staff that work with tribes (Forest level and regional tribal liaisons, US Forest Service, TFPA training cadre members, etc.).

TFPA as a Community of Practice

To continue the success and momentum of the TFPA Project , TFPA needs to be a component of US Forest Service community of practice. The US Forest Service should incorporate the successful tools and processes identified from the TFPA workshops and proposal development throughout all of its tribal and US Forest Service interactions. US Forest Service must continue to foster use of TFPA authority among its regions to achieve their missions of protecting and restoring resilient forests, natural fire regimes and healthy watersheds to the landscape. These tools and processes incorporate collaborative and flexible working relationships between US Forest Service and tribes, one-on-one goal oriented discussions, and sharing of common priorities, etc. This type of relationship will help with challenges associated with frequent turnover of US Forest Service and tribal staff. Using these interactions and methods as training and transitional practices to support collaborative and functional relationships for US Forest Service and tribal staff, tribal liaisons, line officers, contracting and agreements specialists work on all kinds of projects and partnerships. Additional activities where the processes and concepts may incorporate lessons learned from these workshops include:

- US Forest Service coordinate regularly with tribes on their priorities to identify where mutually beneficial projects may be incorporated into local forest's program of work and forest planning activities. This includes support and funding to maintain tribal liaison positions on a regional and forest level, to facilitate this coordination.
- US Forest Service engagement of tribes in Forest Plan Revisions and other local planning efforts to ensure decisions are mutually beneficial and meet the agency's tribal trust responsibilities. This includes providing tribes with information on the relevance of Forest Plan Revisions to tribal priorities and encouraging tribes to engage in Forest Planning for TFPA project development.
- US Forest Service should engage local tribes and jointly develop protocols through Memorandums of Understanding and Memorandums of Agreement to support leaders and staff from local units and tribes to meet regularly and collaborate on issues and opportunities, and engaging in meaningful consultation.

TFPA Programmatic Tracking, Monitoring, and Reporting

Project partners and proponents emphasized a desire for more quantitative and qualitative data and analysis regarding TFPA. This requires developing and implementing robust tracking/monitoring protocols for TFPA projects, not just those projects associated with the workshops. The ITC and US Forest Service developed templates for a longer-term tracking and monitoring program. These tools and protocols will ensure consistent tracking and emphasis on TFPA as a US Forest Service performance measure. (See Appendix B & C). The proposed monitoring protocol can provide longer term qualitative and quantitative monitoring of TFPA project implementation and identify lessons learned and recommendations for increasing scope and scale of projects to improve forest health. (See Appendix C). In order to fully monitor and evaluate the initial findings from this project, a more national programmatic monitoring protocol is needed. Outcomes related to the scope, scale, and qualitative benefit to forest health requires tracking between 1-5 years after project implementation. This monitoring protocol may also include site visits, as these are a preferred methodology to ensure opportunities to discuss progress on the ground and evaluate project progress. Programmatic monitoring can identify additional lessons learned and areas in need of technical or administrative assistance. Implementation of a TFPA program monitoring protocol will require US Forest Service Washington Office support and funding.

Longer-term monitoring plans should include a timeline, criteria for data desired, baseline data for projects, and criteria for interviewees, etc. Continued monitoring of select projects (i.e., TFPA workshop participants) can inform development of a longer term TFPA goals and monitoring protocols. (See Appendix C.)

National level programmatic monitoring and tracking allows more in-depth analysis of the TFPA project's success, co-benefits, and lessons learned, whereas tracking and reporting provides valuable data on the overall success of TFPA and/or TFPA like proposals and projects. The recommendation to implement the monitoring protocols includes the following steps:

- US Forest Service and ITC co-develop and implement TFPA monitoring criteria and performance measures to track TFPA progress and project status, consistent with proposed Monitoring Protocol. (See Appendix C.)
- Establish necessary monitoring oversight committees.
- Create an evaluation plan for monitoring to confirm data objectives and analyze best methods to achieve data.
- Agree on criteria for monitoring staff (e.g. content understanding and knowledge, neutrality, and skills to elicit and incorporate interview results skills.)
- Agree on scope of monitoring (5-10 projects) and relevant budget for monitoring activities.
- Prepare Joint Accomplishment Report based on monitoring and tracking data, frequency of Report shall be based on finalized monitoring protocol.
- Monitoring should be continuous with data and analysis reported to US Forest Service and tribal leadership at the times and frequency provided in the final monitoring protocol. These reporting should include recommendations for US Forest Service and tribal leadership

to evaluate progress, sustain momentum and identify areas of needed improvement for TFPA and TFPA-like project implementation.

Actions are already underway to improve TFPA Tracking Tool data pursuant to this Project. Monitoring should be evaluated alongside the TFPA Tracking Tool data to verify accuracy and likewise identify improvements on the Tracking Tool activities. Continued use and incorporation of the Tracking Tool into FACTS, will demonstrate US Forest Service desire to make TFPA an ongoing priority, consistent with other recommendations outlined herein. Implementation of the Tracking Tool and Monitoring Protocol will ensure transparency and accountability regarding TFPA projects and TFPA-like projects.

The Tracking Tool was designed jointly by ITC and US Forest Service to follow the status of TFPA proposal development, collaborative projects coming out of TFPA discussions, TFPA proposal review status, implementation, and accomplishments for US Forest Service and tribal leadership. Additional activities to implement this the Tracking Tool include:

- US Forest Service continues activities to incorporate TFPA Tracking Tool into annual reporting procedures.
- US Forest Service prepares Annual Accomplishment Report summarizing tracking and reporting data.

US Forest Service has a number of programs that monitor and report on report the progress of landscape scale treatments involving tribal-US Forest Service partnerships, including CFLRPs, individual forest collaborative management efforts. Unfortunately, these programs do not always track the use of TFPA in developing these larger projects. There is a potential for utilizing the Tracking Tool and TFPA monitoring protocol to demonstrate the effectiveness of TFPA across multiple US Forest Service initiatives. This significant data was not identified in this Project, but could support the goal increasing on the ground work to improve forest health.

Outreach and Support of TFPA Projects

In conjunction with the US Forest Service Support and tracking/monitoring activities, efforts must be established to continue awareness of TFPA as an effective collaborative tool for tribal and US Forest Service partnerships. Improved messaging and continued awareness of TFPA as a tool can be accomplished through frequent updates to the ITC and US Forest Service Website with TFPA tools. Updating the 2013 ITC Report Success Stories and 2018 TFPA Success Stories with additional descriptions of "TFPA like" projects that embody the spirit of TFPA. These types of reports should be supported to create a narrative around TFPA and its value.

Develop a Center for Funding and Technical Assistance

Development of a center for funding and technical assistance seeks to fulfill the need for a one-stop shop within USDA that identifies resources available to tribes and the national forests to plan and implement of TFPA and "TFPA like" projects. This recommendation includes the following steps:

1. Create Funding Opportunity Website – The US Forest Service, through USDA, can develop a website of funding resources where all USDA and US Department of Interior (DOI) funding opportunities are easily identified and navigable. Desired information on the website includes which agency or department sponsors or distributes funds, what type of projects

the funds seek to support, any restrictions on the use of funds or types of projects, and application deadlines.

2. US Forest Service and ITC, through a cooperative or similar agreement, identify a team to investigate opportunities to assist tribes in acquiring partnership funding. For example, corporate sponsorship of resource management treatments to stimulate healthy landscapes that support municipal watersheds.
3. US Forest Service, with assistance from other agencies as feasible, identify a team to examine ways to provide agency and interagency support for TFPA projects. Examples of this steps are:
 - a. Clarification of US Forest Service contracting, acquisition, and procurements processes so that they reflect the government-to-government relationship necessary for tribal engagement;
 - b. Determine a way to efficiently transfer money between the US Forest Service and tribes;
 - c. Examine existing US Forest Service and DOI authorities, including, but not limited to the Self-Determination Act PL 93-638) for cost share agreements to transfer funding between DOI agencies and the US Forest Service in order to expedite projects where preferred by tribes.
4. US Forest Service and ITC can work with the following agencies to identify funds and opportunities to leverage and combine funds/resources for landscape level forest management work: USDA, including US Forest Service and Natural Resources Conservation Service; DOI; Department of Homeland Security; Environmental Protection Agency; non-governmental organizations; private funders such as private grants.

Training and Technical Support

Another recommendation is to provide training and technical support to partnerships and projects. The goal here is to increase the understanding of the tribal and US Forest Service administrative processes in the context of TFPA and TFPA-like projects. Thereby, building the capacity of partnerships for more efficient and effective planning, analysis of issues and identification of desired outcomes, and successful implementation of the TFPA project. While these workshops were well received, there was a universal desire for further training. This was discussed particularly in reference to previous budget cuts that left a vacuum of training for US Forest Service staff. This recommendation includes the following activities:

- Conduct Additional Workshops - The US Forest Service can identify, fund, and schedule additional TFPA workshops as needed. The US Forest Service will also want to contract with ITC to coordinate and conduct any workshops to ensure successful outreach and engagement. US Forest Service may also recommend use of TFPA Training Template for local forests or regions interested in expanding their use of TFPA.
- Conduct Training Webinars – The US Forest Service and ITC can develop short (15-20 minute) online training modules that provide information about tribal-federal relations and the elements of the TFPA, including past successful partnership projects. The US Forest Service will need to encourage access and use by all levels of the US Forest Service and US Forest Service partners to maximize the effectiveness of the webinars as a training tool. Specific topics for the trainings may include:

- o Federal procurement options,
 - o Indian Forest Land Assistance Account (IFLAA), and
 - o Expediting planning and assessments as delineated in NEPA, ESA, NHPA, etc.
- Identify and Convene Training Cadres – Additional training should be accompanied by a directory of US Forest Service, BIA and tribal individuals that serve as trainers and can provide technical support for new and ongoing TFPA projects. An initial training cadre directory was developed as part of this project, but continuous updates and expansion of this training cadre are important to address retirement of members. The US Forest Service leadership should identify a process to arrange and secure funding for US Forest Service staff on the TFPA training cadre to continue to provide advice and support in the pursuit and implementation of TFPA projects. Likewise, funding and support is required to ensure the availability of these training cadres’ members (US Forest Service, other federal agency staff, and tribal staff) to support TFPA trainings and projects.
 - o Specific training cadres can focus on technical support staff for project planning and analysis; proposal development; budgeting and fundraising for planning; and selection of contracts or agreement for implementation.
 - o Specialized training cadre members can also provide instruction, resources, and technical support for forest-level and regional training to expedite completion of environmental compliance documentation (i.e. NEPA and ESA compliance) and USDA/US Forest Service Procurement procedures (i.e. Agreements and contracts) locally to tribes, national forests and other stakeholders.

VI. CONCLUSION

The TFPA Workshops Project achieved its stated objectives to increase the understanding and utilization of TFPA. Like TFPA and TFPA-like projects, the TFPA workshops and subsequent Project activities encouraged effective and long-lasting partnerships. Continued success and effects on the ground will only be possible through champions of these tools and the goals TFPA espouses: 1) Projects collaboratively designed and implemented between tribes and US Forest Service, 2) protection of tribal rights and interests, 3) tribal resources are protected or restored, 3) tribes are part of implementation, if desired, of cross-jurisdictional work, etc. These goals require continued support, resources and training to share the outcomes illustrated through this Project.

Special thanks to all those that contributed to this project over the course of the last 5 years, including current and former TFPA Oversight Committee members: Fred Clark, US Forest Service, Office of Tribal Relations, John Crockett, US Forest Service Office of Forest Management, Bryan Rice, formerly with US Forest Service and Bureau of Indian Affairs, ITC Board members: Phil Rigdon, Yakama Nation, Vernon Stearns, Jr., Spokane Tribe, and Tim Miller, Grand Portage Band of Chippewa, and Gary Morishima, Quinault Indian Nation.

Special contributions to US Forest Service, ITC staff and consultants that support the TFPA implementation team: Laura Alvidrez, Don Motanic, Jim Erickson, Jim Durglo, Jessica Robertson, Sharon Nygaard-Scott, Sonia Tamez, and Stephanie Lucero.



Funding support for this study was provided by the Washington Office of the USDA Forest Service through a Cooperative Agreement (14-CA-11132540-106) with the Intertribal Timber Council. In accordance with Federal law and U.S.

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Appendix A: TFPA Workshop Summary and Highlights

Workshops Overview

The following is summary of the workshops emphasizing their value and contributions to improving the incidence of TFPA projects and tribal/US Forest Service relations. A constant component of all the Workshops included pre-workshop webinars, plenary discussions and training, followed by breakout discussions between tribes and neighboring US Forest Service partner. Each workshop had a variety of agency and non-agency partners depending on regional distinctions.

I. Pre-Workshop Webinars

The TFPA workshop webinars were designed to increase workshop participants' understanding of TFPA and guide their accomplishing their pre-work before the workshops. This pre-work included:

1. Assessing priority areas posing threats, at risk, or in need for restoration;
2. Assessing environmental compliance (NEPA, ESA, NHPA, EPA Clean water and air standards);
and
3. Preparing maps displaying items 1 & 2 and sites for potential TFPA proposals.

Previous TFPA trainings had included a pre-work meeting component of the training template. These were conducted in person with tribes and the US Forest Service staff. While this format is useful for beginning discussions between tribes and national forests, it was untenable with limited travel funds for the TFPA experts and scheduling for over 50 tribes and national forests. The webinars allowed ITC to reach multiple tribes and Forests at various convenient times and locations. Participants were not required to schedule and plan additional travel time. These webinars were more convenient to participants, achieved the pre-work objectives, and had the added benefit of expanding the reach of the TFPA workshops by allowing access to a broader audience. An additional advantage of these webinars was shown by the chat discussions, wherein tribes and US Forest Service staff from various regions that were not hosting a workshop had an opportunity to discuss TFPA in general, as well as obstacles and opportunities within their regions. The webinars provided a valuable step to the success of the workshops.

II. Workshop Summaries and Highlights

Over 170 US Forest Service, tribal representatives, and others from many regions across the country attended the webinars and workshops. We were fortunate to have representatives from the US Forest Service Washington Office (WO), participate at every workshop, including participation at early workshops by then Deputy Under Secretary Butch Blazer at the Albuquerque Workshop.

Spokane, WA

The first workshop was held March 31 through April 2, 2015 at the Northern Quest Casino and Resort, owned by the Kalispel Indian Tribe and located in Spokane, WA. There were fifty attendees at this workshop.

There were eight tribes represented including:

- The Confederated Tribes of Warm Springs
- Cow Creek Band of Umpqua Tribe of Indians
- Yakama Nation
- Confederated Tribes of Grand Ronde
- Hoopa Valley Tribe
- Karuk Tribe
- Kalispel Indian Tribe
- Confederated Tribes of the Colville Reservation

There were District Rangers, Fuels Battalion Chiefs and various other staff from eight national forests including:

- Six Rivers national forest
- Okanogan Wenatchee national forest
- Willamette national forest
- Umpqua national forest
- Idaho Panhandle national forest
- Mt. Hood national forest
- Colville national forest
- Gifford Pinchot national forest

There were also representatives from US Forest Service Regions 3 and 6, US Forest Service Washington Office Headquarters, US Forest Service Office of Tribal Relations, ITC, Evergreen Foundation, and the Clearwater Basin Collaborative.

Participants at the Spokane workshop had a wide range of tribal-agency coordination experience. Some tribal-agency partners worked with TFPA for years, and were in the later stages of implementation planning. For others, this workshop was the first time the national forest staff and the tribe had sat down to talk about potential partnerships and projects, TFPA related or otherwise. This mixture created a synergy where the groups at the beginning of the process could see a path to what could be accomplished, and the older groups' work and experience were valued beyond their geographic area. Overall, the workshop participants' enthusiasm remained high all three days.



There was a major transition from Day 1 to Day 2 of this workshop when groups shifted from smaller scale TFPA projects in order to utilize categorical exclusions, to larger scopes of work. This transition was attributable to Jim Smalls' National Environmental Policy Act (NEPA) presentation,

which emphasized how to successfully approach broader NEPA documents. There was widespread agreement to bring in more partners and establish cross-agency coordination and efficiency in landscape level projects. This included coordinating with state and county foresters, private landholders, early engagement of US Fish and Wildlife Services, BLM and BIA. The basis for this multifaceted approach included identifying additional funding sources, reducing or preventing potential litigation delays, and gaining community support for projects. Another breakthrough came when one of the presenters emphasized that TFPA must be prioritized in a Forest's Program of Work. These Programs of Work were an unknown entity for many tribal participants, but a huge aspect of US Forest Service staff's work plan scheduling. Major discussion also came from interest in implementing TFPA through Timber Sale Contracts.

Overall, the Spokane workshop was extremely successful. Participants with ongoing TFPA projects planned to expand the scope and scale of those projects and started discussions on the best mechanism to initiate that work. Tribes with newly approved TFPA proposals identified the funding mechanisms and planning processes they needed to clarify as they proceed with next steps. Of the 30 participants that filled out evaluations, 93% were either extremely satisfied or satisfied with the value of attending the Spokane workshop.

Albuquerque, NM

The second workshop was held on April 28 through May 1, 2015 at the National Indian Programs Training Center operated by the BIA in Albuquerque, NM. There were eight tribes at the workshop including:

- Jemez Pueblo
- Tule River Indian Tribe
- Leech Lake Band of Ojibwe
- Menominee Indian Tribe of Wisconsin
- San Carlos Apache Tribe
- Santa Clara Pueblo
- Taos Pueblo
- White Mountain Apache Tribe

There were District Rangers and various other staff representing five national forests, including:

- Tonto national forest
- Sequoia national forest
- Carson national forest
- Santa Fe national forest
- Apache-Sitgreaves national forest

There were a total of fifty-five attendees at the workshop, and participants included representatives from the US Forest Service Washington Headquarters - Office of Tribal Relations, ITC, National Resource Conservation Services, New Mexico State Forestry, US Fish and Wildlife Service, and BIA.

The Albuquerque workshop participants had a wide range of familiarity and experience with TFPA. The Menominee Indian Tribe of Wisconsin had very limited knowledge of TFPA and specifically attended the Workshop to gain a greater understanding of the Act before considering



potential projects with the Chequamegon-Nicolet national forest. Similarly, Leech Lake Band of Ojibwe were interested in starting smaller TFPA projects with Chippewa national forest. Chequamegon-Nicolet national forest and Chippewa national forest did not attend the workshop, so we had our experts and WO office representatives work with these tribes to understand TFPA and develop next steps for working with their neighboring forest. At the other end of the spectrum, the White Mountain Apache Tribe has completed two TFPA projects and initiated planning on future projects. Even the

more experienced participants and speakers commented that despite their experience with TFPA they acquired more information to help them propose and effectively implement future TFPA projects.

The success story presented by the Cibola national forest and Isleta Pueblo was inspirational and extremely well received. This story emphasized the need for commitment, consistency, and flexibility as the primary ingredients for successful TFPA partnerships. This presentation plus the abundance of various agencies and partners (USFWS, NRCS, State Forestry, and BIA) set a theme for the discussions throughout all three days of the workshop, where workshop participants focused on creative partnerships for their TFPA proposals. For example, the Jemez and Santa Clara Pueblos explored the potential for joint TFPA proposals with the Santa Fe national forest.

Most of the tribes participating in the Albuquerque workshop planned to develop new TFPA proposals because of the workshop. Those with existing or approved proposals developed the next steps to implement their projects. There were promising discussions of landscape level partnerships to increase the scope and scale of work on the ground. All the participants present planned on at least one follow-up meeting to the workshop. In general, participants found the workshop valuable in understanding and implementing TFPA projects.

Participant's excitement and productivity at these workshops can be attributed to the strong leadership by both the US Forest Service and ITC, as well as from the participant's commitment and enthusiasm to engage on the topics. Some projects were initiated prior to the workshop due to local efforts of tribal and US Forest Service personnel. Other projects were initiated during the workshops. Nearly all participants went away from the workshop with ideas and proposals for TFPA projects. They also went away with at least one follow-up meeting scheduled.

Sacramento, CA

The third workshop was held on May 24 through May 26, 2016 at the McClellan Fire Training Center, operated by Region 5 US Forest Service, in Sacramento, CA. There were seven federally recognized tribes and a non-federally recognized/federally recognized tribal consortium at the workshop including:

- Viejas Band of Kumeyaay
- Cold Springs Rancheria
- Leech Lake Band of Ojibwe
- Maidu Consortium
- Northfork Rancheria of Mono Indians
- Greenville Rancheria
- Hammawi Band of Pit River Indians
- Karuk Tribe

There were District Rangers and various other staff representing seven national forests, including:

- Cleveland national forest
- Plumas national forest
- Sierra national forest
- San Bernardino national forest
- Lassen national forest
- Chippewa national forest
- Mendocino national forest

A total of fifty-five participants attended the workshop, and participants included representatives from the US Forest Service Washington Headquarters, US Forest Service Office of Tribal Relations, Region 5 contracting, agreements, and tribal relations staff, ITC, Sierra Nevada Conservancy, US Fish and Wildlife Service, Governor's Office of Tribal Relations, and BIA.

The Sacramento workshop participants had a wide range of familiarity and experience with TFPA. Likewise, they represented a more diverse example of tribal land holdings than any other TFPA workshop given California history. Tribes in Region 5 have smaller and more spread out land holdings. There are also a larger number of non-federally recognized tribes that work regularly with US Forest Service on cultural resource and land management issues in Region 5. The Maidu Consortium was an example of this paradigm. This group holds land in fee, but is made of up federally recognized, non-federally recognized and private land holdings. Their participation allowed an examination of the way that tribes might expand the scope and scale of proposed projects utilizing TFPA and other mechanisms. A few tribes and US Forest Service staff did not have individual partners. They were able to work closely with the regional staff and experts as well as neighboring tribes and forests to discuss opportunities and identify ways to bring the lessons learned back to meetings with their US Forest Service and tribal partners. These interactions helped identified some specific lessons learned regarding the value and potential benefits of a regional approach to meetings and trainings as an alternative to forest level discussions.

All the success stories were well received. Attendees valued the breakout sessions and facilitated discussions between their tribal and US Forest Service partners. Many tribal

participants emphasized the value of discussing implementation solutions and trouble-shooting with the regional US Forest Service staff and the opportunity to see different perspectives than those in their local forests and communities. US Forest Service staff emphasized the value of shared learning experiences with tribal partners, combined with the concept of developing projects based on priorities and common interests.

Most of the tribes participating in the Sacramento workshop were uncertain whether TFPA proposals could benefit their interests given their smaller land holdings. Nonetheless, nearly all participants identified common projects to work on and move forward with their US Forest Service partners. Tribes identified approximately ten potential partnership projects and or confirmed interest by both US Forest Service and tribes to reinvigorate previously discussed or stagnant partner projects. For example, the Hammawi Band of Pit River Indians was able to jumpstart a groundwater-monitoring project through the Burney Hat Creek Collaborative Forest Landscape Restoration project through their TFPA workshop experience. Likewise, the Viejas Band of Kumeyaay and the Cleveland national forest identified several solutions to a recreational road area within their shared boundaries. This workshop identified the value of TFPA discussions and TFPA workshop processes to build on collaborative relationships between tribes and US Forest Service.

This workshop was greatly successful in part to the strong and motivated regional presence. The willingness and interest to build projects within this region helped to motivate discussions. Many of the breakout sessions were intentionally designed to include multiple forests and tribes to provide a better chance of developing landscape level projects. This helped facilitate a collegial atmosphere and identify multiple projects for future consideration and proposal.

It should be noted that, where Spokane created an impetus for TFPA proposals in a US Forest Service region that had no projects implemented, the Albuquerque Workshop served to invigorate a region where several projects had already happened. The Sacramento workshop served to demonstrate the wide range of project opportunities and solutions that can arise through collaborative discussions and project development. This pattern emphasizes the value of bringing similar webinars and workshops to other regions and continuing the momentum generated.

Shelton, WA

The third workshop was held on May 9, 2017 through May 11, 2017 hosted by the Squaxin Island Tribe in Shelton, WA. Seven federally recognized tribes attended the workshop including:

- Muckleshoot Indian Tribe
- Quileute Tribe
- Quinault Indian Nation
- Snoqualmie Tribe
- Squaxin Island Tribe
- Stillaguamish Tribe of Indians
- Tulalip Tribe

Both the Olympic national forest and Mt. Baker-Snoqualmie national forests Forest Supervisors were in attendance bringing a contingency of District Rangers and various other staff to represent their national forests in breakout sessions with tribes. Over thirty individuals attended the Shelton workshop as participants, instructors, facilitators, and/or technical experts. Participants included representatives from the US Forest Service Washington Headquarters, US Forest Service Office of Tribal Relations, ITC and Washington State Forestry.

The Shelton workshop was focused significantly on expanding options for utilizing TFPA projects. Tribes at this workshop did not experience wildfire incidents to the extent experienced by participants of other workshops. These participants had larger tracts of treaty lands and ancestral territories within US Forest Service jurisdictions. The two forests in attendance represented distinct differences in management and priorities (i.e. recreation versus a mix of recreation and timber focused priorities). This workshop provided valuable insight into the flexibility of TFPA as a tool, factors that impact willingness or need to utilize TFPA, as well as key elements in identifying funding options for traditional and non-traditional TFPA projects.

Feedback was generally positive. Because only two forests were represented, and due to the desire to include the Forest Supervisors in all conversations, only two larger breakout sessions were utilized. Forest Supervisor priorities largely directed the course of discussions in breakout sessions. Many of the tribes in attendance prioritized projects that improved salmon habitat (among other wildlife). While there is significant funding available for salmon restoration, many tribes were concerned about utilizing those funding mechanisms for TFPA. They did identify TFPA as an additional tool for moving salmon habitat restoration projects at a future date. Notwithstanding this, several potential short-term and long-term project proposals were developed. The Olympic national forest and its tribal partners planned to initiate lower tribal priority projects initially to develop funding revenue for more prioritized projects.

All participants saw value in the sole-source contracting options permitted by TFPA, which allowed for more focused contractual partnerships between US Forest Service and tribes. Likewise, these participants benefited from the greater understanding of the scope of TFPA, specifically the ability to utilize TFPA for protection of cultural resources outside of tribal trust lands as well as protection from non-fire related threats. This workshop particularly demonstrated the need to continue demonstrating that TFPA is not limited to protection of tribal lands from wildfire. This workshop helped expand the scope of TFPA as a tool for tribal and US Forest Service partnerships. It also provided valuable guidance regarding perceptions of TFPA as a tool and its perceived limitations.

TFPA Workshop Initial Monitoring – Interview Questions

As part of the TFPA Workshop Monitoring efforts, the project team conducted follow-up interviews with workshop participants to gather information about project status, issues, and next steps. These questions were designed to gauge the effectiveness of the workshops as a training tool and the overall potential impact for improving the incidence of TFPA projects.

Phase 1 Questions

The following are the Phase 1 interview questions:

1. Has the proposal been submitted, and what was the outcome/status of the proposal?
2. What work have you done on the TFPA proposal or project?
 - a. Were there other projects that were not TFPA that came out of the workshop discussions?
3. What has worked for you on moving forward on the project?
4. What issues have come up on the project?
5. What type of technical assistance do you need?
6. How many acres are you considering? Are there additional acres complemented by this project? Are there linkages or other acres being leveraged?
7. What partnerships have you identified as essential to the project?

Phase 2 Questions

The following are the Phase 2 (Fall 2017) additional questions:

8. What funding is being used to move projects forward?
9. What mechanisms were used to implement the project (e.g. stewardship contract, agreement, etc.)?

APPENDIX B: US Forest Service TFPA Tracking Tools and Data

The TFPA project team developed the TFPA Tracking Tool¹ to identify important and easily reported data regarding TFPA projects. This tracking tool includes general categories such as: acres treated, parties, status of TFPA proposals, etc. As an outgrowth of the project team work with TFPA, US Forest Service has incorporated the TFPA Tracking Tool into fiscal year-end integrated reporting requirements for national programs performance measures and accomplishments, specifically program performance related to TFPA.

In addition to the year-end integrated reporting requirements, units with TFPA projects, are required to enter data related to their TFPA projects into the NRM-FACTS data base. Starting in 2018, US Forest Service units are required to update the TFPA Tracking Tool with relevant data and submit it to the US Forest Service Washington Office.

The US Forest Service Office of Forest Management is currently exploring the incorporation of TFPA Tracking Field data “fields” into the NRM-FACTS to facilitate more integrated TFPA project view, as part of FACTS Next Gen. The new TFPA Tracking Tool fields will go on-line as part of the FACTS Next Gen in approximately March 2021. Some of the template data is already being recorded in the current NRM-FACTS TFPA project view.

¹ For purposes of this report, tracking refers to the administrative record of quantitative aspects of a project. This data includes details that can be tracked until a project is completed. It includes information like: acres treated, stages of project approval and implementation, contact information, etc. In comparison monitoring as defined as more of a qualitative account of goals accomplished, how success was established and defined, and evaluations of success. Monitoring allows for the looking at how a smaller acre project may have a larger effect based on qualitative analysis and interpretation.

Tracking Tool data categories:

Region	national forest(s)	Name of Project	Tribe(s)	Proposal Status				Did Project Result from a TFPA Workshop?	
				Under Development - Not yet Submitted	Submitted - Provide Date	Approved - Provide Date	Denied - Provide Date	Yes - Provide workshop name, location, and date(s)	No

Funding Sources	Are Tribes subcontracting some of the work? If yes, provide details.	Details on Status	Contact Information						
			Tribal			Forest Service			
			Name	Phone	Email	Name	Phone	Email	

APPENDIX C: Monitoring Protocol

I. Introduction

ITC and US Forest Service seek to increase the scope and scale of cross- boundary projects between Tribes and US Forest Service. The ideal of the TFPA Workshop Projects was to increase the use of TFPA to achieve this goal. The TFPA team identified the need for a national level program for monitoring TFPA and TFPA-like projects to achieve the goal for increase scope and scale of projects. This monitoring protocol was developed by the TFPA Project Team to provide guidance in the development of this national level monitoring program for TFPA Projects and TFPA like projects. This protocol is intended to facilitate development of a clear and concise plan to monitor national TFPA program outcomes, identify lessons learned and identify areas for protocol adaptation to increase the effectiveness, frequency, and scale of collaborative projects between US Forest Service and tribes to meet joint ITC and US Forest Service national goals.

II. Background

The TFPA supports the right of federally recognized tribes in the United States to propose projects that protect their rights, lands, communities, and resources by reducing threats from wildfire, insects, and disease on adjacent lands managed by the US Forest Service and BLM. The TFPA reflects the trust responsibility the Federal government has to tribes and directs the agencies to give special consideration for tribal proposals to reduce threats to tribal trust lands and cultural resources from US Forest Service and BLM lands. Therefore, TFPA projects may be as varied and diverse as the tribes whose lands, resources and communities the projects are designed to protect.

TFPA projects can reduce fire risk, prevent invasive species spread, or protect subsistence food sources, etc. This flexibility is an important component to the success of the TFPA as a collaborative process tool. Yet, this makes monitoring the success of TFPA projects on a national level difficult. While many collaborative US Forest Service initiatives (e.g. Collaborative Forest Landscape Restoration, Good Neighbor Authority, etc.) have set criteria for monitoring success across projects, TFPA project success criteria will vary from project to project. Nonetheless, in an age of growing budget reductions, US Forest Service and tribal staff must demonstrate the success of their projects in comparison to other similarly collaborative initiatives. This requires consistent monitoring plans and criteria to compare TFPA and TFPA-like projects with national initiatives. TFPA is an implementation authority that provides for cooperative management of cross-jurisdictional tribal and US Forest Service

landscapes and seeks to strengthen tribal and US Forest Service capacity to implement and increase the number and scale of TFPA and TFPA-like projects. In order to demonstrate this value in terms of other projects, consistent monitoring criteria is required.

A national monitoring protocol will help tribal and US Forest Service partners to compare and evaluate projects using both quantitative and qualitative data, and appropriately support analysis and evaluation of that data. The TFPA projects demonstrated the value and need for additional qualitative data components and analysis in evaluating the benefits of TFPA and TFPA-like projects, which may be undervalued by purely quantitative data. For example, tribal lands, resources and communities protected through a TFPA project may be small in acreage (i.e. quantitative data), but the protection of that area or site (e.g., a sacred site) may be of higher value to the tribes and the US Forest Service meeting its trust obligations to those tribes (e.g. qualitative values). Likewise, a small TFPA pilot project may lead to larger scale projects.

The purpose of the monitoring protocol is to ensure that relevant information is available to support a national monitoring plan. National monitoring of TFPA projects and continuation of effective TFPA and TFPA-like projects and partnerships between tribes and US Forest Service is important to assess their value in the overall objective of increasing the scope and scale of or restoration and protective work on lands adjacent to tribal lands (i.e. TFPA and TFPA-Like projects). A final monitoring plan will require support from staffing, partnership agreements and funding. This national plan relies on and supports data collected through US Forest Service and tribal data tracking tools, focusing on focuses on identifying successes and lessons learned from effective partnerships, and identification of cross-jurisdictional benefits associated with protecting tribal resources. An overarching objective of a national program to monitor TFPA projects is to evaluate how these projects are beneficial at a ground level and provide a multiplying force for beneficial projects and outcomes on the landscape. This type of analysis requires both qualitative data in addition to standard quantitative data, along with appropriate qualitative analysis of that data from experts.²

² Quantitative data (e.g., number, index, percentage, ratio, etc.) can provide clear measurements of internal change or comparisons between entities. The TFPA Tracking Tool, Appendix B provides this data. The quantitative contributes to the overall evaluation and analysis of TFPA and TFPA-like projects and the value of TFPA as a collaborative tool. However, qualitative data and analysis is also required to assist decision-makers in comparing performances and achievements between projects. Quantitative indicators have a limited value in demonstrating the values of TFPA projects. For example, improvements to the US Forest Service and tribal relationship because of TFPA, the value of TFPA projects to increase partnership options, or even the social or cultural value of protected resources.

<http://monitoringevaluation.weebly.com/quantitative--qualitative-indicators.html>

III. Monitoring Protocol

This Monitoring protocol is intended as the procedure or system for monitoring TFPA projects nationwide, and initial considerations in developing a national monitoring plan or program. In order to evaluate the national success criteria, additional consideration, understanding, and analysis of local/project level success criteria is required. While, the following monitoring protocol is intended to support evaluation of TFPA on a program level nation-wide, monitoring criteria specific to TFPA projects is also referenced to support local/project level data collection and analysis.

A. TFPA Monitoring Criteria

The following criteria/and questions were developed based on lessons learned and TFPA Project Workshop monitoring interview results. These criteria represent the data required to evaluate TFPA and TFPA-like projects on a national level, as well as indicators for success of national goals based on lessons learned to date. These criteria include, whether:

- Trust resources and rights being protected from risks and threats by project activities.
- Project activities are reducing the risk to tribal communities
- Agency managed lands with tribal resources, rights, and interests are being restored.
- Was the trust relationship between the federal agencies and tribes honored?
- Did TFPA projects lead to more landscape level restoration activities?
- Were other lands leveraged or restored as a result of the TFPA project(s)?
- Were collaborative relationships between Federal and tribal partners improved?
- Did projects improve US Forest Service staff understanding of tribal rights and interests on the landscape?

Related to these national monitoring criteria the assumed resulting national indicators of TFPA programmatic success:

- TFPA Projects completed
- Projects resulting in additional acres treated, restored, protected or leveraged as a result of original project (i.e. if the project resulted in greater landscape improvement, or additional projects being developed and completed).
- Tribal project level indicators for success (protection or restoration of resources) are achieved.
- Improved relationships between tribes and US Forest Service. This is validated based on interview and observation data, but potentially also quantified through additional projects, long-term management partnerships, and regular coordination activities, etc.

B. Monitoring Tools and Strategies

Participant observation, interviews and community surveys are important tools that proved successful for the TFPA Workshops Project monitoring. (See Appendix A TFPA Workshop Questions and procedures). There are various tools for determining appropriate monitoring strategies for qualitative data within communities, including interviews, surveys, advisory committees, community meetings, or Elder's councils.³ As referenced above, the proponent for local/project level monitoring must be the tribe with support as requested by the US Forest Service or other federal agency partners. For a national level evaluation, this monitoring protocol incorporates the use of interviews, the TFPA Tracking Tool, and an advisory council, coupled with any data received through local/project level monitoring to evaluate this and other monitoring criteria.

This monitoring protocol relies on a combination of implementation and effectiveness monitoring looking at both qualitative and quantitative data. Specifically, the plan seeks to determine:

- 1) Whether projects achieve the activities identified (e.g. local/project level success, resources protected, acres treated indicators, etc.);
- 2) Evaluating whether projects are effective in achieving project goals (e.g. whether habitat was restored for trust species); and
- 3) Evaluating whether TFPA is an effective tool for increasing the scope and scale of tribal and US Forest Service collaborative projects.

Proposed strategies rely heavily on observational and interview data, including phone interviews, supplemented with site visits. Both interviews and site visits are anticipated to occur at increments following project implementation and project completion to both gain valuation of sample project completion and effectiveness. (See Monitoring Timeline below.) Later phase interviews and site visits will help gauge the effectiveness of TFPA to increase the scale and scope of forest restoration projects as well as improved relationships.

Monitoring interviews and observational site visits should be conducted by US Forest Service and tribal partners with the ITC. US Forest Service interviewers will ideally not include those not directly affiliated with the project. Interviewers and those conducting site visits should all understand the need for objectivity and thus be unaffiliated directly with the sample TFPA

³ US Forest Service, Collaborative Forest Restoration Program, has multiple handbooks available for development of monitoring plans, including multiparty, community monitoring. These and other US Forest Service resources can provide more details on the various analysis strategies available, and appropriate on a project level basis.

projects. Additionally, interviewers and those participating in the site visits should have sufficient content understanding (i.e. basic understanding of TFPA and project goals), familiarity working with tribes and US Forest Service (e.g. a team of US Forest Service and tribal staff, or qualified tribal liaisons), and interviewees must be familiar with interview techniques and strategies to elicit and incorporate interview results effectively (e.g. social science training or equivalent). While US Forest Service interviewees will include staff and leadership affiliated with the project, tribal project interviewees may include a larger range of interviewees to evaluate project effectiveness. These may include interviews or discussions with elder councils, community surveys or meetings as relevant based on project/level criteria for success. Some projects may already have conducted these effectiveness evaluations as part of project/local monitoring. (See below) However use of that data will be determined based on the objectivity of interviewers and use of the national monitoring criteria referenced above. Interviewees will be providing both quantitative data through the TFPA tracking tool, and qualitative information (outputs) through discussions on the monitoring criteria. Qualitative outputs based on the monitoring criteria are potentially subjective, which will benefit from interviews of both US Forest Service project participants and tribal representatives by objective interviewees.

C. TFPA Program Monitoring Program Scope

The TFPA monitoring protocol seeks to monitor, evaluate the success of TFPA as a tool to increase the scope and scale of cross-jurisdictional projects.⁴ While, greater results will be achieved if the monitoring criteria is incorporated at the individual project level for all projects nationwide (see below), this is not currently feasible as a nationwide standard. In order to accommodate the lack of consistent TFPA project monitoring data using the proposed national criteria, this protocol assumes a pilot monitoring of existing or new TFPA Projects, utilizing up to ten TFPA projects where some initial baseline data and criteria exists for developing a longer term, national monitoring strategy. (See Recommended Project/Local Level Monitoring). This monitoring protocol assumes consistent yearly updates of TFPA tracking tool quantitative data, the proposed monitoring interviews and analysis will supplement tracking tool data, validate those responses, and provide both qualitative and quantitative data analysis based on the national criteria.

A sampling of up to ten TFPA projects (Sample TFPA Projects) over a course of ten years is anticipated by this protocol. The final monitoring plan number will be dependent on resources

⁴ Individual TFPA projects may also seek to provide accountability, and assess the positive or negative ecological, social, cultural, and/or economic effects of an individual TFPA project as part of the local level criteria for success.

and funding. (See below.) Sample TFPA Projects will include both new TFPA and TFPA-like projects, as well as projects that originated out of the original ITC/US Forest Service TFPA Project workshops. TFPA workshop projects will likely have the necessary baseline data and local/project level monitoring strategies to support use in the national monitoring plan. However, ideal selection of Sample TFPA Projects should incorporate projects from a diverse range of US Forest Service regions.

a. Recommended Local/Project Level Monitoring

A constant among successful TFPA projects, was tribal leadership in defining the criteria for project success and evaluating that success.⁵ This is consistent with the principles of TFPA wherein tribes define the risk to be reduced and thus success in protecting those tribal resources from those risks. Notwithstanding, the local level emphasis on tribal definitions of success, the national monitoring criteria and resulting analysis allows for the incorporation of neutral indicators that can be used by all projects including:

- Trust resources and rights being protected from risks and threats by project activities.
- Project activities are reducing the risk to tribal communities
- Agency managed lands with tribal resources, rights, and interests are being restored.
- The trust relationship between the federal agencies and tribes is honored

Sample TFPA Projects will need to incorporate some of the foregoing criteria⁶ for local level evaluation. If this criterion or monitoring indicators are not already incorporated into monitoring for these projects, it should be available or easily obtained consistent with the aforementioned monitoring strategies. Likewise, the availability of baseline data should be a factor in identifying sample projects to include in program monitoring. Determining necessary evaluation methodologies on a local level will be important, to reducing the burden on the national monitoring plan. This is particularly relevant in terms of evaluating success in protecting tribal resources, since some of these criteria depend on the resources being protected and risks reduced to tribal communities on a project by project basis. For example, some tribes may require different analysis strategies depending on the resources; analysis by

⁵ The 2018 TFPA success stories demonstrated the importance that Tribes play a lead role in defining project success.

⁶ These criteria are recommended for all TFPA projects and for incorporation in local project monitoring plans, nationwide, whether projects are included in the Sample TFPA Projects.

project staff is sufficient for one project, but other resources and projects may require discussions among community members as part of the analysis.

D. TFPA Program Monitoring Program Timeline

The monitoring protocol assumes, monitoring activities for a term of ten or more years. This is intended to accommodate initial project start-up, two cycles of interviews between one and five years after project implementation, and regular evaluation and analysis of monitoring data.

Initial project activities will include convening a project team, including an advisory council. Likewise, identification of TFPA and TFPA-like projects eligible as Sample TFPA projects. Initial monitoring will include review of project baseline data and TFPA tracking tool data. The initial cycle of monitoring interviews/site visits will occur within one year of project implementation, due to the potential need to obtain and validate baseline data, the first cycle of interviews is prioritized for site visits. This level of baseline data may not be necessary if already available and appropriate through program level monitoring as discussed above. A second monitoring site visit and interview cycle occurs within one year of project completion, but no more than five years following project implementation.⁷ This will allow for additional verification of long-term outcomes, including whether TFPA projects lead to additional and larger landscape level projects. Interviews may include phone and in-person interviews with US Forest Service and Tribal project participants (at least two interviews will be conducted per project including both one tribal and one US Forest Service project representatives). Site visits are assumed to be all-day meetings to accommodate travel to site, conversations with community members as needed.

TFPA monitoring data shall be reviewed, evaluated and summarized on a biennial basis with interim monitoring reports documenting any lessons learned or resources needed to meet TFPA goals overall as well as whether changes in the monitoring program are required. This evaluation cycle will allow for varying project start and completion dates to be incorporated into findings, as well as to provide more long-term data on the effectiveness of projects.

It is recommended that a project team be primarily responsible for the documenting of interview findings and conducting interviews and site visits. This project team should also convene and support an advisory council consisting of US Forest Service, tribes, and tribal

⁷ The five years after project implementation, or within one year of project completion accommodates the need to finalize program monitoring, as well as providing data indicators of success. It is assumed that most projects can be completed within 5 years of implementation. Projects that cannot be completed within 5-10 years of implementation should be excluded from Sample TFPA projects or evaluated according to components that can be completed within the proposed timeline.

organizations. This Advisory Council would be responsible for the analysis of monitoring findings and making necessary changes to the monitoring plan criteria and indicators as needed to meet program goals.

IV. Funding Needs

Unlike many collaborative forest management projects, TFPA projects do not require monitoring or have funding designated for monitoring. While some of the needed quantitative data is recorded in the TFPA Tracking Tool, the more valuable qualitative data is not available for TFPA projects unless incorporated into those projects or obtained through other projects. National monitoring of TFPA projects and the continued monitoring as TFPA as a tool will require an allocation of funding to support monitoring activities on a national level, as well as some funding for project/local level monitoring if desirable. The implementation of the protocol referenced above, as well as associated project management will require a funding to maintain. In addition to requiring both US Forest Service and tribal participation, current staffing for these two groups are not sufficient to support a monitoring program without additional financial support.

V. Resources

As referenced above there are a number of resources available from US Forest Service to facilitate the development of local/project level monitoring plans. These are available through the US Forest Service and referenced herein. There are also many national initiatives, where TFPA has been utilized as a tool, but that do not utilize the TFPA criteria outlined herein (e.g. Good Neighbor Authority or CFLR projects). Support for using the national monitoring criteria and considerations listed in this protocol, could also help provide valuable data and insight in lessons learned to achieve larger scope and scale of cross-boundary projects nationwide.

In terms of resources to implement the proposed national TFPA monitoring protocol, these resources are currently undefined, but may including ongoing partnerships between US Forest Services, individual tribes and ITC.

VI. Conclusion

Monitoring of TFPA and TFPA-like projects is necessary for continued use of TFPA as a tool and evaluation of how best to utilize this tool to increase the scope and incidence of cross-

boundary collaborative projects nationwide. Monitoring based on the criteria outlined herein and through the strategies recommended is vital to endorse the on the ground benefits of US Forest Service's continued support of its trust responsibilities to tribes through collaborative forest improvement projects.