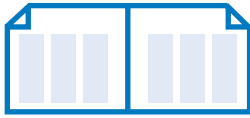




# **A Tribal Executive's Guide to Integrated Resource Management Planning**

February 2005



# INTRODUCTION

IRMP Guidelines—Introduction

## Purpose

This executive summary brochure summarizes the contents of the *Guidelines for Integrated Resource Management Planning in Indian Country*. These guidelines are not intended to be used only by tribes with large reservations or significant planning resources. The processes described can be used just as effectively by small tribes with limited land bases and budgets.

## Evolving Land Management Concepts

Concepts of land management continue to change. In the past, resource managers generally focused on the resources tied to their discipline, sometimes with little regard for the impacts their actions might have on other resources. As our understanding of the complexity and interrelationships in our natural world continues to evolve, management strategies are changing in an attempt to deal with these relationships. It is to address this complexity that integrated resource management concepts, and their related planning techniques, have been developed.

Through its very nature, integrated resource management requires that the interrelationships between the social, environmental, and economic components of the reservation be taken into account. It requires the active participation of those with a vested interest in the management of reservation resources.

Tribes have long been community based—taking the greater community's benefits into account when making decisions. Moving away from single resource based decision making helps tribes to return, in modern terms, to community based management.

## IRMP Goal

The goal of integrated resource management is to tie all decisions which affect a tract of land together so that each decision's impact is weighed against all others. The Integrated Resource Management Planning (IRMP) process defines the arena in which an assessment of proposed decisions, and their related impacts, are evaluated. It defines the policies and priorities land managers are to use to ensure their actions move the tribe toward its vision for the reservation.

## Contents of this Executive Summary

1. **IRMP—Then and Now**—A brief history of integrated resource management planning in Indian Country with a discussion of the regulatory implications of creating an IRMP.
2. **The Planning/Management Cycle**—A general description of the planning/management cycle with an explanation of how planning is a component of the broader concept of integrated management.
3. **Charge!! To Plan**—Describes the directive to undertake planning and how to organize the planning process.
4. **Before the Planning Starts**—Discusses the activities which are necessary to define the planning environment. Describes the various steps which are taken prior to the start of the IRMP development effort which ensure that the planning process proceeds smoothly.
5. **Seeking the Vision**—Discusses the creation of a tribe's vision for its resources and the development of goals and objectives which guide the tribe in reaching that vision.
6. **Reservation Resource Assessment**—Describes the development of resource assessments including current and historical perspectives.
7. **Alternative Management Approaches**—Provides a process to assist in developing and analyzing alternatives, and the selection of the preferred alternative.
8. **The IRMP Becomes a Document**—Provides examples of IRMP document organization, discusses collection and incorporation of comments, and the publishing of the plan.
9. **The IRMP Lives**—Starts with the final review, moves through formal adoption of the plan, and discusses its distribution.
10. **The Completion of the Management Cycle**—Closes the planning/management cycle by discussing monitoring, modifying, and updating the IRMP.

## IRMP Process Flow

The guidelines are organized into a ten-step process flow, with each chapter highlighted in the process flow at the bottom of the page.

## Acknowledgments

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*"Survival of the world depends on our sharing what we have and working together. If we don't, the whole world will die. First the planet, and next the people."*  
—Fools Crow, Ceremonial Chief, Teton Sioux





# THEN AND NOW

## IRMP Guidelines—Chapter 1

*"We are on and are of the earth. It's where we come from and where we are and where we are going. We share an awesome responsibility (but no authority) to leave the land clean and pure for 7, 14, 21 generations."*  
—Alphonse F. Halfmoon, Confederated Tribes of the Umatilla Reservation

### Overview

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

### Definitions—Key Concepts

**Integrated Resource Management**—An approach to reservation resource management which takes a whole system approach, viewing all resources—natural, social, cultural, and economic—as being interrelated in such a manner that management actions directed at one resource also affect others.

**Integrated Resource Management Plan**—A strategy for management of reservation resources presented in a set of documents created through the general strategic planning process depicted in these guidelines.

### What is an IRMP?

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

- An integrated resource management planning process links the natural environment (scientific data and concepts) and social realities (human values).
- An IRMP identifies and promotes tribal members' interests, priorities, and plans.
- An IRMP is the plan under which all operational resource management plans are designed and against which all management actions are measured.
- It is subject to tribal control and provides clear direction to BIA and other agencies as to how the tribe wishes the reservation to be managed.

- The creation and use of an IRMP by a tribal government for the development and regulation of tribal resources facilitates self-governance and assures sovereign control of valued assets.
- An IRMP is created by tribal leaders with technical assistance from the various resource management specialists and input from tribal members.

### Ground Rules

- ▶ Successful management of reservation resources requires five skills:
  - Ability to develop and use a clear and sound understanding of reservation resources and how they fit into the broad, regional picture.
  - Ability to use a comprehensive planning process to create a tribal vision as a foundation upon which integrated goals and objectives are based.
  - Ability to understand risks associated with decisions made through planning and resulting management actions.
  - Ability to translate visions to on-the-ground actions.
  - Ability to constantly reevaluate management actions relative to vision, goals, and objectives and make regular adjustments to all three.

- ▶ The IRMP provides clear direction to tribal managers, the BIA, and other agencies as to the tribe's wishes and intent relative to the management of reservation resources.
- ▶ An IRMP does not stand alone. From it, implementation and action plans are developed for all resources which fall under it.
- ▶ An IRMP addresses statutory and regulatory issues and lays the groundwork for consolidation of tribal regulations and codes.
- ▶ Each of the following is necessary for successful completion of an IRMP:
  - Adequate funding.
  - Development of a team approach to planning and management.
  - Strong commitment at the executive level of the tribe.
  - A champion of the process.
  - Support systems—management, Geographic Information System (GIS), Global Positioning System (GPS), office automation.
  - Clear specification of the scope and format of the IRMP document.

### Major Regulatory and Planning Milestones in Reservation Resource Management

1934	Indian Reorganization Act—allows owner participation in management planning and actions
1960	Multiple Use Act—early standard for evaluating more than one use for a tract of land
1969	National Environmental Policy Act (NEPA)—public participation and use of formal planning process including analysis of alternatives
Early 1970s	Development of comprehensive reservation resource and development assessments
Early 1980s	Development of “modern” forest management plans which included integrated concepts
1988	BIA starts national IRMP initiative with intent of developing comprehensive, integrated plans for each reservation
Early 1990s	Passage of Indian forestry and agriculture acts which direct that forest and agricultural plans comply with tribal IRMPs
1993, 2003	Indian Forestry Management Assessment Team, under direction of Intertribal Timber Council, identified integrated resource management plans as a high priority for management of Indian resources





# THE PLANNING/MANAGEMENT CYCLE

IRMP Guidelines—Chapter 2

## Overview

Planning is one component of the overall management cycle. Planning is oriented towards the future. It integrates information, allowing a range of potential outcomes to be analyzed.

This step will explore:

1. What is planning?
2. What are the three levels of planning?
3. How does planning fit into the management cycle?

## Definitions—Key Concepts

**Management Cycle**—The management cycle consists of four parts, each repeated in turn over the course of time: planning, implementation, monitoring, and adaptive modification. Planning does not stand on its own, but is integrated into the management cycle. It includes the formulation and enforcement of resource use regulations.

**Resources of Value**—Any resource which has intrinsic value to the tribe and its members. Resources of value can include natural, social, economic, cultural, and spiritual resources.

**Planning**—An orderly process to identify goals and objectives and outline a process by which they will be met. Planning is one component of the management cycle.

### What are the Trends in Resource Planning?

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

### What are the Three Levels of Planning?

**Strategic Planning**—This top level of planning is the umbrella for program and project plans. It states the overall vision or mission of the organization. An IRMP is a strategic plan and, as such, deals with issues which affect the reservation and involve numerous organizational units.

**Program or Implementation Planning**—The mid-level of planning outlines specific goals and objectives for an individual program's activities. They set program standards and management actions and are geographically and time specific. They are developed using the policies and procedures set forth in a strategic plan.

**Project or Activity Planning**—This is the most detailed level of formal planning and it defines specific actions to be undertaken, often in a very intricate manner, to complete a specific, local activity or project.

### Ground Rules

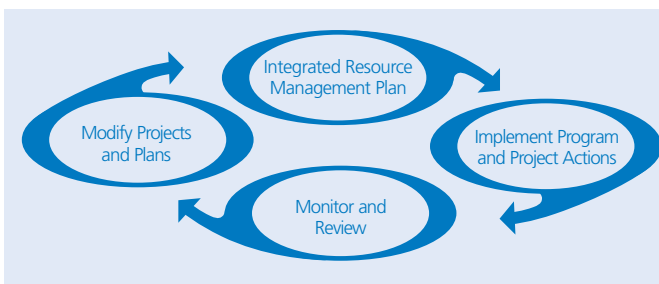
- ▶ All levels and types of planning processes exhibit similar characteristics. The IRMP process used in these guidelines is generic and tribes can adjust it to meet their desires.
- ▶ Successful plans are built to be flexible and easily changed when changes in the tribe's vision, goals, and objectives occur. Economic conditions, catastrophes, and availability of new information may also warrant changes.
- ▶ The planning and management environment needs to be dynamic, incorporating an active review and modification process.
- ▶ Actions taken need to be regularly evaluated by managers and decision makers to ensure they are still consistent with resource management concepts as depicted in the various plans.
- ▶ If resource management science and the decision making environment do not come together, the IRMP process will not be effective.

*"Cultural man needs land and developed natural resources as the tangible source of bodily existence; he needs the flow of commodities to make that source effective, but first of all he needs a harmonious and related environment as the source of his true living. These three needs of cultured man make three corresponding problems: (a) the conservation of natural resources, (b) the control of commodity flow, (c) the development of environment. The visualization of the potential workings of these three processes constitutes the new exploration—and regional planning."*  
—Benton McKaye, *The New Exploration: A Philosophy of Regional Planning*, 1928.

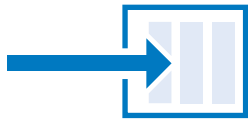
### How Does Planning Fit into the Management Cycle?

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

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







# CHARGE!! TO PLAN

## THE DECISION MAKERS START THE OFFICIAL PLANNING EFFORT

IRMP Guidelines—Chapter 3

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

### Overview

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

### Definitions—Key Concepts

**Charge to Plan**—The action of the tribal decision makers which initiates the formal Integrated Resource Management Planning process.

**Memorandum of Understanding**—A formal partnership agreement spelling out objectives, roles, responsibilities, schedules, and costs.

### What is the Charge to Plan?

The Charge to Plan is an action taken by the tribal decision makers which formally starts the Integrated Resource Management Planning process in motion.

- The Charge to Plan is usually done via a tribal resolution, but this isn't necessary. It can be included in an annual work plan or a letter of direction from the tribal Chief Administrative Officer. The decision of how this is accomplished is up to the tribe.
- It authorizes the planning effort to proceed and may include details concerning the planning effort which the decision makers want conveyed to the planners and resource specialists.
- When the IRMP includes BIA participation and/or concurrence, a Memorandum of Understanding between the tribe and the BIA which outlines the roles and authorities of each organization can be established.

### What Does the Directive to the Tribal Organization Look Like?

The IRMP relies on the commitment of a team of tribal professionals to coordinate and complete it. To ensure commitment of necessary resources, the Tribal Chairman or Chief Administrative Officer may want to issue a directive to affected parties. The directive describes to the tribal staff various aspects concerning the activation of the planning effort. This information underscores the value the Tribal Council places on the development of the IRMP and will include directions regarding:

- Mobilization of staff resources
- Designation of the IRMP Team Leader (if that has not already been done)
- Designation of specific individuals to serve on the IRMP Core Team
- A general schedule
- Budget issues
- Specific tasks
- Reporting requirements

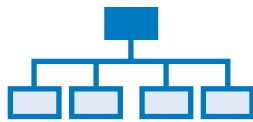
### Ground Rules

- ▶ The Charge to Plan is the official “kick-off” of the integrated planning effort. It provides a clear indication of the direction of the planning effort.
- ▶ By developing and implementing a strong Charge to Plan, tribes exert their sovereignty through this exercise of self-governance.
- ▶ The Memorandum of Understanding brings the BIA into the planning effort as a participant, not the director of the initiative.
- ▶ A directive to program managers limits misunderstandings relative to the allocation of resources and reinforces the decision makers' resolve to undertake the planning effort.

### Sample Contents of an IRMP Memorandum of Understanding with the BIA

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





# BEFORE THE PLANNING STARTS

IRMP Guidelines—Chapter 4

## Overview

There are numerous actions which need to be undertaken to prepare the pathway for the IRM planning process. This phase of the creation of an IRMP can be described as “preplanning” and results in the creation of an IRMP Workplan. The Workplan sets the stage for the actual IRMP effort and addresses the following questions:

1. How do you organize the planning process?
2. What are the general goals of the planning effort?
3. What is the IRMP development schedule?
4. Who is the public and how will they be involved?
5. What will the breadth and depth of the IRMP be?
6. What will the geographic area of consideration be?
7. What will the relationship of the IRMP be to regulations and other plans?
8. What organizations will participate and what will the organizational structure look like for the IRMP effort?
9. What disciplines and skills are necessary?
10. What information will be needed and where will it come from?
11. What will the IRMP cost and how is it paid for?

## Definitions—Key Concepts

**Stakeholders**—any individual or organization that may be affected in some way by the plan's implementation. This includes nontribal entities such as non-Indian landowners or county governments.

**Decision Maker**—directs the initiation of the planning process, reviews and accepts the plan, and directs its implementation. Can be a Tribal Council or Resource Committee member or BIA line official.

## What is the IRMP Development Schedule?

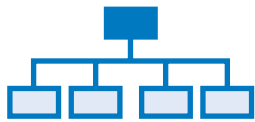
An overall schedule for the IRMP effort needs to be developed as the answers to the preceding scoping questions are developed. A simple time line might look like this:

Task Name	Start	End	2004				
			Q4	Q1	Q2	Q3	Q4
Develop IRMP Workplan	10/02/04	10/30/04	█				
Identify Issues and Concerns	10/14/04	12/11/04	█				
Create Vision	10/14/04	12/30/04	█				
Develop Goals and Objectives	10/14/04	01/15/05	█				
Conduct Resource Assessment	11/17/04	06/15/05		█	█	█	
Develop Alternatives	02/17/05	07/01/05		█	█	█	
Select Preferred Alternative	07/02/05	07/09/05				█	
Draft IRMP Document	02/18/05	08/31/05		█	█	█	
Comment and Review Period	09/02/05	10/01/05				█	
Revise and Correct Document	10/01/05	10/30/05					█
Submit to Council for Approval	10/30/05	12/01/05					█
Publish, Distribute, and Implement	12/01/05	12/31/05					█

## Ground Rules

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





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

## BEFORE THE PLANNING STARTS

IRMP Guidelines—Chapter 4 (continued)

What organizations will participate and what will the organizational structure look like?

Organizational Unit	Composed Of	Types of Actions and Roles
Decision Makers	Tribal Council, tribal executives, BIA Superintendent, BIA Regional Director	Authorize planning effort, review and comment on plan, adopt and direct implementation of plan
IRMP Core Team	Appointed IRMP Team Leader and core planners—frequently program managers, but can include individuals outside the tribal/BIA organization	Direct planning effort, make decisions internal to the IRMP process, conduct public involvement efforts, create the plan
Professional/Technical Support Personnel	Resource professionals and technicians, GIS specialists	Provide professional and technical resource support to IRMP Core Team, develop data, conduct analyses, prepare exhibits
Editorial Support Personnel	Writers, editors, graphic artists, secretaries and clerks	Prepare exhibits and educational materials, write and edit the plan, maintain written record of planning effort
Stakeholders	Tribal members, general public, and public/private sector organizations	Provide input, review, comment, monitor, and implement
Oversight Committee (optional)	Individuals appointed by the Decision Makers and/or the IRMP Core Team	Provide a formal sounding board for plan development—may serve as liaison with the public

### How Will the Public Be Involved?—A Sample Public Involvement Plan

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

### ➔ Budget Development Ground Rules

- ▶ Regardless of where funds originate, it is the tribe's responsibility to fund the IRMP and it is critical that tribal leaders support the IRMP process by assuring adequate funding.
- ▶ The cost of developing an Integrated Resource Management Plan can be significant and total costs will vary greatly, depending on:
  - The depth and breadth of the planning effort.
  - The size of the area being planned for.
  - The complexity of the resources and their related inventories.
  - The range of management activities considered.
  - The need to hire outside assistance.
- ▶ The primary categories of IRMP costs are:
  - Internal personnel salary and travel.
  - Information acquisition and management.
  - Public involvement.
  - Publication and distribution.
  - Training.
  - Outside personnel fees and travel.



# SEEKING THE VISION

IRMP Guidelines—Chapter 5

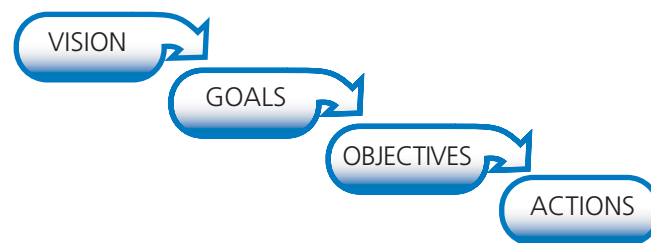
### Overview

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

There are certainly many processes for creating a tribal vision and identifying goals and objectives to meet that vision, but each process has many of the same steps. A four-step process is suggested here: the identification of issues and concerns of those affected; the creation of a tribal vision; the identification of goals to address the vision, issues, and concerns; and the creation of objectives to provide substance to the vision and goals.

### The Vision to Actions Pathway

The results of the planning process could be described as: the creation of a vision; development of goals which reflect that vision; expansion of the goals into objectives which serve as milestones to move along to make the vision a reality; and actions which convert the vision into reality.



### Definitions—Key Concepts

**Vision**—A shared destination to which we wish our actions to take us, and which carries emotional power and commitment.

**Vision Creation**—A process which produces a widely accepted view of the conditions which are most desirable, often referenced to a point in the future.

**Goal and Objective Reconciliation**—The process by which goals and objectives are evaluated to identify those which may be complementary or in conflict.

#### → Ground Rules

- ▶ The IRMP Core Team may develop a preliminary set of issues and concerns to stimulate discussion.
- ▶ Categorize issues and concerns based on the tribe's categorization of resources of value.
- ▶ Use maps and other visual aids, marking them and tying them to issues and concerns.
- ▶ Don't rely solely on meetings for identification of issues, concerns, and goals.
- ▶ When staff and Tribal Council members attend public meetings, allow them to comment on and clarify issues for those attending. This needs to be accomplished in a nonthreatening manner.
- ▶ Vision statements are critical elements. Their quality must be high or they will not stand the test of time. A vision has:
  - an emotional quality
  - a strong sense of imagery
  - a long-term reach

The tribal vision carries the values of the tribe and its members with a strong emotional content from which goals and objectives are derived.

*"We must have a seven generations vision. I envision the eastern part of the Reservation as a backbone of Tribal culture, where everything is put in terms of trees, water, animals, campsites, valleys, and rangelands for valleys...."*  
—Antone Minthorn, Confederated Tribes of the Umatilla Indian Reservation

### Value and Vision Scenarios

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

#### IRMP Core Team Vision

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

#### Tribal Council Vision

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

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







# RESERVATION RESOURCE ASSESSMENT

IRMP Guidelines—Chapter 6

"...Before the time of the Reservation, the Salish tribes gained subsistence from a tribal system of hunting, fishing, and harvesting. The quest for food began in the early spring with the bitterroot harvest.

Tribal leaders appointed elders to watch for when bitterroot was ready. When the time came, the leaders called the people together to dig enough roots for a feast to celebrate the year's first food and to pray that food would be plentiful..."

—Flathead Reservation Comprehensive Resources Plan

### Overview

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

### Definitions—Key Concepts

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

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

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

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

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

### Warm Springs IRMP Resource Assessment Outline

#### Affected Environment

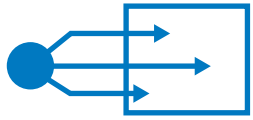
- A. Introduction
- B. Reservation Setting
  - 1. Location
  - 2. Geology
  - 3. Climate
  - 4. Land Ownership
- C. Physical Aspects
  - 1. Minerals
  - 2. Soils
  - 3. Water Resources
  - 4. Energy Resources
- D. Biological Aspects
  - 1. Air Quality
  - 2. Biological Diversity
  - 3. Sensitive, Threatened,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

### Ground Rules

- ▶ Design the outline for the presentation of the assessment early on. It may be necessary to take into account the manner in which different disciplines perform their analysis activities when creating the outline.
- ▶ Don't lose sight of the scope of the planning effort.
- ▶ Find people and data that go back in time.
- ▶ Compress the written portrayal of the resources but maintain quality records that support what is published.
- ▶ Prepare format guidelines for IRMP team members which provide graphic and page standards and include the number of graphic images allowed, a sample outline of contents, number of pages of text, margin requirements, etc.
- ▶ Keep a loose-leaf binder which contains all support materials for each chapter. Not only is this simply a good idea, but it also complies with NEPA records requirements.
- ▶ Assessments should be written in a clear and concise manner, always keeping in mind the audience (tribal members and policy makers) and their ability to understand technical language.
- ▶ The resource assessment serves as a reality check. Vision, goals, and objectives should be reviewed in light of the assessment results and may need to be changed to remain realistic.
- ▶ The resource descriptions and assessments can serve as the initial volume of the IRMP. This volume can include the vision, goals, and objectives with an explanation of issues and concerns.

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





# ALTERNATIVE MANAGEMENT APPROACHES

## DEVELOPMENT, ASSESSMENT, AND SELECTION

IRMP Guidelines—Chapter 7

### Overview

Inherent in the IRM planning process is the development and evaluation of alternative means to reach the IRMP's goals and objectives. Alternatives are simply the various ways of moving from issues and concerns and their related goals and objectives to solutions.

### Definitions—Key Concepts

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

**Alternative**—An integrated set of management actions designed to meet a set of goals and objectives.

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

### How Are the Alternatives Developed?

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

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

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

### General Process for Developing Management Alternatives

Step 1. Review vision, goals, and objectives. Analyze issues and concerns.

- ▶ Review documents.

Step 2. Create alternatives which identify different means to reach the tribal vision.

- ▶ Match with resource classification system.
- ▶ Establish desired level of analysis.

Step 3. Create assessment standards and conduct analyses. Develop profiles of alternatives.

- ▶ Use analysis matrices and output tables.

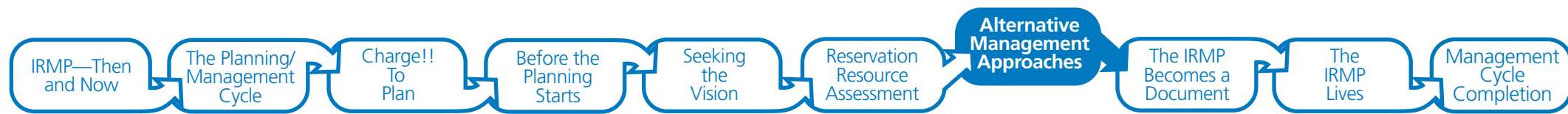
Step 4. Select preferred alternative.

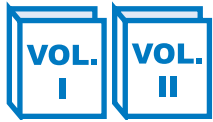
- ▶ Involve key decision makers.
- ▶ Review against vision and concerns.

### Ground Rules

- ▶ The creation of alternatives if the formalization of the steps of creative planning that any good manager utilizes to make a decision.
- ▶ Alternatives are best created and evaluated using a team approach.
- ▶ Create and maintain documentation of the process used, materials utilized, alternatives which are discarded (with an explanation of why), minutes of meetings, and results of all analyses.
- ▶ The chance of identifying one alternative which maximizes all the goals and objectives is very small. Use of management zones, each with different resource management prescriptions, can allow reconciliation of apparently conflicting goals and objectives.
- ▶ All alternatives are measured against the tribe's issues and concerns as stated in its vision statements.
- ▶ The assessment of alternatives can naturally lead to other alternatives. Starting the planning process with a predefined set of alternatives can stifle creativity, thereby limiting choices.
- ▶ Alternatives are best understood when presented with output tables and related maps, photos, and other graphics.
- ▶ The IRMP Core Team recommends the preferred alternative. The tribal decision makers formally select it upon adoption of the IRMP.

*"The purpose of the alternatives is to provide a basis for the Tribes to determine the management direction...each alternative produces different benefits to the Tribes and different environmental effects."*  
—Environmental Assessment, Warm Springs IRMP





# THE IRMP BECOMES A DOCUMENT

IRMP Guidelines—Chapter 8

*"It does not require many words to speak the truth."*  
—Chief Joseph, Nez Perce

## Overview

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

## Definitions—Key Concepts

**Final IRMP Draft**—The IRMP document that is presented to the decision makers for adoption. If the planning is being conducted as a NEPA process, it is also the NEPA decision document.

## Ground Rules

- ▶ Each resource of value is provided equal treatment in the IRMP document.
- ▶ Chapters need to be sized so that they are manageable.
- ▶ Have a balance between text and exhibits.
- ▶ Detailed technical material and map atlases can be placed in a separate document and referenced by the IRMP document.
- ▶ Secure the services of a professional editor and layout specialist, if possible.
- ▶ For ease of changing and updating the IRMP document, utilize a three-ring binder format with tab dividers.
- ▶ Final review and comments are conducted internally and with partners such as the BIA.
- ▶ The vision, goals, and objectives are always the final arbiter for interpretation of the IRMP.

## Sample IRMP Document

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

### Volume One

- Title Page
- Signature Page
- Resolution Adopting the IRMP
- Dedication
- Acknowledgements
- The Way the Plan is Organized
- Table of Contents
- Index of Figures and Tables in this Volume
- List of Documents in Appendix for this Volume
- Glossary of Acronyms
- Vision Statement for the IRMP
- I. Executive Summary for the IRMP
- II. Introduction
- III. Background
  - A. Brief History of the Spokane Reservation IRMP
  - B. Description of Spokane Reservation Resources

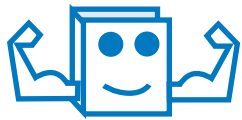
- C. Extent/Present Value of Major Tangible Resources
- D. Intangible Values
- E. Current System of Resource Management
- IV. The Scoping Process
  - A. Primary Issues and Concerns
  - B. Values Fundamental to the IRMP
  - C. Goals of the Resource Management Programs
- V. Direction Resulting from Scoping
  - A. IRMP Goals, Objectives and Tasks
  - B. Primary Changes to be Undertaken with the IRMP
  - C. The Anticipated Results
  - D. The Tribal Natural Resources Department
  - E. Ongoing Improvement of Natural Resources Management
  - F. Phase II Planning

### Volume Two

- The Way the Plan is Organized
- Table of Contents for Volume 2
- List of Figures and Tables in Volume 2
- Glossary of Acronyms
- 1.0 Purpose and Need for Action
- 2.0 Alternatives
- 3.0 The Affected Environment
- 4.0 Environmental Consequences of Alternatives
- 5.0 Tribal Resolution Adopting the Preferred Alternative
- 6.0 List of Preparers
- 7.0 List of Agencies and Persons Consulted

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





# THE IRMP LIVES

IRMP Guidelines—Chapter 9

### Overview

Completion of an IRMP is not the end of the Planning/Management Cycle, but rather the beginning of a new way of management—an integrated approach—which allows tribes to assume control of reservation resources in a responsible, modern manner.

### Definitions—Key Concepts

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

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

The IRMP is intended to be a living document. A review and modification process is established to ensure the IRMP remains abreast of changing conditions.

### Ground Rules

- ▶ The document must be reviewed from every angle to ensure it is readable, presents concepts clearly, and, most importantly, is consistent with the consensus tribal vision.
- ▶ Consistency in format throughout the document reduces the potential for confusion among readers and creates a document of which the tribe can be proud.
- ▶ The final review ensures adequate communication between the IRMP Core Team and the Tribal Council to ensure there are no surprises in the final draft. There should be no surprises at the time adoption is considered.
- ▶ Simply adopting the IRMP will not ensure that integrated resource management will be implemented on the reservation. Follow-through by decision makers, managers, and the public also has to occur.
- ▶ The adoption of the IRMP must specify who is responsible for which implementation action.

### Distributing a “Broadside” to Reservation Residents

Consideration should be given to publishing a synopsis or executive summary of the IRMP, using a tabloid or newspaper format “broadside” which can be printed cheaply and given broad distribution. In this way, it can be distributed during the final hearing or after adoption, possibly as a special supplement to the tribe's newspaper.

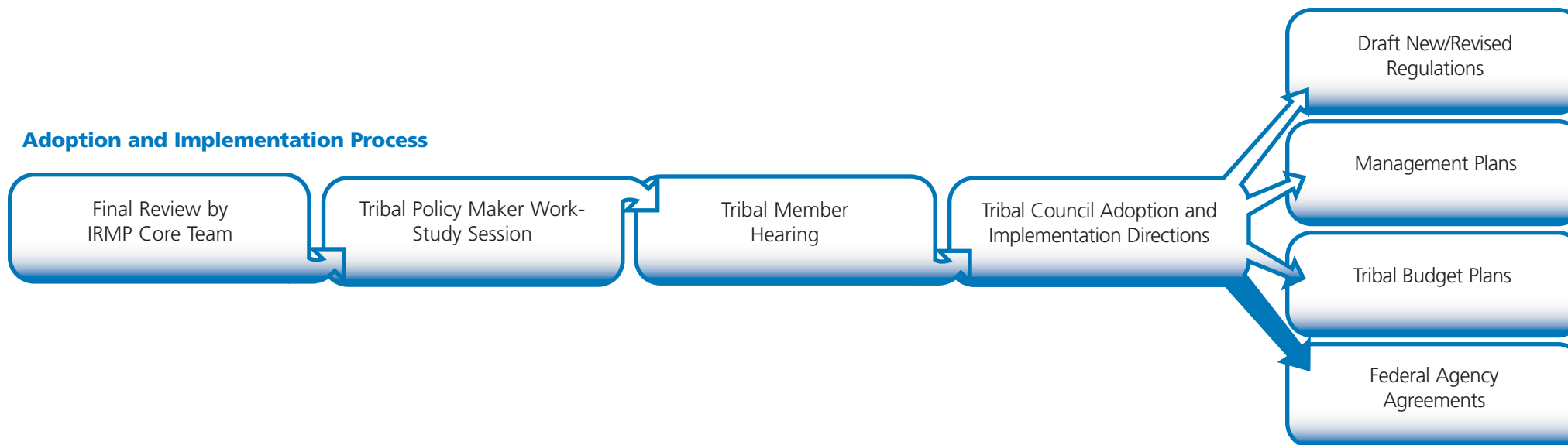
The broadside might contain:

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

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

—Confederated Tribes of Warm Springs IRMP

### Adoption and Implementation Process







# COMPLETION OF THE MANAGEMENT CYCLE

## MONITORING, MODIFYING, AND REPLANNING

IRMP Guidelines—Chapter 10

*"The wise man must remember that while he is a descendant of the past, he is a parent of the future."*  
—Herbert Spencer

*"Everyone is responsible for implementing an IRMP—the tribal council, the program managers, the professionals and technicians, the BIA. Accountability for implementation is therefore shared, not placed on the shoulders of one individual."*

—Charles W. Johnson

### Overview

Although not specifically a part of the IRMP development process, the monitoring and modification of the IRMP are critical steps in the integrated resource management cycle. These topics are worthy of their own sets of guidelines.

### Definitions—Key Concepts

**Program Monitoring and Evaluation**—A formal means of determining whether a program is achieving its desired results.

**Monitoring**—The use of established measures to determine program and project progress.

**Evaluation**—Assessment of monitoring results. (Are IRMP goals and objectives being achieved?)

### What is Monitoring?

Monitoring is the collection of information which is used to evaluate successes, failures, and overall progress.

### Sample Evaluation Process

A formal review body or committee, which can include tribal and BIA managers as well as tribal members and representatives of outside organizations, can be created to conduct an evaluation of the success of the IRMP implementation.

### What Does the Evaluation Include?

- A comparison of the monitored results with the expected results.
- A determination of key indicators of changes in resource uses.
- A review of the degree to which program plans and actions have been modified to incorporate the IRMP's vision, goals, and objectives.
- A determination of the fiscal and organizational commitment to the IRMP.

### What Does the Evaluation Determine?

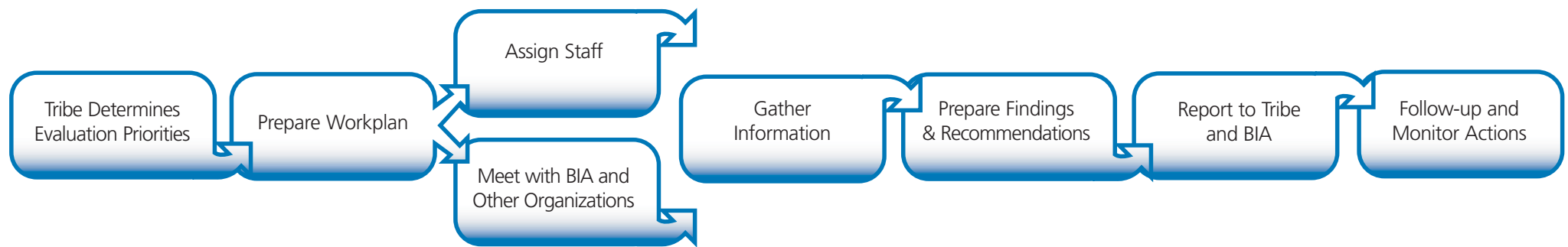
- Whether the selected alternative has been properly implemented.
- Whether management resources (funding, staffing) being applied are sufficient to implement the selected alternative.
- Whether the selected alternative is still appropriate in light of changing tribal/BIA goals and objectives and unanticipated changes in resources and socioeconomic conditions.

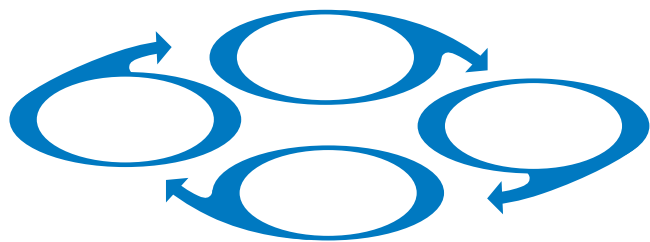
### The IRMP Life Cycle

Each plan is adopted with a known life expectancy, usually 10 years. As the end of that life is reached, the next step of the planning/management cycle is initiated: the creation of a new IRMP. This closes the full circle.

#### Ground Rules

- ▶ The IRMP requires care and feeding for it to fulfill its promise. This includes a regular review schedule, modifications as necessary, and a commitment to continue the planning/management cycle into the next iteration.
- ▶ Link the IRMP evaluation to established review protocols for grants, contracts, and program performance assessments, if possible.
- ▶ Since the IRMP is a very broad plan, it may be to the tribe's advantage to focus on monitoring only key issues to make the monitoring and evaluation process manageable.





## **CONCLUSION**

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Adoption of an integrated approach for management of reservation resources is more than the development of an Integrated Resource Management Plan. It is the adoption of a style of management which is unfamiliar to most tribal and BIA resource management staffs. For it to be successful, it requires the commitment of tribal and BIA decision makers, the acceptance and commitment of program managers, and the involvement of reservation residents.

The results of adopting such an approach to resource management will be better management: management that is in harmony with reservation residents' vision for the future. A higher level of accountability by officials to their constituencies will be developed. A higher level of participation and an understanding of resource management will occur.

Adopting an integrated approach to resource management as presented in these guidelines will result in a strong expression of tribal control over reservation resources and further advancement toward tribal sovereignty.

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