

## **APPENDIX P**

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### **IMPLEMENTATION ANALYSIS PROCESS FOR THE NATIONAL FORESTS IN MISSISSIPPI**

#### **APPROXIMATE ORDER OF OLD AND NEW TERMS**

IAP	Implementation Analysis Process
IAA	Implementation Analysis Area
MD	Management Direction
S	Scoping
EA	Environmental Assessment
SPPP	Silvicultural Prescription Project Plan
OPP	Other Project Plan
IS	Implementation Schedule
IPS	Integrated Project Sets
PB	Program Budget
DN	Decision Notice
LN	Legal Notice
LRPOW	Land and Resource Program Of Work
WP	Work Plans
E	Execution
M	Monitoring

THE FOLLOWING STEPS REPRESENT THE CHRONONLOGICAL FLOW OF EVENTS AS SEEN BY THE CHIEF.

1. FOREST PLAN
2. IMPLEMENTATION ANALYSIS
3. BUDGET PROPOSAL
4. CONGRESS
5. PROJECT EXECUTION
6. MONITORING

THE CHIEF EXPECTS DISTRICT RANGERS AND FOREST SUPERVISORS TO COMPLETE "IMPLEMENTATION ANALYSIS" EARLY IN THE SEQUENCE SO THAT HE MAY PREPARE THE FOREST SERVICE BUDGET PROPOSAL WHICH WILL THEN BE SUBMITTED TO CONGRESS. IF WE WERE TO DO THIS IN A TIMELY MANNER, IT WOULD MEAN THAT COMPARTMENT PRESCRIPTIONS WOULD HAVE TO BE COMPLETED FOUR YEARS BEFORE THE YEAR OF EXECUTION

**IMPLEMENTATION ANALYSIS PROCESS FOR THE  
MISSISSIPPI FOREST PLAN**

1. Identify the project.
2. Gather Management Direction (MD) from Forest Plan (FP).
3. Specify Management Direction.
4. Scoping.

**(The following three steps are included as a part of timber gate 1)**

- Silvicultural examination.
  - Area logging and transportation analysis.
  - Economic feasibility.
5. Develop alternatives.
  6. Evaluate alternatives.
  7. Identify the preferred alternative.
  8. Complete the written Environmental Assessment (EA).

**(At this point timber gate 1 is completed, and all alternatives must be shown to have been given equal treatment. Beyond this point, the preferred alternative may be the only course of action considered.)**

9. Complete the written Silvicultural Prescription Project Plan (SPPP)—including economic analysis--and/or Other Project Plan (OPP) from the preferred alternative.
10. Furnish planning data to SO.
11. Prepare and sign Decision Notice (DN).
12. Prepare and promulgate Legal Notice (LN).

**(At this point timber gate 2 would have been completed. All previous steps in the process should be completed no more than three fiscal years before the IAA is planned to be entered.)**

13. Create a new Implementation Schedule (IS) and add new Integrated Project Sets (IPS).
14. Add contingent and connected actions from old IPS to the IS.
15. Complete the Program Budget (PB).

**(Normally, the SPPP/OPP will cure on the shelf for at least one to two years. This is necessary because the budgeting process must deal with IPS which require funding for several fiscal years. And new IPS, as well as portions of IPS which are in the process of being implemented, are involved and must be handled in the program budget process. New IPS must be phased in in an orderly manner and not at the expense of IPS that are already underway.)**

16. Prepare next fiscal year's Land and Resource Program Of Work (LRPOW) and mail to public.

17. Prepare Work Plans (WP).
18. Review and Certify Silvicultural Prescription Project Plan.

**(For a timber sale, the following steps will be completed over the course of more than one fiscal year:)**

- A. SPPP reviewed and certified, by Ranger, to insure that prescribed actions are still appropriate.
- B. Cultural resource survey completed.
- C. Endangered species survey completed.
- D. Timber marked.
- E. ROW acquisition completed.
- F. Information gathered in order to prepare timber appraisal.
- G. If needed, the original DN will have been modified and a new LN published in the designated newspaper.

**(At this point timber gate 3 is completed.)**

- H. Timber sale appraisal completed.
- I. Sample contract completed.
- J. Timber prospectus completed and mailed.
- K. Invitation to bid completed.
- L. Sale advertisement completed.

**(At this point timber gate 4 is complete.)**

- M. Bids accepted.
- N. Successful bidder identified.

**(At this point timber gate 5 is complete.)**

- O. Bidder qualifications determined.
- P. Sale contract awarded.

19. Execute WP.
20. Conduct monitoring.

**IMPLEMENTATION ANALYSIS PROCESS FOR THE  
MISSISSIPPI FOREST PLAN**

**1. IDENTIFY THE PROJECT**

Who: The District Ranger.

When: Ideally, this is done three fiscal years before the compartment is to be entered. During fiscal year 1990, the Silvicultural Prescription Project Plan is prepared for fiscal year 1993.

What: This is the first step in the implementation process. It is the identification of the project and the area which is to be entered. Approximately one tenth of each Ranger District is entered during each fiscal year. The Implementation Analysis Area can be any logical, convenient area. In the past, this has been a compartment.

How: Following are some ways to go about this:

- The District ID Team should be formally involved in the very beginning.
- The EA and the Silvicultural Prescription Project Plan will probably begin simultaneously, but when the EA is done, it will determine that the Prescription shifts from general data gathering and verification and zeros in on a project plan.
- The "Ten Year Order of Entry" lists compartments and the fiscal year in which they will be entered.
- Special areas such as developed recreation, wilderness, major trails, RCW colony sites, etc., will often be entered for non-routine treatment on a yearly basis.
- Routine maintenance will be conducted annually forest wide.
- Fire, insect and disease, catastrophic weather, and other unpredictable forces will generate the need to identify additional areas needing entry and treatment on an as needed basis.

**2. GATHER MANAGEMENT DIRECTION FROM THE FOREST PLAN**

Who: District Ranger.

When: After the above step.

What: Identify the Management Direction for the project and the Implementation Analysis Area.

How: This can be done at the same time as 1 above. Some of this information may help identify the Implementation Analysis Area. But most of it will be used after the analysis area is identified. Since the majority of Management Direction already exists, only supplemental direction need be formally

documented. Following are the sources of Management Direction that already exist in the Forest Plan:

- Ten Year Road Program, Appendix A.
- Ten Year Timber Sale Program, Appendix B.
- Scheduled Outputs By Management Area, Appendix D.
- Proposed and Probable Management Practices by Management Area, pp. 4-93--4-111, 4-119--4-158.
- Goals and Standards and Guidelines, pp. 4-1--4-78.
- Desired Future Condition, pp. 4-79--4-87.
- Implementation Monitoring and Evaluation, pp. 5-1--5-15.

### 3. **SPECIFY MANAGEMENT DIRECTION**

Who: District Ranger.

When: After steps 1 and 2 above are completed.

What: Simply bring all the Management Direction that applies to the project and implementation area into focus. This is not a new report or a formal written document.

How: The sources of data are listed under 2. They fall in these broad categories:

- Plan Objectives.
- Analysis Areas.
- Standards and Guidelines.
- The Desired Future Condition.

### 4. **SCOPING**

Who: District Ranger.

When: Following step 1 above.

What: This is the guts of the EA process. Again, the District ID Team should be formally involved at this step and through the identification of the preferred alternative, which is the line officer's decision.

How: Some ways to scope issues is to look at:

- Possible effects on adjacent landowners by the proposed activity.
- Possible effects of the proposed activity on other projects planned by the Forest Service or other.
- CISC.
- Transportation system.
- T & E species.
- Proposed special areas.

- ROW availability or non-availability.
- Land exchanges.
- Landline disputes, trespass, trespass status.
- Possible effects of activity by adjacent landowners.
- Etc.

## 5. **DEVELOP ALTERNATIVES**

- Who: District Ranger.
- When: After step 4 above.
- What: Develop alternatives for the project.
- How: Consider the following:
- No new action or defer action.
  - Meet Management Direction in Forest Plan.
  - Modify Management Direction in Forest Plan.

## 6. **EVALUATE ALTERNATIVES**

- Who: District Ranger.
- When: After step 5 above.
- What: This is the process of sizing up and evaluating each alternative. It does not have to be written in an EA.
- How: Look at the alternatives, the environmental impacts, the economics, the management direction, issues, concerns, opportunities, consultation with others, consult with SO Staff Officers when there are trade offs between resources, feel out adjacent landowners, companies, etc., if necessary.

## 7. **IDENTIFY THE PREFERRED ALTERNATIVE.**

- Who: District Ranger.
- When: After the alternatives are evaluated.
- What: Simply identify a preferred alternative, which will become the Silvicultural Prescription Project Plan.
- How: In simple cases, this can be done with no documentation until the Decision Notice is made. When major trade offs are involved, this can be documented in the EA or a memo to the Forest Supervisor. The identified alternative now becomes the action which will be written in the project plan.

8. COMPLETE THE WRITTEN EA

Who: District Ranger.

When: When step 4 above is completed.

What: Write the EA.

Note: At this point in the analysis process all records and documents must show that all alternatives were given equal study and consideration. Further study and analysis will be done in the Silvicultural Prescription Project Plan. The additional data or information gathered may show that it is necessary to change or modify the preferred alternative. If this occurs, the new information can be included by either modifying the EA or by bringing it out in the Decision Notice, when the Decision Notice is made.

AT THIS POINT IN THE ANALYSIS PROCESS, ALL ALTERNATIVES MUST BE SHOWN TO HAVE BEEN GIVEN EQUAL TREATMENT. BEYOND THIS POINT, THE PREFERRED ALTERNATIVE MAY BE THE ONLY COURSE OF ACTION CONSIDERED.

9. COMPLETE THE SILVICULTURAL PRESCRIPTION PROJECT PLAN FOR THE PREFERRED ALTERNATIVE.

Who: District Ranger.

When: At the completion of step 8 above.

What: Complete the Silvicultural Prescription Project Plan.

How: Most of the resource data, analysis, scoping, etc., done up to this point will be used or displayed in the Silvicultural Examination Project Plan. Documentation of the Silvicultural Prescription Project Plan will have begun much earlier than at this point.

REVIEW WILL BE BY RD ID TEAM UNLESS SPECIAL CONDITIONS PREVAIL AND THE SO ID TEAM REQUESTS A REVIEW. THERE WILL BE NO APPROVAL. THE DISTRICT RANGER WILL CERTIFY THAT ALL STANDARDS AND GUIDELINES ARE MET AND THE SPPP CONFORMS WITH THE FOREST PLAN. SO ID TEAM AND SO STAFF OFFICERS WILL REVIEW USING FAT's, PROGRAM REVIEWS, FUNCTIONAL INSPECTIONS, GMR's, SPECIAL ID SO TEAM REVIEWS, ETC.

COMPARE THE SILVICULTURAL PRESCRIPTION PROJECT PLAN OR OTHER PROJECT PLAN TO THE FOREST PLAN. THIS IS A MONITORING STEP TO CHECK THAT THE FOREST PLAN MANAGEMENT DIRECTION IS BEING PLANNED THREE YEARS PRIOR TO THE ACTUAL BUDGETING AND EXECUTION OF THE PROJECT. THIS IS AN EARLY CHECK TO LOOK FOR A "BALANCED" EXECUTION OF THE FOREST PLAN.

10. **FURNISH PLANNING DATA TO THE SO**

Who: District Ranger.

When: At the completion of the Silvicultural Prescription Project Plan. This is normally done three years ahead of entry.

What: Send the following to the SO staff officers below:

--Certification page; F. Proposed Sale Volume Estimate; K. Transportation System Summary; L. Design Criteria; and Stand Map to engineering, for all Silvicultural Examination Project Plans.

--When an area with a VQO of Retention, Partial Retention or Modification is affected, contact the Forest Landscape Architect.

--When soil and water restoration is planned in the Silvicultural Examination Project Plan, notify the Forest Soil Scientist via memo.

--Where rights-of-way are needed, furnish the Lands and Minerals Staff Officer a narrative and a map showing the location.

**ALL PREVIOUS STEPS IN THE PROCESS SHOULD BE COMPLETED NO MORE THAN THREE FISCAL YEARS BEFORE THE IMPLEMENTATION AREA IS PLANNED TO BE ENTERED.**

11. **PREPARE AND SIGN DECISION NOTICE**

Who: District Ranger.

When: Approximately 6 months before the beginning of the fiscal year in which the project will be implemented.

What: Prepare a Decision Notice for the Silvicultural Prescription Project Plan. In Fiscal Year 1990, the District Ranger will sign and promulgate the Decision Notice.

Note: If necessary, the EA or the Decision Notice should include or refer to any significant new information or changes which occurred since the EA was prepared that may have changed or modified the selected alternative.

12. **PREPARE AND PROMULGATE LEGAL NOTICE**

Who: District Ranger

When: Simultaneously with 15 above.

What: Prepare and publish a legal notice in the newspaper which has been designated for your Ranger District.

Note: Legal notices will be published in a newspaper of general circulation for any decision subject to appeal. All notices shall include a concise description of the decision made, by title or subject matter, the date of the decision, the official making the decision, how to obtain copies of the decision, and specify that the appeal period begins the day following the notice's publication. The public will be advised of the newspaper that will be utilized for publishing legal notices. This will be done by publication in the Federal Register. Implementation of any decision subject to appeal shall not occur until after publication of the legal notice of the decision.

**THE NEXT STEP IS DONE IN THE FALL BEFORE THE PROGRAM BUDGET IS PREPARED. DURING THE FALL OF FY 1990, CREATE AN IMPLEMENTATION SCHEDULE TO BE USED TO BUILD THE PROGRAM BUDGET FOR FY 1993.**

13. **CREATE A NEW IMPLEMENTATION SCHEDULE AND ADD THE NEW PROJECT**

Who: District Ranger.

When: During the fall, for the Program Budget year. For example, during the fall of 1990, a new schedule will be prepared for the fiscal year 1993 program budget.

What: Create a new Implementation Schedule.

How: The actions or practices will be added to a simple CEO template type of data base, which will show the program budget year, NIRP activity and fund, MAR item, definition, unit of measure, units, and dollars. Normally, the first action, which will obligate the Integrated Project Set, is added to the schedule at this point. If concurrent actions from the Integrated Project Set are needed during the same program budget year, they will also be added at this time.

14. **ADD CONTINGENT AND/OR CONNECTED ACTIONS TO THE IMPLEMENTATION SCHEDULE**

Who: District Ranger.

When: During the fall, for the Program Budget year. See above.

What: Add the actions or practices, for Integrated Project Sets that are underway, to the Implementation Schedule.

How: Add the actions which are connected, contingent, concurrent, or required from partially completed Integrated Project Sets which are underway. At this point, the Implementation Schedule consists of actions: (1) Which are necessary to complete partially completed Integrated Project Sets; and (2) Actions

which are the first step in beginning a new Integrated Project Set. The Implementation Schedule will now be used by the Supervisor's Office in creating the Program Budget request for two fiscal years in the future. Routine recurring maintenance type work and catastrophic budget needs will be worked by the Supervisor's Office with Ranger District involvement.

15. **PREPARE THE PROGRAM BUDGET**

Who: Forest Supervisor.

When: In the winter, for the Program Budget year.

How: Using the input from the District Implementation Schedules.

**NORMALLY, THE SILVICULTURAL PRESCRIPTION PROJECT PLAN WILL CURE ON THE SHELF FOR AT LEAST ONE YEAR. THIS IS NECESSARY BECAUSE THE BUDGETING PROCESS MUST DEAL WITH INTEGRATED PROJECT SETS WHICH REQUIRE FUNDING FOR SEVERAL FISCAL YEARS. AND, NEW INTEGRATED PROJECT SETS, AS WELL AS PORTIONS OF INTEGRATED PROJECT SETS WHICH ARE IN THE PROCESS OF BEING IMPLEMENTED, ARE INVOLVED AND MUST BE HANDLED IN THE PROGRAM BUDGET PROCESS. NEW INTEGRATED PROJECT SETS MUST BE PHASED IN IN AN ORDERLY MANNER AND NOT AT THE EXPENSE OF PROJECT SETS THAT ARE ALREADY UNDERWAY.**

THE FOLLOWING STEPS ARE DONE IN THE SPRING BEFORE THE FISCAL YEAR IN WHICH THE WORK IS TO BE ACCOMPLISHED:

16. **PREPARE PUBLIC NOTIFICATION OF THE NEXT FISCAL YEAR'S LAND AND RESOURCE MANAGEMENT PROGRAM OF WORK**

Who: Forest Supervisor.

When: About one month before the fiscal year of implementation.

What: Forest Supervisor prepares the next year's "Land and Resource Management Program of Work" and mails to the public. This program includes public notification of the compartments and Implementation Areas where the Forest will be preparing Silvicultural Prescription Project Plans and/or Other Project Plans during the next year for entry three years in the future. It emphasizes that this is the ideal time for interested and affected publics to get involved in the scoping process. The program also includes public notification of the new Integrated Project Sets which will be started during the next fiscal year. It also lists those connected, contingent, concurrent, and required actions to be set in motion in which the public has expressed an interest.

Note: At the present time, the Forest Supervisor signs and promulgates Decision Notices for next year's land and resource management

program. This starts the 45-day appeal period countdown and the 30-day waiting period for actions which may affect wetlands or flood plains. The District Ranger will sign these Decision Notices beginning in Fiscal Year 1990. District Ranger notifies SO of only those actions in the Integrated Project Set for next year's program which are of interest to the public. This is currently done using CEO Spreadsheet, but will be phased over to a simple CEO template type data base.

17. **PREPARE WORK PLANS USING PWPS**

Who: District Ranger.

When: At normal work planning time.

What: District Ranger prepares DG PWPS Work Plans.

Note: Work Plans will include connected, contingent, concurrent, and required actions from on going Integrated Project Sets as previously submitted into the Program Budget process. First actions on new Integrated Project Sets will also be included.

18. **REVIEW AND CERTIFY SILVICULTURAL PRESCRIPTION PROJECT PLAN**

Who: District Ranger.

When: About 6 months before the fiscal year in which the work is to be accomplished.

What: District Ranger reviews the EA and the Silvicultural Prescription Project Plan, amends the action, if needed, and certifies that it meets NEPA requirements, NFMA consistency, Forest Plan/EIS consistency, and is consistent with other applicable EIS's. If this is not the case, a Forest Plan amendment should be requested before the project moves forward, or the project should be revised.

NFMA considerations are:

- Consistency of project alternatives with FLMP.
- Finding that clear cutting is the optimum method.
- Finding that other even-aged harvest methods are appropriate.
- Finding that lands suitable for timber production or, if unsuitable, that it is a salvage sale or is necessitated to protect or enhance other multiple use values.
- Finding that all selected actions to alter vegetation comply with 36 CFR 219.27 (b) (1-7).
- Finding that harvested lands can be restocked within 5 years.

NEPA considerations are:

- Effects on consumers, civil rights, minority groups, and women (FSM 1730).

- Effects on prime farmland, rangeland, and forest land.
- Effects on wetlands and flood plains.
- Effects on threatened and endangered species.
- Effects on cultural resources.
- Find what can be "tiered" to in the Forest Plan and EIS.
- Use ID Team for environmental analysis.
- Public contacts about site-specific concerns.
- Identify site-specific resource objectives.
- Collect resource information for site-specific analysis.
- Develop range of alternatives (including no action and alternatives that may be inconsistent with the Forest Plan).
- Cumulative effects analysis.
- Identification of mitigating measures.

Forest Plan and EIS considerations are too lengthy to outline here.

Other EIS's that should be consulted will have the relevant portions included in the Forest Plan, by amendment, such as was done in the case of the "EIS For the Suppression of the SPB, Southern Region." The Vegetation Management EIS currently being prepared by Region 8 will also be included in the Forest Plan by amendment, unless it is more practical to handle this in a different way.

#### 19. **IMPLEMENT THE ACTIONS**

Who: District Ranger.

When: During the current fiscal year.

What: Implements the Work Plans.

Note: The District Ranger accomplishes the first actions in the newly funded Integrated Project Set, and continues completing actions from Integrated Project Sets already underway.

#### 20. **CONDUCT MONITORING**

Who: Forest ID Team and District Ranger.

When: During the current fiscal year.

What: Conduct monitoring.

Note: Forest ID Team and District Rangers will ensure that all connected actions of the Integrated Project Sets are being completed.

Forest ID Team and District Rangers ensure that Forest Plan Management Direction and Standards and Guidelines are being met.

Forest ID Team and District Rangers ensure that the Standards and Guidelines are achieving the desired results.

Forest ID Team and District Rangers ensure that Forest Plan Objectives are being met.