



Tribal Wildfire Resource Guide

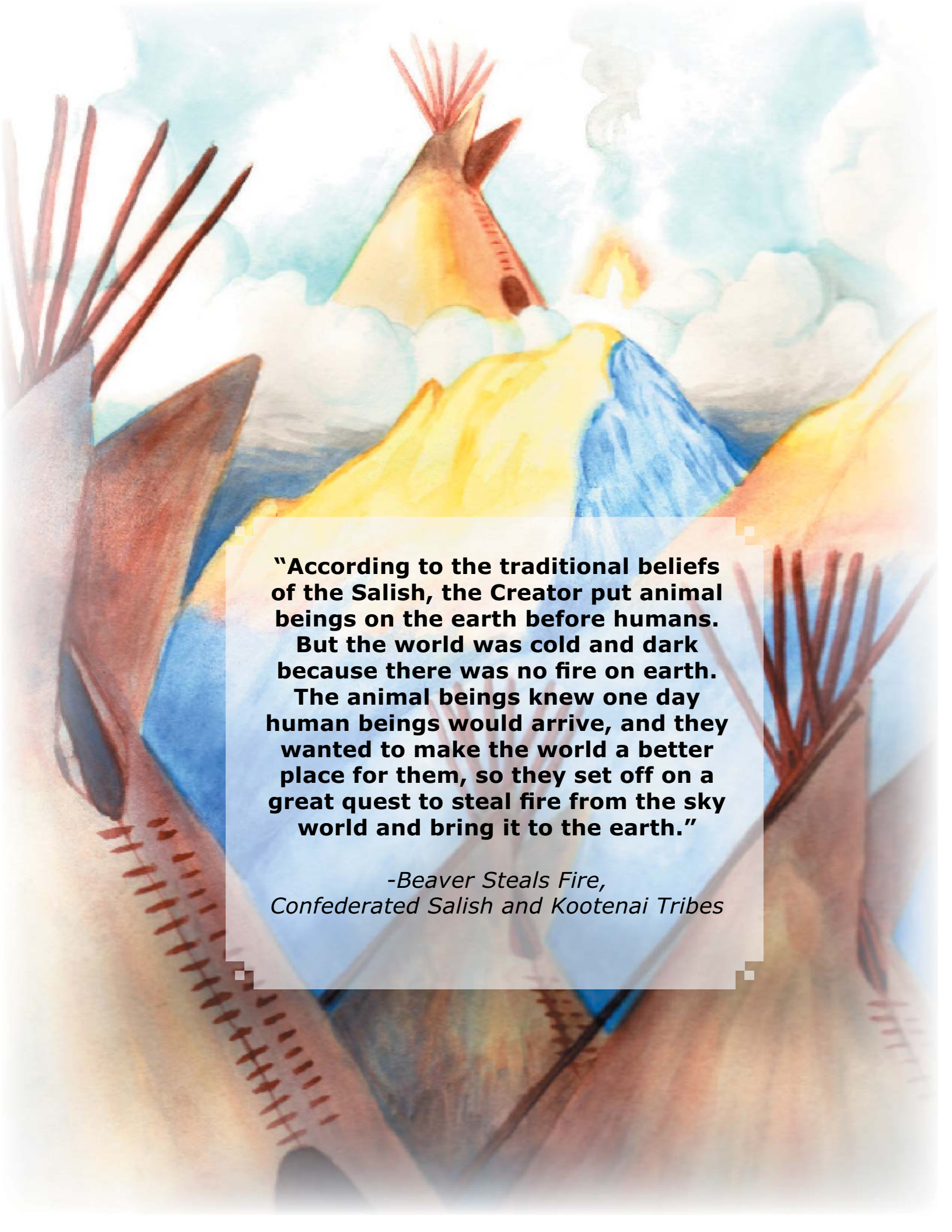
JUNE 2006

Tribal Wildfire Resource Guide

Developed in Partnership with:
Intertribal Timber Council



**Resource Innovations, University of Oregon
Confederated Salish and Kootenai Tribes of the Flathead Nation**

A watercolor illustration of a Salish camp. In the foreground, several teepees are visible, their conical shapes rendered in shades of brown, tan, and blue. The teepees have red vertical poles protruding from their tops. In the background, a bright yellow and orange fire burns in a central teepee, with a plume of white smoke rising into a sky filled with soft, white and light blue clouds. The overall style is soft and painterly, with visible brushstrokes and a gentle color palette.

“According to the traditional beliefs of the Salish, the Creator put animal beings on the earth before humans. But the world was cold and dark because there was no fire on earth. The animal beings knew one day human beings would arrive, and they wanted to make the world a better place for them, so they set off on a great quest to steal fire from the sky world and bring it to the earth.”

*-Beaver Steals Fire,
Confederated Salish and Kootenai Tribes*

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and the Nez Perce Tribe



For thousands of years, Native Americans used fire as a tool to manage their lands and manipulate vegetation to a desired condition. Tribes once lived harmoniously with nature until the U.S. Federal Government claimed much of their lands and changed the forests from a condition that we would today call “fire-adapted ecosystems” into the fire-prone forests that we now see throughout much of western United States. Many forests that were once abundant producers of natural resources are now resource-management nightmares. The cost to manage them now is astronomical compared with the natural method employed by Native Americans.

The U.S. fire policy in the past century has resulted in the destruction of thousands of acres of tribal lands. Tribes are becoming increasingly concerned with the policy and management practices among adjacent landowners because of the impact of those practices on tribal lands. Many tribes, such as the White Mountain Apache Tribe, had over 276,000 acres of tribal lands burned during the Rodeo-Chediski fire. To offset these costs to manage forests, tribes nationally are taking a more active role in the reduction of hazardous fuels. Follow-up fuel treatments support active resource-management treatments, such as timber harvests. This long-standing tradition of harvesting the forests complements the national movement for biomass utilization. The Confederated Tribes of Warm Springs in central Oregon have taken a proactive approach to improve forest health and reduce hazardous fuels by working with neighboring jurisdictions on a landmark agreement to provide a consistent supply of small-diameter wood to the Warm Springs mills, biomass-energy facility, and neighboring processing facilities. This is just one of many examples of tribal efforts around the country aimed at building capacity within Native American tribes to maintain healthy forests and increase resilience to wildfire.

Tribes have an opportunity to engage in fire management by identifying what is at risk from catastrophic wildfire and applying traditional uses of fire to the landscape that may help reduce losses and protect and restore culturally significant sites. Tribes may also create economic opportunities through contracting for fire protection and fuel reduction by identifying economic uses for woody biomass.

During the past year, the Intertribal Timber Council (ITC) has been working with Resource Innovations, a program within the University of Oregon’s Institute for a Sustainable Environment, to develop a Tribal Wildfire Resource Guide. An advisory committee, consisting of tribal and federal agency representatives has provided direction and oversight for preparation of the Guide. The Guide is intended to provide an overview of federal forest/fire policies and authorities, federal fire-planning programs and grant resources that may help tribes develop or strengthen fire-management programs. The Guide also highlights case studies from tribes around the United States that are actively engaged in planning or implementing fire-management programs.

Since its establishment in 1976, the ITC has been dedicated to improving the management of natural resources that are of importance to Native American communities. The ITC hopes that tribes will use the Tribal Wildfire Resource Guide as an additional resource to strengthen fire-management programs, work toward reducing their community’s risk to fire, and protect the natural and cultural resources that are an integral part of tribal forests and trust lands. The ITC also hopes that public agencies will use the Tribal Wildfire Resource Guide to learn more about tribal traditions and techniques tied to fire and to clarify the role of consultation in fire-management activities.

Sincerely,
Nolan Colegrove, ITC President



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ACKNOWLEDGEMENTS

Resource Innovations, a program within the University of Oregon's Institute for a Sustainable Environment, developed the Tribal Wildfire Resource Guide in partnership with the Intertribal Timber Council through grants from the Ford Foundation and Flintridge Foundation and with production assistance from the Bureau of Indian Affairs.

Kitty Rasmussen, a graduate student at the University of Oregon and fellow with Resource Innovations in 2004 and 2005, provided outstanding leadership in gathering and distilling information and writing many critical parts of the Guide. Crystal Reese, with the Confederated Salish and Kootenai Tribes of the Flathead Nation, provided the graphic design and layout of the Guide. The Confederated Salish and Kootenai Tribes of the Flathead Nation and Nez Perce Tribe contributed artwork. We would like to thank Joann Reynolds and the staff at the Intertribal Timber Council for their assistance and support. We also thank University of Oregon students Melissa Maki, Katy Siepert, Bill Almquist, and Susan Padgett for their contributions, as well as Kay Mansfield for editing the Guide.

We want to recognize the dedication of the tribal and agency representatives who contributed time, knowledge, and expertise to the content, organization, and design of the Guide. From spring 2005 through the completion of the guide in June 2006, an advisory committee met regularly to shepherd the development of this Guide. This committee included representatives from tribes in Oregon, Washington, and Idaho, the Intertribal Timber Council (ITC), and a number of federal agencies. John DeGroot, George Smith, and Jim Erickson, in particular, provided invaluable assistance and time at every stage of development of the Guide.

- John DeGroot, Nez Perce Tribe and Intertribal Timber Council representative
- George Smith, Coquille Indian Tribe
- Mark White, Chehalis Tribe
- Jack LeBret, Spokane Tribe
- Gary Harris, Forest Service
- Larry Nickey, National Park Service
- Nathan Shourds, Bureau of Indian Affairs
- Bonnie Wood, National Fire Plan and Pacific Northwest Coordinating Group
- Gary Cooke, Confederated Tribes of Warm Springs
- Charley Martin, Bureau of Land Management
- Don Motanic, Intertribal Timber Council
- Shelly Witt, Bureau of Indian Affairs
- Cory Winnie, Bureau of Indian Affairs

We are grateful to the Intertribal Timber Council Fire Subcommittee for its in-depth review of the Guide:

- Jim Erickson, Intertribal Timber Council
- Phil Rigdon, Yakama Nation
- Edwin Lewis, Yakama Nation
- Tim Miller, Grand Portage
- Reggie Atkins, Confederated Tribes of the Colville Reservation
- Lyle Carlile, National Interagency Fire Center
- John DeGroot, Nez Perce Tribe
- Jim Durglo, Confederated Salish and Kootenai Tribes
- Erica Enjady, Mescalero Apache
- Merv George, California Forest and Fire Management Council
- Theron Johnson, Confederated Tribes of Warm Springs
- Gary Morishima, Intertribal Timber Council
- Paul DeClay, Jr., White Mountain Apache



We also thank the tribal and agency representatives who contributed stories, experiences, and advice to the case studies throughout the Resource Guide.

- Sterling Tipton, Zuni Furniture Enterprises
- Germaine White, Confederated Salish-Kootenai Tribes
- Cal Mukumoto, Warm Springs Forest Products Industries
- Brett KenCairn, Indigenous Community Enterprises
- Randy Friedlander, Confederated Tribes of the Colville Reservation
- Vern Northrup, Fond du Lac Band of Lake Superior Chippewa Reservation
- Brian Kummet, Nez Perce Tribe
- Joey Ruerhwein, Student Conservation Association
- Wendy Fulks and Darren Johnson, The Nature Conservancy

Finally, we extend our thanks to the individuals who discussed ideas, provided helpful critiques, and ultimately improved the quality and accuracy of information in the Guide.

- Debra Abrahamson, Spokane Tribe, SHAWL Society
- Reeve Armstrong, Department of Interior
- John Barborinas, National Interagency Fire Center
- Gerald Barnes, Bureau of Land Management
- Scott Bradshaw, National Interagency Fire Center
- Jenny Bredt, Office of Indian Energy and Economic Development: Division of Energy and Mineral Resources Management
- Kevin Lane, Hoopa Valley Indian Tribe
- Steve Larabee, Bureau of Land Management
- Holly LeBret, Couer d' Alene Tribe
- Roseanne Lestenkof, American Indian Program Manager, Willamette National Forest
- Rich McCrea, National Interagency Fire Center
- Bryan Mercier, USDA Forest Service, Office of Tribal Relations
- Alfred Nomee, Couer d' Alene Tribe
- Ike Cawston, Confederated Tribes of the Colville Reservation
- Jerri Gabriel, Colville Environmental Protection Alliance
- Eric Geisler, Couer d'Alene Tribe
- Heidi Gudgell, Nez Perce Tribe
- Steve Harbert, National Interagency Fire Center
- Faline Haven, Office of Indian Energy and Economic Development: Division of Energy and Mineral Resources Management
- Rudy Peone, Spokane Tribe
- Pat Phillips, Department of Interior
- Beth Piatote, Stanford University
- Sam Scranton, National Interagency Fire Center

Kathy Lynn, Associate Director
Resource Innovations

CHAPTER 1

INTRODUCTION



- 1987 Upper Lozeau Fire, North of Hot Springs Montana
Confederated Salish and Kootenai Tribes

INTRODUCTION

Wildfire knows no boundaries. It strikes communities that are rich and poor, large and small, native and non native. Over the last twenty years, catastrophic fires of 100,000 acres or more have increased thirteen-fold across the United States.¹ The impact of such catastrophic wildfires is exacerbated by the growth of the wildland-urban interface (WUI),² which is fueled by population growth, urban expansion, land-management decisions, and the preference of homeowners to be closer to the natural environment. The expansion of the WUI and the cumulative effects of federal fire-suppression policy have made thousands of communities across the United States at risk to wildfire.

“ The traditional **tribal view** of fire can enrich and inform the **technical view** of fire management... ”

(Beaver Steals Fire, CSKT)

¹ National Interagency Fire Center, <http://www.nifc.gov>

² The National Fire Plan defines the WUI as “The line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels.”

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Wildfire may have a more severe impact on communities in Indian country for several reasons. These include limited wildland and structural fire-protection capability, lack of community awareness of fire-protection and prevention measures, limited funding to establish and maintain structural and wildland-fire programs and services, lack of or limited control of land-management practices adjacent to trust lands (especially on reservations with checkerboard land-ownership patterns), and/or more relaxed fire and building code standards. Some or all of these factors may pose severe consequences for tribes in the event of a wildland fire. Wildland fire has cost and will continue to cost many tribes important natural and cultural resources, infrastructure, and community members. Such losses may threaten the social and economic stability of many tribes.

Recent changes in federal policy provide tribes with opportunities to protect tribal resources from wildland fire, incorporate traditional ecological knowledge into land-management practices, and pursue innovative economic development opportunities through fire management. Tribes also have an opportunity to collaborate with local, state, and federal agencies to implement fire-protection measures and create plans that integrate tribal traditions and values into the fire-planning process.

This guide aims to assist tribes with fire planning through the provision of up-to-date policy and grant information, a tribal-oriented framework for community wildfire protection plans, existing economic development opportunities through fire management, and additional technical assistance resources. The guide also provides information to help agencies better understand the role of consultation with tribes and the opportunities for cross-jurisdictional planning, as well as to gain a greater understanding of tribal affairs, culture, and traditions. Case studies highlighted throughout the guide serve as examples of wildfire management-related work across Indian country.

How was the guide developed?

The Tribal Wildfire Resource Guide draws from regional and national resources, policies, and programs to provide up-to-date information on wildfire planning and prevention for tribes across the United States. Resource Innovations at the University of Oregon developed this guide with the assistance of an advisory committee composed of representatives from Idaho, Oregon, and Washington tribes, the Intertribal Timber Council, Bureau of Indian Affairs, Forest Service, National Park Service, and the Bureau of Land Management. The advisory committee helped develop the content of the guide, reviewed many drafts, and provided additional contacts and resources to strengthen the document. The Intertribal Timber Council played an integral role in the development and distribution of the guide.



CHAPTER 1

“ Our very success in controlling these fires has resulted in the hazardous accumulations of fuel in the dense, highly flammable reproduction stands. “

- Harold Weaver

BACKGROUND

Catastrophic wildfires have increased thirteen-fold over the last twenty years. According to the National Interagency Fire Center, eleven fires of more than 100,000 acres occurred in the United States (excluding Alaska) between 1825 and 1985. But from 1987 to 2003—a period of only sixteen years—fifteen such catastrophic fires have occurred. The increase in frequency of catastrophic wildfires can be attributed to nearly a century of federal fire-suppression policy, which has contributed to the dangerous accumulation of hazardous fuels in the forest and the overall degradation of forest and rangeland health. Settlement patterns (e.g., growth of the wildland-urban interface) and weather conditions (e.g., drought) also play a role in the frequency and severity of wildland fire.

A study released in 2004 by the USDA Forest Service Pacific Northwest Research Station estimates that modest climate change (i.e., an increase of 1.5 degrees in summer) could double the area burned by wildfires in eleven Western states by the end of the century.³ Such an increase in fire extent could have severe consequences for threatened and endangered species, as well as the infrastructure and social fabric of at-risk communities in the wildland-urban interface (WUI).

As wildfires increase in frequency and severity, related financial and social costs also increase. Between 2000 and 2003, wildfires destroyed over 4,000 structures nationwide and cost the federal government over \$4.7 billion in fire suppression.⁴ In Colorado, the insured losses of the Iron Mountain, Coal Seam, Missionary Ridge, and Hayman Fires in 2002 totaled over \$70 million, making it the most expensive wildfire season in the state's history.⁵ In 2004 alone, wildfire consumed over eight million acres across the United States — well above the ten-year average (1993 to 2003) of over 5.5 million acres—costing the federal government billions in fire-suppression dollars and testing the wildfire preparedness of communities across the nation.⁶

Grants through the National Fire Plan, the Federal Emergency Management Agency (FEMA) Assistance to Firefighters Grant

³ USDA Forest Service, “Modest climate change could lead to substantially more fire,” <http://www.fs.fed.us/pnw/news/2004/08/climate.shtml> (accessed April 1, 2005)

⁴ National Interagency Fire Center (June 2004), <http://www.nifc.gov>

⁵ Rocky Mountain Insurance Information Center (November 2005), http://www.rmiiia.org/Catastrophes_and_Statistics/Wildfire.htm

⁶ National Climatic Data Center (December 2004), <http://www.ncdc.noaa.gov>



CHAPTER 1

Program, and other local, state, and federal fire-related programs have been established to bolster the ability of communities to prepare for and reduce the risk of wildfires. Most recently, the Healthy Forests Restoration Act has directed the development of Community Wildfire Protection Plans. Although these programs provide guidance to communities to reduce the risk of wildfire and other disasters, without technical assistance and financial support, many rural, isolated, and poor communities of limited capacity may not be able to take advantage of such opportunities.

Many resource-poor Indian tribes also look to federal, state, or local fire-protection agencies to provide wildland and structural fire protection. Although this coordination provides needed protection resources to tribes, it does not necessarily address tribal interests in proactive use of fire. Many tribes have traditionally used fire as a way to manage forestlands and grasslands for habitat protection and cultivation of culturally significant plants. Current burning regulations and public perceptions of fire limit the extent to which fire can be used in these traditional ways. In addition, culturally significant sites on and off reservation land may be at risk from wildfire. Appropriate methods of consultation are essential to ensure the protection of off-reservation sites during a wildfire or mitigation activities.

These issues underscore the need for landscape-level resource and fire planning for tribes. The National Fire Plan has made funds available nationwide for community fire planning, risk assessment, hazardous fuels reduction, and small-diameter wood utilization. It is critical that tribes have access to these and other funds, assistance in grant writing, and technical assistance for implementation of these programs.

PURPOSE

The purpose of the Tribal Wildfire Resource Guide is to provide tribes with an additional resource for issues related to fire planning and management. The guide covers topics such as fire-plan development, economic development, and grant assistance. The guide also discusses relevant tribal and federal policies, programs, and authorities, highlighting how tribes are affected by such policies. Most important, the guide provides a wide range of resources to help tribes engage in a multi-objective fire-planning process that includes community concerns, leverages multiple funding sources, and leads to informed fire-management decisions that ultimately best serve tribal needs.

Resource Innovations Institute for a Sustainable Environment University of Oregon

Resource Innovations is a non profit organization affiliated with the Institute for a Sustainable Environment at the University of Oregon.

One of the programs within Resource Innovations is focused on building capacity among underserved communities to reduce their risk from wildfire and communicate to public agency officials the needs related to wildfire and poverty.

In February 2004, Resource Innovations began examining the needs of Native American tribes and Alaska Natives in relation to wildfire issues. A primary recommendation called for the development of a comprehensive resource on fire management for tribes, which served as a catalyst for the Tribal Wildfire Resource Guide.

<http://ri.uoregon.edu>



CHAPTER 1

INTENDED AUDIENCE

The Tribal Wildfire Resource Guide can be used as a reference for federal policies and grants, as a guide for creating a Community Wildfire Protection Plan, as a tool to help non tribal agencies understand the role of tribal consultation in all phases of fire management, and as a reference for economic development opportunities through fire management.

Audiences for the Tribal Wildfire Resource Guide include:

- Tribal government: tribal council and committees;
- Tribal departments: forestry, fire management, natural resources, community development, emergency management, cultural resources;
- Local jurisdictions that may work or coordinate with tribes; and
- Federal, state, and agencies that consult and collaborate with tribes to implement fire-protection measures.

POTENTIAL OUTCOMES

- Tribes of all sizes will have a succinct, easy-to-understand reference guide for fire planning that helps them engage in the fire-planning process and meet community fire-protection needs.
- Federal agencies will have greater exposure to tribal affairs and traditional use of fire, resulting in more effective fire planning and consultation.
- Tribes and public agencies will have tools to engage in cross-jurisdictional fire planning.
- Local, state, and federal agencies will have an enhanced awareness of traditional use of fire and cultural resources at risk to wildfire.
- Tribes will be more successful when applying for fire-planning grants and will pursue more fire-planning activities.

ORGANIZATION

The Tribal Wildfire Resource Guide provides:

- An overview of the purpose and genesis of this guide. **(Chapter 1)**
- A discussion of the traditional use of fire and its role as a land-management tool. **(Chapter 2)**
- A background of relevant federal fire, tribal, and forest management policies that affect wildfire protection, tribal self-determination and self-governance, and forest health **(Chapter 3)**
- The role of consultation with tribes in fire management planning and implementation. **(Chapter 4)**
- A discussion of the federal fire-management process and tribal participation in that process **(Chapter 5)**

CHAPTER 1

- A framework for a Tribal Wildfire Plan that ensures comprehensive risk assessment, fire prevention and protection, and emergency response systems. **(Chapter 6)**
- An overview of economic development opportunities through fire-management activities, including biomass utilization and contracting. **(Chapter 7)**
- A summary of grants that are related to forestry, fire protection and prevention, native business development, small-diameter wood and biomass utilization, and capacity building. **(Chapter 8)**
- A comprehensive listing of resources including Bureau of Indian Affairs regional contacts, intertribal organizations, and web sites, resources, and literary sources. **(Chapter 9)**

LIST OF ACRONYMS USED IN THE GUIDE

BIA	Bureau of Indian Affairs	IRMP	Integrated Resource Management Plan
BLM	Bureau of Land Management	ISDEA	Indian Self Determination and Education Assistance Act
CAA	Clean Air Act	NAGPRA	Native American Graves Protection and Repatriation Act
CROP	Coordinate Resource Offering Protocol	NEPA	National Environmental Policy Act
CSKT	Confederated Salish and Kootenai Tribes of the Flathead Nation	NFIP	National Flood Insurance Program
CWA	Clean Water Act	NFS	National Forest Service
CWPP	Community Wildfire Protection Plan	NHPA	National Historic Preservation Act
DOI	Department of Interior	NIFRMA	National Indian Forest Resource Management Act
ESA	Endangered Species Act	NOAA	National Oceanic and Atmospheric Administration
FEMA	Federal Emergency Management Agency	NRERA	Northwest Rural Employment and Restoration Act
FHBM	Flood Hazard Boundary Map	NWFP	Northwest Forest Plan
FIRM	Flood Insurance Rate Map	OMB	Office of Management and Budget
FMP	Fire Management Plan	PDM	Pre-Disaster Mitigation
FPA	Fire Planning Analysis	SCA	Student Conservation Association
FPU	Fire Planning Unit	TFPA	Tribal Forest Protection Act
HFI	Healthy Forests Initiative	USDA	United States Department of Agriculture
HFRA	Healthy Forests Restoration Act	WFPP	Wildland Fire Prevention Plan
ICWA	Indian Child Welfare Act	WSFPI	Warm Springs Forest Product Industries
IFMAT	Indian Forest Management Assessment Team		

CHAPTER 2

TRADITIONAL USE OF FIRE



Fire History Project
- Photo provided by Confederated Salish and Kootenai Tribes

TRADITIONAL USE OF FIRE

American Indians have often been referred to as the original stewards of the environment—caring, protecting, and managing agricultural and forestlands in a sustainable manner. The late Vine Deloria, Jr., Lakota author and lawyer, emphasized the sustainable, ecological, conservatory nature of the Indian: “The Indian lived with his land.”¹ In living with the land, Indians shaped their environment to ensure cultural survival. In essence, Indians’ philosophy toward the land was practical—the land was regularly manipulated for specific purposes such as hunting, harvesting, and gathering.

Fire was a powerful tool that Indians used in shaping the landscape. Many scholars and scientists acknowledge the integral role human-caused fire has played in shaping complex ecosystems and enhancing biodiversity. Because federal policies, such as the Healthy Forests Restoration Act, advocate for a reintroduction of fire to the ecosystem to reduce wildfire risk and restore forest and rangeland health, an understanding of indigenous burning in land management is essential.



¹ As quoted by Shephard Krech III (italics in original), *The Ecological Indian* (New York: W.W. Norton and Company, 1999), 22.

CHAPTER 2



THE GEOGRAPHY AND NATURE OF FIRE

Traditionally, Indian tribes across North America used fire to varying extents, resulting in complex burning patterns. For example, along the coast of the Pacific Northwest, tribes used fire mainly for cooking, warmth, craft making (e.g., to make canoes), and the cultivation of berries. Further inland, fire was used extensively to maintain savannas and prairies for food. In the Northern Rockies, tribes used fire most often in valley grasslands and adjacent dry forests (Barret 2000). In modern-day Virginia, Indians used fire for agriculture, hunting, range management, and travel, which contributed to open savannas and lush grasslands, especially in the Shenandoah Valley (Brown 2000).

Indian burning seasons varied, depending on the ecoregion. In the boreal forests of Canada, for example, Indians tended to burn in late spring, before new plant growth (Williams 2000a). In the dry southern Rockies and Sierra Nevada foothills, Indians set fires in the late summer and early fall. Similarly, Indians in the Willamette Valley would burn the prairies in the late summer and early fall. Wherever Indians burned, they did so at regular intervals, usually every five years (Williams 2000a).

The traditional use of fire created a rich mosaic of vegetation types, differing in age and composition, which enhanced overall ecosystem health, productivity, and biodiversity. Overall, the varied use of fire across the landscape resulted in complex, diverse, fire-adapted ecosystems.

FIRE ON RESERVATIONS TODAY

The loss of Indian-type fire on the landscape is linked directly to the history of federal Indian policy that removed tribes and their traditional land-management practices from native lands. As Euro-Americans settled Indian lands, a negative perception of fire arose, along with a century of Smokey-Bear-fire-suppression efforts. On many reservations today, Indian forests are managed for potential income from timber, and fire is often suppressed to protect valued resources (Williams 2000b). As tribes work toward self-determination, asserting authority over tribal forests and rangelands, tribal foresters and ecologists are reintroducing traditional land-management techniques, such as Indian-type fire to the landscape. Thinning and prescribed burning are used to reduce fuel loads, change species composition, and manage vegetation structure and density for healthier forests and rangelands (Williams 2000b).

What will you find in this chapter?

- Geography and nature of fire
- Fire on reservations today
- Implications for modern-day land management
- **Case study:** Confederated Salish and Kootenai Tribes of the Flathead Nation: Fire in the Land Project

Who should use this chapter?

Anyone interested in the traditional use of fire and its implications for modern-day management objectives

What is Indian-type fire?

Indian-type fire is intensive land management, where land is treated in a variety of ways over time. The purpose of such a management approach is to create a mosaic of forests and grasslands, as opposed to monocultures. The result is a diverse landscape of open prairie or savanna, shrubland, young trees, mature stands, and old-growth forest.

Source: Williams 2000b, p. 40.



CHAPTER 2



REINTRODUCING FIRE TO THE LANDSCAPE

Many foresters, land managers, scholars, scientists, and policymakers advocate reintroducing fire to the landscape for a variety of reasons, including:

- Enhance degraded ecosystems;
- Reduce hazardous fuels accumulation;
- Reduce catastrophic fire risk;
- Protect tribal economic, cultural, and spiritual resources (on and off reservations);
- Enhance fire-resiliency;
- Create a healthy environment that fosters the growth of non-timber forest products;
- Demonstrate and share traditional techniques of land-use management; and
- Promote heterogeneity and complexity of forest species.

IMPLICATIONS FOR MODERN-DAY MANAGEMENT

The frequency and magnitude of wildland fire has increased over the last two decades, fueled by dense, insect- and disease-ridden material in federal and state forests. The elimination of fire from fire-adapted ecosystems has drastically altered the condition and composition of these areas—creating an environment or ecosystem that has never before existed (Pyne 2000).

In recent years, the federal government has responded to the increase in catastrophic wildland fires with legislation that promotes a more proactive, ecosystem-based approach to fire management – an approach intended to reduce a community’s risk to wildfire and enhance ecosystem health. An integral part of this approach is the reduction of hazardous fuels and the reintroduction of (prescribed) fire to the landscape.

Traditional Use of Fire

Indian tribes across North America used fire for a variety of reasons. The following is a summary of how Indians used fire and helped shape the landscape we know today.

- **Hunting.** Indians used fire to drive, encircle, and/or attract game. Fire was used to drive game over cliffs and into gulches and narrow chutes where they could be easily killed. It was also used to surround or circle game, such as deer or rabbits, to isolate them in small areas. Game was “smoked” out of nesting areas and lured to certain feeding areas through strategic use of fire.
- **Crop management.** Indians used fire to harvest crops such as tarweed; to improve yields of camas, seeds, and berries; to clear areas for planting corn and tobacco; to facilitate the gathering of acorns; to roast mescal; and to obtain salt from grasses.
- **Insect collection.** Some tribes used fire to collect insects such as crickets and grasshoppers as well as honey from bees.
- **Pest management.** Indians used fire to reduce pest pollution (rodents, snakes, insects) and to kill invasive species such as mistletoe.

CHAPTER 2

REASONS FOR USING FIRE TODAY

Reduce fuel loads. Prescribed fire can reduce ground fuel loading, and protect people and property from wildland fires.

Dispose slash. Piling and burning slash from timber harvests reduces threat from wildland fire and removes breeding grounds for insects and diseases.

Prepare for replanting. Burning helps prepare the soil for planting and, in some species, germinates seedlings. Most important, it reduces shade, creating sites that are more conducive to planting.

Thin stands. Fire can be used to thin overstocked, stagnated, diseased, or insect-infested forest stands. In most cases, mechanical treatments are done first, to prepare the forest for fire applications.

Increase plant growth. Fire use can enhance plant growth by increasing soil fertility and invigorating remaining plants. It can also promote desirable, fire-adapted species. Young grasses and shoots, stimulated by fire, can provide a desirable food supply for wildlife.

Alter wildlife and fish habitats. Fire use can enhance or reduce food and cover for wildlife and fish for years following a burn.

Change hydrologic processes. Fire reduces litter that can prevent moisture from reaching tree roots. However, a burn site can increase runoff, carrying away nutrients and adversely affecting soil stability and stream health.

Improve aesthetic environments. Fire use can help keep a forest open and park-like.

Source: Williams 2000b.

From left to right: before photo, after thinning, and after prescribed burning in the Santiam Corridor

Photos provided by Thomas Iraci - Pacific Northwest Region, USDA Forest Service

- **Range management.** Fire was used to keep prairies and meadows open from encroaching shrubs to improve line of sight for hunting.
- **Fireproofing.** Fire was used to maintain clear areas around settlements and significant medicinal plants.
- **Warfare and signaling.** Fire was used both offensively and defensively to deprive enemies of hiding places, destroy property, and to camouflage escape.
- **Clearing areas for travel.** Indians used fire to maintain clear trails for travel. The application of fire also fostered the growth of berries and foods along travel routes.
- **Tree felling.** Indians used fire in several ways to fell trees for a variety of projects.
- **Clearing riparian areas.** Fire was often used to clear brush from riparian areas to stimulate new grass and tree growth for beaver, moose, waterfowl, and muskrats.

Source: List adapted from Williams 2002.





CHAPTER 2

CHALLENGES TO RESTORING FIRE

Although there are benefits to restoring fire to the landscape, there are also challenges to its restoration, including:

- **Fuel load and costs.** In some forests, the suppression of fire has resulted in heavy fuel loads caused by lack of fire, increased insect/disease, and drought-related mortality. In these areas, treatments over consecutive years may be necessary to restore the landscape to a fire-adapted ecosystem. Generally, prescribed fire is less costly than mechanical treatments; however, a combination of treatments is often necessary in areas with heavy fuel loads. The cost of multiple treatments may exceed the resources available to some tribes.
- **Public acceptance.** Public support for projects that involve the intentional application of fire to the landscape may be difficult to garner without education about traditional use of fire. Public and industry concern for the protection of timber resources may also be a barrier to the application of fire on the landscape.
- **Smoke.** Air-quality regulations may limit the extent to which fire can be used as a landscape-management tool. Excessive smoke can have an impact on public health and also reduce the quality of scenic vistas.

ADDITIONAL RESOURCES ON TRADITIONAL USE OF FIRE.

- Aboriginal use of fire: Are there any "natural" plant communities? In *Wilderness and political ecology: Aboriginal influences and the original state of nature*, ed. Charles E. Kay and Randy T. Simmons, 179-213. Salt Lake City, UT: University of Utah Press.
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- Weaver, Harold. "*Potential for intensive timber management on the Flathead Indian reservation, Montana, 1967*". Bureau of Indian Affairs, 1967. Washington D.C.
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- Williams, Gerald 2000a. Introduction to aboriginal fire use in North America. *Fire Management Today* 60 (3): 8-12.
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- Reintroducing Indian-type fire: Implications for land managers. *Fire Management Today* 60 (3): 40-48.

CHAPTER 2

CASE STUDY: THE CONFEDERATED SALISH AND KOOTENAI TRIBES' FIRE EDUCATION PROJECT

Subject area: Community education and outreach, traditional use of fire

Tribe: Confederated Salish and Kootenai Tribes of the Flathead Nation (CSKT)

Region: Northwest (Montana)

What is the project?

The CSKT have developed a fire-education project that aims to teach children and the greater community about the history and tradition of the tribal use of fire in the natural environment of the Northern Rockies. The project's premise is that the natural environment has been shaped by over 10,000 years of burning by Indian people; therefore, true restoration of the environment is not possible unless we understand how, when, and why Indian people used fire. The Tribes interviewed tribal elders and fire managers, reviewed existing oral history archives, conducted in-depth historical research, and synthesized the scientific literature to produce an integrated set of educational materials.

What are the goals of the project?

The goals of the project are to restore an appreciation for the depth and complexity of the Salish, Kootenai, and Pend d' Oreille's use of fire and to improve the ability of the Tribes and other land-management agencies to implement prescribed burn plans in the Northern Rockies by increasing the public's knowledge of the major role fire has played in the ecosystems of the region.

How is the project funded?

The Bureau of Indian Affairs awarded the CSKT a grant to develop educational materials on the Indian use of fire in the northern Rocky Mountains.

What will the project produce?

Educational materials produced by the project include:

- A storybook for elementary-aged children based on the Salish tale, "Beaver Steals Fire," in which animals are said to have brought fire to the earth from the sky world.
- A video based on the book.
- An interactive DVD on the Indian use of fire, fire ecology, and modern-day fire-management activities on the Flathead Indian Reservation.
- A series of lesson plans.
- A web site.

Information contact:

Germaine White, Information and Education Specialist
(406) 883-2888, ext. 7299

The project web site: <http://www.cskt.org/>

CHAPTER 3

TRIBAL AND FEDERAL POLICY



*JOCKO FALLS; St. Ignatius, Montana
- Photo by Pamela Shourds-Wilson*

TRIBAL AND FEDERAL POLICY

This section provides an overview of tribal and federal policies, programs, and authorities that affect wildfire protection and forest health, as well as tribal sovereignty. The policies, programs, and authorities discussed in this chapter are listed in Table 3-1, which provides a page reference and summary of issues addressed by the policy. A “✓” mark indicates the relevant topics that are directly and indirectly addressed in the policies, programs, and authorities.



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Table 3-1. Summary of tribal and federal policies, programs, and authorities

Policy/ Program/ Authority	Page #	Forestry	Fire	Tribal Sovereignty	Tribal Self-Determination	Land Management	Emergency Management	Pacific Northwest Regional policy
Indian Self-Determination and Education Assistance Act	3-5			✓	✓			
Executive Order 13175: Consultation and Coordination with Tribes	3-6	✓	✓	✓	✓	✓	✓	
Secretarial Order 3206: American Indian Tribal Rights, Federal-Tribal Trust Responsibilities, and the Endangered Species Act	3-6			✓		✓		
National Indian Forest Management Resource Act	3-7	✓		✓		✓		
Healthy Forests Initiative	3-8	✓				✓		
Healthy Forests Restoration Act	3-8	✓				✓		
Community Wildfire Protection Plans	3-9		✓			✓		
Tribal Forest Protection Act	3-10	✓		✓	✓	✓		
Stewardship Contracting	3-10	✓		✓		✓		
Wyden Amendment	3-11	✓				✓		
Federal Wildland Policy	3-11		✓			✓		
National Fire Plan	3-12		✓				✓	
FEMA Disaster Mitigation Act of 2000	3-13						✓	
Tribal Clean Air Authority	3-13		✓		✓			
Northwest Forest Plan	3-14	✓				✓		✓
Northwest Rural Employment and Restoration Act	3-15	✓				✓		✓



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TRIBAL POLICY

Tribes are sovereign nations. Tribal sovereignty is affirmed through the U.S. Constitution, hundreds of treaties and agreements, and federal legislation and case law. The federal government has a “trust relationship” with tribes; that is, the federal government has a fiduciary responsibility and financial obligation, through a number of agreements and treaties, to provide services and other protections to tribes in exchange for relinquished lands. The Bureau of Indian Affairs (BIA) primarily carries out the federal government’s trust responsibility to tribes. Nonetheless, other federal agencies are required through executive orders and other federal legislation and authorities to work government-to-government with tribes.

As sovereign political entities with executive, legislative, and judicial powers, Indian tribes have full authority to structure their governments, including court systems, and establish laws, codes, and regulations for lands under tribal jurisdiction. Like city, county, and state governments, tribes exercise powers of governance to establish and enforce policy to guide development, conservation, and environmental protection through regulations, management programs, and plans. For fire and forestry programs, a tribe’s Forest Management Plan, Fire Management Plan, or Integrated Resource Management Plan establishes a foundation for timber and fire ordinances and regulations.

TRIBAL PLANNING

There are a variety of plans related to disaster, fire, and natural resource management that cities, counties, and tribes are required to develop by federal and state law. In many cases, these plans overlap in content and require a critical evaluation to ensure goals and objectives are aligned. Tribes are required to develop a variety of plans that deal with forest management and fire protection, prevention, or suppression. Tribes may also choose to develop plans, such as a hazard mitigation plan or a community wildfire protection plan to ensure community protection and qualify for certain federal funding sources.

Tribes are **required** to develop the following plans:

- **Forest Management Plan (P.L. 101-630).** Federal Indian policy requires tribes to have a forest management plan to guide the long-term direction of the tribe’s forest resources. Forest management plans commonly describe resource management practices and

How is this chapter organized?

This chapter provides brief summaries of federal forest and fire policies that play a role in fire management programs. A discussion of how tribes draft policies and regulations and tribal planning requirements is also provided. The chapter is organized into the following sections:

- Tribal Policy
- Tribal Planning
- Self-determination and the Trust Responsibility
- Federal Forest Policy
- Federal Fire Policy
- Regional (Pacific Northwest) Federal Policy

Each policy summary provides the following information:

- Date passed
- Purpose
- Authorities, programs, goals, major amendments, and principles

Who should use this chapter?

- Tribal representatives looking for a succinct presentation and discussion of policies and authorities that affect tribal forestry and fire programs; and
- Agency representatives looking for an explanation of how tribal policy is established and how tribes are affected by a variety of federal policies and authorities.



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levels of production, establish management standards, allocate land, and prescribe management practices to achieve balanced forest ecosystems. If a tribe has a forest management plan and an integrated resource management plan (IRMP), the forest management plan is tiered to the IRMP.

- **Fire Management Plan.** To be eligible for long-term funding for prevention programs, federal wildland fire policy requires a fire management plan for all areas with burnable vegetation. Each tribe must have a Fire Management Plan (FMP) compliant with the National Environmental Policy Act (NEPA) that defines and documents an organization's program to manage wildland fires. FMPs identify and integrate all wildland fire management and related activities within the context of approved resource management plans. Wildland fire management goals and components must be coordinated across administrative boundaries on a landscape basis.
- **Wildland Fire Prevention Plan.** To secure reoccurring prevention program funds, tribes are required to develop wildland fire prevention plans (WFPP) in accordance with agency (BIA or local Indian agency) objectives as described in the FMP. The WFPP is the guiding document for the BIA and tribal wildland fire prevention efforts and should be prepared as a joint effort between tribal, agency staff, or the regional WUI prevention specialist. Plans must also be developed with an intended life span of five years; however, they can be updated yearly or any time a significant change occurs that could affect the agency wildland fire prevention program. Cost-effective plans receive a higher priority for funding.
- **All-Hazard Mitigation Plan.** The 2000 FEMA Disaster Mitigation Act requires tribal governments to develop hazard mitigation plans that identify long-term and beneficial measures that will reduce disaster losses. Benefits can best be achieved through a collaborative process to identify hazards, vulnerability, and actions to minimize or eliminate the adverse impacts of these hazards. A hazard mitigation plan contains the essential strategy and activities, based on risks and vulnerabilities, to reduce disaster damages and losses. The Disaster Mitigation Act of 2000 established a hazard mitigation plan requirement to be eligible for Stafford Act mitigation project grants. Title 44 CFR Part 201 identifies the content requirements for state, tribal, and local hazard mitigation plans.⁸

Tribes may **choose** to develop the following plans:

- **Integrated Resource Management Plan (IRMP).** IRMPs integrate the goals, objectives and operations of all natural resource management programs (e.g., forestry, fish, wildlife, range, water, and cultural resources). IRMPs provide management direction through the establishment of standards, best-management practices, and management zones for the use and management of resources on the reservation. Tribes are not required to have an IRMP. However, in recent years, some regions and tribes are encouraging an IRMP as a replacement for a forest management plan. Tribal fire management plans may be tiered to or part of the IRMP.

⁸ FEMA Region X Tribal Emergency Management Guide, June 2003. http://www.fema.gov/doc/reg-x/tribal_resource_guide.doc



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- **Community Wildfire Protection Plans.** The Healthy Forests Restoration Act includes guidance for developing community wildfire protection plans (CWPP). These plans should be developed within the context of the collaborative agreements and the guidance established by the Wildland Fire Leadership Council. Partners often involved in the development of a CWPP include local government, fire departments, state forestry agencies, interested community groups, and federal land-management agencies. CWPPs identify and prioritize areas for hazardous fuel reduction and recommend methods of treatment on federal and non federal land that will protect one or more at-risk communities and essential infrastructure and reduce structural ignitability.

SELF-DETERMINATION AND THE TRUST RESPONSIBILITY

INDIAN SELF-DETERMINATION AND EDUCATION ASSISTANCE ACT (ISDEA)

Passed: 1975 (P.L. 93-638)

Purpose: To provide tribes the opportunity to operate and design services and programs that the federal government provides for Indians; to provide a procedure by which any tribal organization may contract with the BIA to carry out any federally administered program, service, function, or activity; and to expand tribal control over some policy areas and reservation funds for educational and economic purposes.

Major Amendments and Purpose:

- **1988 Tribal Self-Governance Demonstration Act (P.L. 100-472).** Transferred to participating tribes the control of, funding for, and decision making concerning certain federal programs, services, functions, and activities.
- **1994 Tribal Self-Governance Act (P.L. 103-413).** Permanently established the demonstration program and authorized the continuing participation of tribes in the program. The Act was amended in 1996 to allow up to 50 tribes annually to participate in the program.

For more information on tribal self-determination and self-governance, visit the National Congress of American Indians web site, <http://www.ncai.org/index.asp>.

ISDEA, self-determination, compacts—so what?

Since 1975, over 200 tribes across the United States have entered into self-governance compacts with the federal government. Self-governance reinforces the government-to-government relationship between tribes and the federal government and provides tribes with the opportunity to:

- Design programs in accordance with tribal values and traditions;
- Reprogram funds based on changing needs;
- Participate in negotiated rulemaking; and
- Use program funds more efficiently.

Under self-determination (P.L. 93-638), tribes manage and operate their own programs by contracting or compacting. Through this agreement, the BIA role changes from direct delivery of services and performance of program functions to one of oversight and performance of the residual federal function. The residual federal function, which is spelled out by federal law, is that activity that cannot be delegated to the tribe and must be performed by the federal official. In most cases, this activity is the federal approval role, such as approving timber sale contracts, leases, resource management plans, and issuing NEPA records of decision.



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EXECUTIVE ORDER 13175: CONSULTATION AND COORDINATION WITH INDIAN TRIBAL GOVERNMENTS

Passed: November 6, 2000 (Executive Order 13175)

Purpose: To establish regular and meaningful consultation and collaboration with tribal officials in the development of federal policies with tribal implications; to strengthen the government-to-government relationship with Indian tribes; and to reduce the imposition of unfunded mandates upon Indian tribes.

The executive order directs federal agencies to be guided by the following principles in formulating and implementing policies that have tribal implications:

- Recognition of the unique legal (trust) relationship with Indian tribal governments;
- Recognition of the right of Indian tribes to self-govern; and
- Support of tribal sovereignty and self-determination.

Each federal agency has developed a statement of how tribal consultation is to be conducted, and secretarial orders have been issued describing how federal laws are to be administered within the context of federal-tribal relations (see Secretarial Order 3206 below as an example).

For more information, visit the web site of the Federal Register, http://www.archives.gov/federal_register/executive_orders/2000.html

SECRETARIAL ORDER 3206: AMERICAN INDIAN TRIBAL RIGHTS, FEDERAL-TRIBAL TRUST RESPONSIBILITIES, AND THE ENDANGERED SPECIES ACT

Passed: June 5, 1997 (Secretarial Order 3206)

Purpose: To clarify the responsibilities of the Interior and Commerce Departments when actions and associated regulations taken under authority of the Endangered Species Act affect, or may affect, Indian lands, tribal trust resources, or the exercise of American Indian tribal rights; to acknowledge the trust responsibility and treaty obligations of the United States toward Indian tribes and tribal members and its government-to-government relationship in dealing with tribes; and to ensure that Indian tribes do not bear a disproportionate burden for the conservation of listed species, so as to avoid or minimize the potential for conflict and confrontation.

The secretarial order directs the heads of all agencies, bureaus, and offices within the Department of the Interior and the Administrator of the National Oceanic and Atmospheric Administration (NOAA) within the Department of Commerce to ensure the Departments shall:

Other Executive Orders of Note

There are several executive orders that affect tribes and deal tangentially with forest and fire issues. A few executive orders of note include:

Executive Order 12898:

Federal Actions to Address Environmental Justice in Minority Populations and Low-income Populations (February 11, 1994). E.O. 12898 requires each federal agency to include environmental justice as part of its mission through identifying and addressing the adverse effects of its programs and policies on low-income and minority populations, inclusive of federally recognized Indian tribes.

Executive Order 13007:

Indian Sacred Sites (May 24, 1996). E.O. 13007 requires federal land-management agencies to accommodate access to and ceremonial use of Indian sacred sites by Indian religious practitioners and avoids adversely affecting the physical integrity of such sacred sites. Federal agencies are required to develop procedures to facilitate consultation with appropriate Indian tribes to address these issues.

Executive Order 13352:

Facilitation of Cooperative Conservation (August 26, 2004). E.O. 13352 directs federal agencies that oversee environmental and natural resource programs to ensure cooperation among federal, state, local, and tribal governments and various local non governmental entities and individuals in the federal decision-making process.



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- Work directly with Indian tribes on a government-to-government basis to promote healthy ecosystems;
- Recognize that Indian lands are not subject to the same controls as federal public lands;
- Assist Indian tribes in developing and expanding tribal programs so that healthy ecosystems are promoted and conservation restrictions are unnecessary;
- Be sensitive to Indian culture, religion, and spirituality; and
- Make available to Indian tribes information related to tribal trust resources and Indian lands, and to facilitate the mutual exchange of information and protect sensitive tribal information from disclosure.

For more information, visit the Department of Interior's web site: http://elips.doi.gov/elips/sec_orders/html_orders/3206.htm

FEDERAL FOREST POLICY

FEDERAL FOREST POLICY

National Indian Forest Resource Management Act (NIFRMA)

Passed: 1990 (P.L. 101-630), amended 1994

Purpose: To clarify the objectives and standards to be followed in management of Indian forest land; and to provide authorization of appropriations for the protection, conservation, utilization, management, and enhancement of Indian forest lands.

Authorities and Programs:

- **Indian forestland management.** Multi-objective forestland management that emphasizes sustained yield, multiple use, and tribal involvement aligned with tribal laws and values.
- **Forest trespass.** Regulations that set civil penalties for forest trespass.
- **Program assessment.** An independent assessment of Indian forestlands and Indian forestland management practices (see IFMAT summary below).
- **Tribal forestry programs.** Provision of technical assistance and financial resources to support tribal forestry programs.
- **Cooperative agreements.** The secretary can enter into cooperative agreements with tribes to facilitate natural resource planning, education, job training, and land and facility improvements.

An Assessment of Indian Forests and Forest Management in the United States

The NIFRMA directed the secretary to obtain an independent assessment of the status of Indian forest resources and their management every ten years. The secretary contracted with the Intertribal Timber Council to oversee the assessment in 1993 and 2003. The reports were completed by a group of nationally recognized forestry experts, the Indian Forest Management Assessment Team (IFMAT). The IFMAT (2003) report findings can be categorized into achievements and challenges:

Achievements:

- Substantial progress has been made toward sustainable Indian forests.
- Progress has been made to address forest health problems through innovative silviculture.

Challenges:

- Gaps still exist between Indian vision of forests and management practices and funding for Indian and federal lands.
- Additional resources for integrated-management planning are needed.
- An independent assessment of the federal government's effectiveness in fulfilling trust obligation is needed.



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HEALTHY FORESTS INITIATIVE (HFI)

Passed: August 2002

Purpose: To improve regulatory processes and improve efficiency and achieve more timely decisions and better results in reducing the risk of catastrophic wildfires.

Goals:

- Expedite USFS and BLM procedures for developing and implementing hazardous fuels reduction projects;
- Encourage agencies and courts to weigh short-term risks with the long-term benefits of fuels reduction and restoration projects;
- Develop alternative process for project clearance to reduce analysis requirements; and
- Remove extraordinary process requirements for USFS appeal process

For more information:
<http://www.healthyforests.gov>

HEALTHY FORESTS RESTORATION ACT (HFRA)

Passed: 2003 (P.L. 108-148)

Purpose: To expedite fuels reduction projects on federal lands that protect communities, watersheds, and other at-risk lands from catastrophic wildfire, and to improve the overall condition of range and forest health on federal lands.

Authorities and Programs:

- **Categorical exclusions.** Limited-size categorical exclusions (1,000 acres) for hazardous fuels reduction on federal lands (NFS and BLM) streamline the National Environmental Policy Act (NEPA) process.
- **Biomass utilization.** Economic development grants, incentives, and assistance for biomass energy production and value-added products.
- **Watershed enhancement.** Watershed forestry assistance on non-federal lands to protect water quality and improve watershed health.
- **Insect infestation.** Research and development assistance to address forest-damaging insect infestations and diseases.
- **Forest reserves.** Title V directs the USDA to establish a Healthy Forests Reserve Program to acquire short- and long-term agreements and easements on private land to promote the recovery of endangered species, improve biodiversity, and enhance carbon sequestration.

For more information:
<http://www.fs.fed.us/projects/hfi/field-guide/web/toc.php>

- Rigid categories and rules for funding limits integrated-management activities.
- Supply of Indian professionals in fire and forestry may not meet future demand.
- Risks are outpacing progress; need to improve the rate of forest health-treatment response, utilize small and low-quality logs, and strengthen staffing.

For more information, contact the

Intertribal Timber Council,
phone: (503) 282-4296;
e-mail: itc1@teleport.com,
www.itcnet.org

How do HFI and HFRA affect tribes?

All federal environmental laws apply to federal lands. These laws apply also to tribal lands held in trust. The NEPA categorical exclusions available through HFI expedite projects on National Forest and BLM managed lands—not Indian lands. However, most tribes do not use the categorical exclusions because they already have effective NEPA processes in place. The Tribal Forest Protection Act provides tribes with the opportunity to pursue contracts on USFS and BLM units adjacent to tribal lands (see below). Categorical exclusions may be applied to these projects, if appropriate.

The HFRA provides tribes with the opportunity to establish watershed forestry programs that aim to improve watershed health through expanding tribal stewardship capacities and best-forestry-management practices.



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COMMUNITY WILDFIRE PROTECTION PLANS (CWPPs)

Passed: 2003, authorized by Title I of HFRA

Purpose: HFRA encourages the development of CWPPs through which communities designate wildland-urban interface (WUI) and prioritize hazardous fuels reduction projects. CWPPs must be developed through a collaborative process with local government, fire districts, and state department of forestry representatives. They must also engage federal land management agencies and other interested parties. CWPPs address structural vulnerability and identify and prioritize high-hazard areas and fuels treatments.

Can Tribes develop a CWPP?

CWPPs are not currently required of tribes, but tribes may develop CWPPs to meet local fire protection needs through a comprehensive, community-based planning approach. Tribes may benefit from developing a CWPP in several ways:

Prioritized grant selection. Communities with CWPPs in Oregon and Washington, as well as other states, are given priority in the National Fire Plan grant-selection process.

Planning and implementation. Developing a CWPP may assist tribes in developing a strategic and landscape approach for fuels reduction, stronger management practices for emergency management, a comprehensive public outreach and education campaign for wildfire mitigation and prevention, and economic opportunities through contracting for fuels reduction or utilization of woody biomass.

Traditional use of fire. A CWPP may provide tribes with an opportunity to illustrate traditional uses of fire and the cultural or environmental benefits of fire.

Collaboration across jurisdictions. A CWPP may provide tribes with an opportunity to coordinate fuels projects with adjacent federal agencies, work with neighboring fire districts to strengthen cooperative agreements for fire protection, or ensure that adjacent landowners understand the role of consultation to protect culturally significant sites.

**For more information,
go to Chapter 6: Tribal Wildfire Plans**



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TRIBAL FOREST PROTECTION ACT (TFPA)

Passed: 2004 (P.L. 108-278)

Purpose: To establish a process for tribes to work with federal agencies to reduce the threat of catastrophic wildfire, insect infestation, and disease from spreading from federal lands to adjacent tribal lands. The TFPA complements the HFRA legislation in that it provides a mechanism for reducing wildfire risk and improving forest health across jurisdictional boundaries.

Authorities and Programs:

- **Contracting.** The BLM and USFS may enter into contracts or agreements with tribes whose trust lands are bordering or adjacent to federal lands to pursue land-restoration activities and protect tribal resources from fire, insect infestation, or other threats.

For more information:

<http://www.fs.fed.us/forestmanagement/projects/stewardship/tribal/index.shtml>

OMNIBUS APPROPRIATIONS ACT (STEWARDSHIP CONTRACTING)

Passed: 1999 (Section 323 of P.L. 108-7), reauthorized as semipermanent in 2003

Purpose: To establish new authority rules for the USFS and BLM to promote healthy, sustainable ecosystem management and meet the employment and management needs of rural communities.

Authorities and Programs⁹:

- **Exchange of goods for services.** Contractors will offset goods (e.g., timber) for services (e.g., thinning, hazard fuel treatments, stream mitigation, etc.) performed.
- **Receipt retention.** Excess receipts from the sale of timber or other forest products removed can be kept and used by the agency, rather than being deposited in the U.S. Treasury.
- **Best-value contracting.** Contracts must be awarded on the basis of achieving best value to the government. A variety of criteria, in addition to price, can be used in making the award determination.

TFPA proposal evaluation and determination factors (for agreements with the BLM and USFS):

- Use best-value basis.
- Give specific consideration to tribally related factors in the tribal proposal, including:
- Status of an Indian tribe as Indian tribe;
- Trust status of rangeland or forest land of Indian tribe;
- Cultural, traditional, and historical affiliation of tribe with land subject to the proposal;
- Treaty rights or other reserved rights of Indian tribe subject to the proposal;
- Indigenous knowledge and skills of members of Indian tribe;
- Focus on landscape-level management in the proposal, including watersheds and vegetation types;
- Working relationships between Indian tribe and federal agencies in coordinating activities affecting land subject to the proposal; and
- Access by member of Indian tribe to land subject to the proposal. How does stewardship contracting affect tribes?

⁹ Information adapted from the Red Lodge Clearinghouse web site, <http://www.redlodgeclearinghouse.org/legislation/stewardship.html>



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- Less –than –full –and open competitive contracting. Stewardship contracts can be awarded with little or no advertising or bidding.
- End-result contracting. The agency determines the end result desired for the work, but the contractor has flexibility to propose the methods to be used, including, in some instances, which individual trees to cut.
- Multiyear contracts. Service contracts can be let for up to ten years, instead of the current five-year maximum, to match the duration of timber contracts.
- Non-Department of Agriculture administered contracts. Non-Department of Agriculture personnel can prepare and administer National Forest timber sales.

WYDEN AMENDMENT (WATERSHED RESTORATION AND ENHANCEMENT AGREEMENTS)

Passed: 2004 (P.L. 106-73, Section 330); reauthorized in 2005

Purpose: To allow the USDA Forest Service to partner with individuals and other public, private, and tribal entities on projects that protect, restore, and enhance wildlife and fish habitat and other resources on public or private land that benefit those resources within a watershed.

The Wyden Amendment authorizes increased ability to create and maintain partnerships by:

- Allowing for the use of federal resources off public lands managed by USDA Forest Service;
- Improving watershed conditions on a larger scale than previously allowed; and
- Providing flexibility to engage in cross-boundary issues with several partners.

For more information, refer to the Forest Service Handbook (FSH 1509.11, Chapter 60) and Forest Service Manual (FSM 1587.15).

Stewardship contracting provides tribes with the opportunity to:

- Protect tribal lands from disease, insect infestation, and wildfire through restoration and fire-prevention activities.
- Stimulate job and business development through local contracting.
- Pursue biomass utilization through fuels-reduction projects.
- Work collaboratively with other federal agencies.

For more information on stewardship contracting, visit the Red Lodge Clearinghouse website: <http://www.redlodgeclearinghouse.org/legislation/stewardship.html>

How does the Wyden Amendment affect tribes?

The Wyden Amendment provides tribes with the opportunity to:

- Partner with the USFS to pursue watershed projects on tribal and public land that benefit the resources within the tribal watershed.
- Pursue a variety of projects that are clear benefits to the resources within the watershed.

Tribal governments are considered the same as state governments for the purposes of contracting under the Federal Acquisition Regulations.



CHAPTER 3

FEDERAL FIRE POLICY

FEDERAL WILDLAND FIRE POLICY

Passed: 1995, reviewed and updated 2001

Purpose: To establish a unified and cohesive federal fire-management policy that recognizes the ecological threat of excessive fuel loads and calls for a proactive approach to protecting natural systems from uncharacteristic wildland fire.

The Federal Wildland Policy requires all federal agencies to have an approved fire management plan for all burnable acres of public land. This mandate applies to tribes through the BIA as trustee. Federal agencies developing fire management plans should consult with tribes that may have culturally significant resources in the planning area (especially on tribal ceded lands).

For more information:
<http://www.fs.fed.us/land/wdfire.htm>.

What is the BIA Blue Book?

Many tribes use the BIA **Blue Book**, a program reference that documents policy for management and operations of the Wildland Fire and Aviation Management Program for the BIA, for fire management planning and operations.

In April 2004, the “Interagency Strategy for the Implementation of the Federal Wildland Fire Policy” was approved. It directed all agencies to work together to develop a common language, unified guidance, and direction for all agency and bureau manuals, handbooks, and guidelines. The BIA Blue Book represents an effort by federal wildland fire management agencies to establish standardized procedures to guide the implementation of this policy.

The degree to which tribes have contracted or compacted programs and service may affect the extent to which they use the **Blue Book** to guide fire management operations.

To access chapters of the 2005 BIA Blue Book, visit the Bureau of Indian Affairs Fire and Aviation Management web site:
<http://www.bianifc.org/operations/documents/opsguide/opsguide.html>

The Wyden Amendment allows for single-source contracts, on a case-by-case basis, where mutual interest and benefits are present. Tribal for-profit organizations have the same access to federal contracts as any other entity.

What policies are addressed in tribal Fire Management Plans?

All tribes are required to have fire management plans (FMPs) that are compliant with environmental and cultural resource management laws to receive project funding for fuels treatment projects involving prescribed fire or mechanical treatments and rehabilitation treatments. To ensure compliance, FMPs are often tiered to or part of an integrated resource management plan. FMPs can also be part of a forest management plan or a stand-alone plan that has a separate National Environmental Policy Act (NEPA) Plan.

Cultural and environmental policies addressed by FMPs include:

- National Historic Preservation Act
- National Environmental Policy Act
- Clean Water Act
- Endangered Species Act



CHAPTER 3

NATIONAL FIRE PLAN

Passed: 2000, Ten-year Comprehensive Strategy (2001), Implementation Plan (2002)

Purpose: To address severe wildland fires and their impact on communities, while ensuring sufficient fire-fighting capacity for the future.

National Fire Plan Goals:

- Improve fire-suppression response;
- Restore fire-adapted ecosystems;
- Reduce hazardous fuels; and
- Promote community assistance.

For more information:
<http://www.fireplan.gov/>

FEMA DISASTER MITIGATION ACT OF 2000

Passed: 2000 (P.L. 106-390), Interim Final Rule (2002)

Purpose: To reinforce the importance of pre disaster infrastructure mitigation planning and emphasize the need for agency coordination in mitigation planning and implementation efforts.

Pre Disaster Mitigation Program: The Robert T. Stafford Disaster Assistance and Emergency Relief Act (Stafford Act) authorized the Pre-Disaster Mitigation Program. Funding for the program is provided through the National Pre-Disaster Mitigation Fund to assist states and local governments (including tribal governments) in implementing cost-effective hazard-mitigation activities that complement a comprehensive mitigation program. All applicants and sub applicants must be participating in the National Flood Insurance Program (NFIP) if they have been identified through the NFIP as having a special flood hazard area (i.e., if a flood hazard boundary map or flood insurance rate map has been issued). In addition, the applicant/sub applicant must not be withdrawn, suspended, or on probation from the NFIP.

For more information:
<http://www.fema.gov/fima/planning.shtm>

The National Fire Plan provides tribes with:

- resources for WUI fuels-reduction projects and community assistance;
- the opportunity to work collaboratively to build partnerships with federal and state agencies, non-tribal communities, and others who manage ceded tribal lands.

How does the Disaster Mitigation Act affect tribes?

The FEMA Disaster Mitigation Act required tribal governments to develop natural resource mitigation plans by November 2004. Tribal governments may coordinate with local counties to produce mitigation plans; however, this partnership compromises the government-to-government relationship with the state. Tribes may coordinate directly with FEMA to create "state-level" plans.

Tribal governments must have an approved plan in place to receive pre disaster mitigation funds. Activities eligible for funding include: management costs, information dissemination, planning, technical assistance, and mitigation projects. Tribes may also be required to have pre disaster mitigation plans to receive public-assistance funds.



CHAPTER 3

TRIBAL CLEAN AIR ACT AUTHORITY

Passed: February 12, 1998 (40 CFR, Part 49)

Purpose: To provide tribes with the opportunity to be treated in the same manner as a state for virtually all Clean Air Act (CAA) programs. The rule grants tribes with EPA-approved CAA programs authority for these programs over all air resources within the exterior boundaries of their reservation (including non-Indian owned fee lands). For off-reservation areas, tribes must demonstrate the basis for jurisdiction.

For more information, visit the Environmental Protection Agency's Tribal Air Programs web site:
<http://www.epa.gov/air/tribal/airprogs.html>

REGIONAL FEDERAL POLICY (PACIFIC NORTHWEST)

NORTHWEST FOREST PLAN (NWFP)

Passed: 1993

Purpose: To develop a forest management plan that balances economic, social, and ecosystem needs over 24 million acres of federal land in the range of the northern spotted owl (primarily western Oregon and Washington; however, Wenatchee, Deschutes, and Fremont National Forests also have owl habitat).

Guiding Principles:

- Ensure that human and economic dimensions of the relevant issues are a primary focus;
- Protect the long-term health of forests, wildlife, and waterways within the NWFP area;
- Operate in a manner that is scientifically sound, ecologically credible, and legally responsible; and
- Produce a predictable and sustainable level of timber sales and non timber resources that will not degrade or destroy the environment

To achieve the above goals, the federal government and tribes must work together in a collaborative fashion on behalf of all citizens.

For more information:
<http://www.fs.fed.us/r6/nwfp.htm>

Eligibility criteria for "treatment in the same manner as a state"

Criteria for eligibility include demonstrating that the tribe:

- Is federally recognized;
- Has a governing body carrying out substantial governmental duties and powers; and
- Is capable of implementing the program consistent with the CAA and applicable regulations.

The tribe must also identify the exterior boundaries of the reservation and, for non reservation areas, demonstrate the basis for jurisdiction.

How does the Northwest Forest Plan affect tribes?

The NWFP affects tribes in the planning area to varying degrees. The Coquille Indian Tribe is the only tribe with a statutory requirement to manage lands in accordance with NWFP guidelines. Other tribes are affected through reserved treaty rights on federal lands.

Note: the Quinault Nation has been directly affected by the NWFP because the land classification system (Adaptive Management Areas and Late Successional Reserves) have reduced the income available from timber harvests on certain lands administered by the Forest Service. As part of compensation for lands that were wrongfully



CHAPTER 3

NORTHWEST RURAL EMPLOYMENT AND RESTORATION ACT (NRERA)

Passed: Referred to House subcommittee 2004 (H.R. 4932)

Purpose: To establish management priorities for federal forest lands in Northwest Forest Plan areas that will protect old-growth timber while improving the health of young managed stands, increasing the volume of commercial timber from these lands, and providing economic opportunities to local communities, and for other purposes.

Authorities and Programs:

- **Inventory of westside forestland.** USFS and BLM shall conduct an inventory within 180 days of Act enactment.
- **Management priorities for westside forestland.** USFS and BLM shall prioritize projects based on forest health, taking into consideration need for thinning in young managed stands and late successional reserves; the testing of innovative management techniques, and projects on matrix lands.

For more information, visit U.S. Representative Peter DeFazio's web site:

http://www.house.gov/defazio/pf_073004EGStatement2.shtml

How does the NRERA affect tribes?

The NRERA would provide additional opportunities for tribes to undertake thinning projects to improve forest health. Tribes in the planning area of the Northwest Forest Plan would be able to enter into thinning contracts with the BLM and USFS. This Act would complement the Healthy Forests Restoration Act and the Tribal Forest Protection Act.

ADDITIONAL RESOURCES ON POLICIES

- Cohen, Felix. 1986. *Felix Cohen's Handbook of Federal Indian Law*. S.I: Five Rings Corporation.
- Indian Forest Management Assessment Team. 2003. *An assessment of Indian forest and forest management in the United States*. Portland, OR: Clear Water Printing.
- Indianz.com, <http://www.indianz.com>
- National Congress of American Indians, <http://www.ncai.org>
- Native American Rights Fund, <http://narf.org/>
- O'Brien, Sharon. 1989. *American Indian Tribal Governments*. Norman, OK: University of Oklahoma Press.
- Prucha, Francis P. ed. 1990. *Documents of United States Indian Policy*. 2d ed. University of Nebraska Press • Lincoln/London

excluded from the Quinault Reservation, Congress provided for a percentage of the proceeds of timber sales on certain designated lands to be provided to the Quinault Nation.

The NWFP does not impair or restrict reserved tribal treaty rights on ceded lands, but rather is intended to provide greater protection for tribal rights; cultural activities and resources recognized in tribal treaty rights are allowed to continue under NWFP guidelines.

If a conflict between cultural practices and activities and the implementation of NWFP guidelines and standards exists, the Regional Interagency Ecosystem Office will not restrict activities unless the restriction is:

- Reasonable and necessary for the preservation of a species at issue;
- Conservation of the purpose cannot be achieved solely by regulation on non-Indian activities;
- The restriction is the least-restrictive alternative to achieve conservation purposes;
- The restriction does not discriminate against Indian activities as stated or as applied; and
- Voluntary conservation measures are not adequate to achieve the necessary conservation purpose.



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CHAPTER 4

CONSULTATION



*Mission Dam, St. Ignatius, Montana,
- Photo provided by Natural Resources Department
Confederated Salish and Kootenai Tribes*

CONSULTATION

Tribes have been building relationships, making agreements, and establishing formal and informal communication protocols with non-Indian peoples for hundreds of years. Unfortunately, over the past several hundred years, Indian tribes have been left out of many decision-making processes that have significantly affected and threatened their political and cultural autonomy. Such unequal decision-making processes have resulted in the appropriation of nearly all Indian lands by non-Indian groups in the name of exploration and manifest destiny. In recent decades, tribes or Indian nations have posed considerable legal and political challenges to assert their native right to traditional lands and resources.

Today, the fundamental principles of the government-to-government relationship, self-governance, tribal sovereignty, and self-determination establish the foundation for consultation, collaboration, and coordination with and by Indian tribal governments. Because federal natural resource policy has increasingly advocated collaboration among partners in recent decades, it is crucial to understand how tribes and their distinct political status fit into the picture.

This chapter provides a historical context of tribal-federal relations to set the context for consultation and collaboration today. It provides an overview of the distinct political status of Indian tribes, and discusses consultation and collaboration in Indian country today.

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FEDERAL INDIAN POLICY ¹⁰

To fully grasp the dynamics of consultation and relationship building between tribes and agencies at the local, county, state and federal level, an understanding of the larger historical context of tribal-federal relations is needed. The history of tribal-federal relations is complicated and characterized by fluctuating governmental policies towards Indians, their land, and resources. These policies have generally had negative effects for Indian tribes and peoples. For almost 300 years, federal policy has been dominated by the goals of removal and assimilation of Indian peoples. Not until recently (the late 1960s) has federal policy made a permanent shift toward promoting self-determination and self-governance. As federal policy has fluctuated over the years, tribes have been forced to react to a host of changing attitudes, expectations, and environments—often before they could recover from the impacts of previous programs.

A Brief History

The following section provides a description of significant events in tribal-federal relations over the past several hundred years. The timeline includes information on:

- New Nation (1780's)
- Domestic Dependent Nations (1830s)
- The Reservation System/End of Treaty Making (1850s-1860s)
- Allotment (1880s – 1930s)
- Reorganization (1930s – 1950s)
- Termination (1950s – 1960s)
- Restoration (1960s – Present)
- Self-Determination and Self-Governance (1960s – Present)

What will you find in this chapter?

This chapter provides a background and framework for consultation with tribal governments. The chapter is organized into the following sections:

- Federal Indian Policy: A brief historical context
- Treaty Rights
- Tribal Sovereignty and the Trust Responsibility
- Consultation Today

Who should use this chapter?

- Tribal representatives looking to review consultation requirements of federal agencies;
- Tribal representatives looking for recommendations to better accommodate the consultation process; and
- Federal agency representatives and decision makers looking for a review of appropriate consultation processes and the historical background of tribes' sovereign status.

¹⁰ Unless otherwise noted, this section draws from Betsy Reynolds, *Building Bridges: A Resource Guide for Tribal/County Intergovernmental Cooperation*, ed. Sonya O. Wind, (Seattle, WA: Northwest Renewable Resources Center, 1997).

EARLY RELATIONS— DISCOVERY AND CONQUEST

Two European legal doctrines, discovery and conquest, governed early relations between native Indian tribes and the colonizing powers of England. These doctrines established the foundation of the legal relationship between Indian tribes and the American legal system. The “doctrine of discovery” gave the colonizing power the exclusive right to make treaties and establish trade relations with native inhabitants. This doctrine also bestowed on the “discoverer” the right to acquire land from the natives. The “doctrine of conquest” established that a conquest by force of arms displaced the old sovereign and gave dominion to the conqueror. However, the existing laws of the country remained intact, and the conqueror could only obtain title to native lands through purchase or voluntary cessation.

1780s – New Nation

Guided by the doctrines of conquest and discovery, Congress forbade settlement on Indian lands beyond state boundaries. The Northwest Ordinance of 1787 affirmed Indian property rights by protecting property, rights, and liberty. In 1789, the U.S. Constitution was ratified, giving Congress exclusive powers to regulate Indian affairs and placing Indian treaties outside of state or local jurisdiction.

1830s – Domestic Dependent Nations

In 1830, the Indian Removal Act was passed, which mandated the removal of an estimated 100,000 Indian peoples from east of the Mississippi River to the Indian territory of present-day Oklahoma. A series of court cases in the 1830s established tribes as “domestic dependent nations,” whose relationship with the federal government resembled that of a ward.

1850s – 1870s – The Reservation System and End of Treaty Making

The government-sanctioned policy of Indian removal set in motion the reservation system that characterizes Indian country today. As white settlers pushed west into more remote regions—and into Indian territory—the federal government desired to consolidate Indian tribes into restricted areas. Reservation policy, which emerged in the 1850s, was driven by the goals of reducing settler-Indian conflicts, inducing tribes to accept an agricultural economy (and allotment of lands in severalty), and officially opening up ceded lands to non-Indian settlement. Guided by this policy, the federal government negotiated treaties with Indian tribes across the United States (and its territories) to acquire title to millions of acres of tribal land.

In 1871, in an obscure rider to the Indian appropriation bill and in recognition of the inherent inequality of the two contracting parties, Congress outlawed treaty making with Indian tribes. From this point forward, all treaty rights were protected, and the government continued to enter into similar legal relationships with tribes through statutes, executive

¹¹ Francis Paul Prucha, ed., *Documents of United States Indian Policy*, 2nd edition (Lincoln: University of Nebraska Press, 1990), 136.

orders, and other agreements, including presidential proclamations.¹¹ (See “Tribal Treaties” section of this chapter for an expanded discussion.)

1880s – 1930s – Allotment Era

From the 1880s to the 1930s, federal policy attempted to “civilize” and “assimilate” Indian peoples through the disruption of traditional collective land tenure and the forced education of Indian children at off-reservation boarding schools. The passage of the Dawes Allotment Act of 1887 divided tribal land holdings into separate parcels and granted them to individual tribal members. Tribal land was also expropriated for non-Indian homesteading, corporate use, and national parks and forests.

From 1887 to 1934, tribal landholdings plummeted from 140 millions acres to 52 million acres.¹² This era established the “checkerboard” ownership on reservation land, where non-Indians own land within reservation boundaries. To this day, the diversity of land ownership within many Indian reservations causes many jurisdictional conflicts.

1930s – 1950s – Reorganization

In 1934, the Indian Reorganization Act (IRA) was passed, bringing the allotment era to an end and advocating the reassertion of tribal sovereignty. The IRA affirmed the right of Indian peoples to self-government. The legislation provided for the voluntary adoption of a tribal council governance structure, the establishment of a constitutional government, and the organization of tribes as business organizations to oversee Indian-owned resources. Less than half of tribes rejected the adoption of the IRA governance structure, preferring to maintain more traditional forms of governance.¹³

1950s – 1960s – Termination Era

In the 1950s, federal Indian policy reverted to that of the allotment era, forcing the integration of Indian peoples into mainstream society. From 1954 to the late 1960s, six termination acts and seven termination statutes were passed. Through this process, legal jurisdiction, in many cases, was transferred to state and county governments, and the buffer of federal laws came to an end. Termination affected at least 1.3 million acres and 11,000 people, reducing Indian trust land by 2.5 percent and cutting off federal services to three percent of all federally recognized tribes.¹⁴

Termination policy meant immediate assimilation for the tribes affected and an overt threat to their political and cultural identity. Every terminated tribe floundered—tribal members moved away; family units broke down; tribal members lost traditional federal health and education services; and tribal members suffered a psychological loss of community, homeland, and self-identity.¹⁵

¹² Charles Wilkinson, *Blood Struggle: The Rise of Modern Indian Nations* (New York: W.W. Norton and Company, 2005), 43

¹³ *Ibid.*, 62

¹⁴ *Ibid.*, 81

¹⁵ *Ibid.*, 81-2.



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1960s – Present – Restoration Era

Tribes have fought and continue to fight for restoration of their federal recognition. Federal recognition formally establishes the government-to-government relationship. After a nearly 20-year struggle, the Menominee Tribe of Wisconsin was restored to federal status through the Menominee Restoration Act of 1973. Several tribes have followed the path of the Menominee to gain federal recognition, working to meet stringent criteria established by the Bureau of Indian Affairs in 1978 (25 CFR 83). The rigorous process demands exceptional anthropological, historical, and genealogical research and presentation of evidence; this process can take decades to complete. Only about eight percent of the total number of recognized tribes has been individually recognized since 1960.¹⁶

Restored tribes, such as the western Oregon tribes, that re-gained federal recognition in the 1980s, continue to work on land-restoration efforts to increase tribal land holdings and enhance tribal self-sufficiency and self-governance.

1960s – Present – Self-Determination and Self-Governance Era

Until the late 1960s, the federal government-Indian tribe relationship could be characterized as paternalistic—the federal government exercised broad authority to manage Indian tribal lands and resources in accordance with its own view of the tribes’ best interest. In the late 1960s, federal Indian policy slowly came to favor Indian rights (to an extent) and laid the framework for the current era of self-determination and governance. Significant pieces of legislation include: the 1968 American Indian Civil Rights Act, 1975 Indian Self-Determination and Education Assistance Act, 1978 Indian Child Welfare Act, and 1990 Native American Graves Protection and Repatriation Act.

In 1968, the American Indian Civil Rights Act was passed, guaranteeing reservation residents many of the same civil rights and liberties in relation to tribal authorities that the U.S. Constitution guarantees to all U.S. citizens. In 1970, President Richard Nixon initiated a legislative program that expressed the idea of self-determination without the threat of termination. And in 1975, the Indian Self-Determination and Education Assistance Act was passed, which emphasized “self-sufficiency” and “self-governance” and set the parameters for the current legal status of tribes. This shift in federal policy changed the role of the federal government from “guardian” to “mentor” and provided tribes with the opportunity to rebuild their governments to ensure consistency with tribal goals, values, interests, and objectives.

The 1978 Indian Child Welfare Act (ICWA) was one of the most far-ranging pieces of legislation ever enacted in favor of Indian rights. In response

¹⁶ National Congress of American Indians, <http://198.104.130.237/ncai/index.jsp?pg=3> (accessed July 29, 2005).

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to the increasing placement of Indian children in white foster homes and the consequent breaking up of Indian families, tribal leaders and advocates, such as the Association of American Indian Affairs and Congressman Morris Udall, helped push ICWA through Congress. ICWA directed the placement of Indian children in Indian surroundings and authorized funds for family service programs. Most important, it gave tribes the tools to protect their children and their culture into the future.¹⁷

The 1990 Native American Graves Protection and Repatriation Act (NAGPRA) is landmark legislation dealing with Native Americans and cultural resources. NAGPRA protects Indian graves on federal and tribal lands, prohibits the sale or transport of Native human remains, and requires all federally funded museums to return to tribes identifiable human remains and sacred objects.¹⁸ The passage and implementation of NAGPRA signifies the recognition of the cultural, religious, and human rights of Native Americans. Pushed through Congress by a coalition of tribal leaders and religious practitioners, NAGPRA recognizes tribes' right to protect their ancestors and cultural identity.

TRIBAL TREATIES¹⁹

Treaties are legally binding agreements established between two or more sovereign governments. From 1778 to 1871—the “treaty-making era”—the federal government negotiated, signed, and ratified nearly 400 treaties with Indian Nations. Although the treaties were established to end wars and maintain peace between two cultures, the United States also intended to confine Indian peoples to set land areas and accommodate western expansion and settlement by non-Indians.

The Indian treaties set out basic elements of federal Indian law:

- **The Trust Relationship.** Indian tribes are not foreign nations, but may be considered sovereign, domestic dependent nations and distinct political communities.
- **Tribal Governmental Status.** Indian tribes are sovereigns and have the right to self-government. State law does not apply to Indian tribes without the consent of Congress.

Tale of Broken Treaties – Nez Perce Tribe

In May 1855, an estimated 5,000 Indian people attended the Walla Walla treaty council on Mill Creek in the Walla Walla Valley. The United States convened the council with the Nez Perce, Yakama, Umatilla, Cayuse, Walla Walla, and several other Columbia River tribes and bands, to obtain Indian land—not to give land to the tribes, which was already theirs. The tribes and the federal government came to the table as sovereigns; however, the United States had a clear military advantage.

The Nez Perce Treaty of 1855 remains controversial within the tribe to this day. At the close of the negotiations, the Nez Perce kept 60 percent (8 million acres) of their land (ceding 5.5 million acres to the United States) and retained off-reservation rights to fish at all “usual and accustomed places,” and to hunt, gather, and pasture their horses and cattle on open and unclaimed land. The structural provisions of the treaty included the recognition of Nez Perce sovereignty, the federal-tribal trust relationship, and the guarantee of expansive off-reservation fishing, hunting, and gathering rights.

¹⁷ Wilkinson, 261.

¹⁸ Ibid., 263.

¹⁹ This section draws from USDA Forest Service, *Forest Service National Resource Book on American Indian and Alaska Native Relations*, April 1997, FS-600.

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- **Reserved Rights Doctrine.** Tribes have reserved rights as part of their sovereign status—including rights to land and self-government.
- **Canons of Treaty Construction.** Courts have adopted fundamental rules and principles to interpret written documents such as treaties. In these terms, treaties must be construed broadly to determine Indian rights, but construed narrowly when considering the elimination of such rights.
- **Congress' Plenary Power.** Only Congress may eliminate rights established by treaties or other documents.

In 1871, the treaty-making era came to an end, and Indian tribes were no longer regarded as independent nations. From this point on, all treaty rights were protected, and the government continued to enter into similar legal relationships with tribes through statutes, executive orders, and other agreements, including presidential proclamations. The legacy of the treaty-making era is that of broken treaties and unfulfilled promises. Although tribes were considered “sovereign nations” at treaty councils—there was a distinct inequality between the two contracting parties.

TREATY RIGHTS TODAY

Case law has played a large role in determining the power of Indian treaties and associated rights. Cases throughout the 20th century have established enduring principles that affect how treaty rights are interpreted today.

- *1906 United States v. Winans* – Treaties are a reservation of tribal rights, not a grant of rights to tribes from the U.S.
- *1908 Winters v. U.S.* – Treaties should be interpreted as Indians would have understood them at the time of treaty formation.
- *1998 Minnesota v. Mille Lacs Band of Chippewa Indians*—Ambiguities in treaties should be interpreted in Indians' favor.²⁰

Although broken treaties and promises marred the treaty-making era (and beyond), several tribes secured valuable off-reservation fishing and hunting rights in exchange for millions of acres of ceded lands. These rights continue to play a vital role in tribal life, culture, and economy and have been and continue to be a matter of contention between states and Indian peoples.

A hallmark treaty-rights case is *U.S. v. Washington* (1974), in which a federal court ruled that treaties signed by Washington tribes guaranteed tribes the right to fish “in common with all citizens of the territory... at all usual and accustomed grounds

The 1855 treaty was compromised immediately when gold was discovered within reservation boundaries. The reservation was soon overrun with miners and other settlers, who disregarded treaty stipulations and invaded tribal landholdings.

In 1863, federal commissioners took the word of one tribal leader to speak for all Nez Perce bands. The 1863 Lapwai Treaty ceded away more than 90 percent of the 8-million-acre reservation that had been created in 1855—leaving only 750,000 acres east of Lewiston. The 1863 treaty left in place other rights of the 1855 treaty, but dramatically altered the Nez Perce land base. The land base was further affected following the allotment of lands to non-Indians in the late 1880s. Today, the Nez Perce land base is characterized by a patchwork of Indian trust lands, intermingled with non-Indian land. Eighty-eight percent of the lands within the 1863 reservation boundaries have been transferred to non-Indians.

Source: Charles Wilkinson, Blood Struggle: The Rise of Modern Indian Nations (New York: W.W. Norton and Company, 2005).

²⁰ Treaty-related case law interpretation of Robert T. Anderson, Assistant Professor of Indian Law, personal communication, July 19, 2005.



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and stations.” This guarantee entitled tribes to one-half of the state’s allowable salmon and steelhead catch in traditional off-reservation fishing grounds plus ceremonial and subsistence catches. The Boldt Decision (as the case is often referenced) recognized that treaties did not involve a grant to tribes from the United States; rather, the treaties are a grant to the United States from tribes—tribes have specific reserved rights. The Boldt Decision resulted in landmark cooperative agreements on fisheries and other natural resource issues in Washington State.²¹

TRIBAL SOVEREIGNTY AND THE TRUST RELATIONSHIP²²

TRIBAL SOVEREIGNTY

Before colonization, Indian tribes possessed complete sovereignty. Today, to the disappointment of many Indian people, the federal government views Indian nations as quasi-sovereigns, or domestic dependent nations. Federal law recognizes that:

- Tribes were not granted sovereignty; they have always possessed it;
- Indian tribal governments have always maintained sole responsibility to perpetuate their status as sovereign nations and exercise rights as defined by treaty or other statute; and
- Depending upon the legal document establishing a tribe’s status and recognition, there may be certain rights that only Congress can alter.

Under the federal government’s interpretation of tribal sovereignty, tribes have the power to:

- Structure and operate tribal governments;
- Define membership;
- Regulate domestic relations and administer justice;
- Manage their property and resources;
- Tax tribal members and regulate businesses;
- Exclude persons from territory or reservations;
- Conduct relations with other governments; and
- Have sovereign immunity.

THE GOVERNMENT-TO-GOVERNMENT RELATIONSHIP

The special relationship between federally recognized tribes and the federal government differs from tribe to tribe, depending on a tribe’s treaties, constitution, and the existence of special federal or state laws. The Bureau of Indian Affairs is the lead federal agency charged with carrying out the United States relationship with the Indian tribes. The basic elements of the government-to-government or trust relationship include:

- It is based on the inherent sovereignty of each party.
- It has been recognized in treaties, congressional statutes, and case law.
- It acknowledges tribes’ right to self-determination, including the right to operate tribal governments, control tribal resources, and protect tribal culture.

²¹ See Wilkinson 2005 and O’Brien 1989.

²² This section draws from Sharon O’Brien, *American Indian Tribal Governments* (OK: University of Oklahoma Press, Norman, 1989).



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- It includes federal protection of tribal resources and sovereignty.
- It bars state interference in tribal affairs without federal and tribal approval.
- It involves a weaker sovereign accepting the protection of a stronger sovereign without extinguishing its own sovereignty.

Tribes continue to assert their sovereignty and protect their sovereign rights by lobbying Congress, negotiating with other governments, and filing lawsuits as necessary. The plenary power of Congress to extinguish aspects of tribal sovereignty requires that tribes continue to lobby congressional representatives and testify before Congress.

CONSULTATION TODAY

The unique legal status of American Indian and Alaska Native peoples requires that governmental entities and other stakeholders consult directly with tribal governments when addressing issues that may affect tribal lands, resources, members, and welfare. Tribal sovereignty is violated and the trust relationship breached when federal and state agencies treat tribes in the same manner as any other interested members of the public in the public participation process. Tribes have established special agreements with such agencies to ensure the government-to-government relationship is recognized and upheld.

Because federal responsibilities are increasingly devolved to the state and local level, and collaboration is increasingly promoted as a mechanism to address complex natural resource-related issues, it is essential that cities, counties, states, federal agency representatives, and other stakeholders are familiar with the guiding principles and critical elements of consultation. It is essential to recognize that an Indian tribe is not just another interest group but rather a sovereign nation that has a government-to-government relationship with federal and state governments. In this section, consultation and collaboration are approached from the federal, state, and local level.

CHALLENGES TO CONSULTATION

From the tribal perspective, there are a number of challenges associated with working with federal, state, and local governments and community groups in the decision-making process. These challenges can be categorized roughly as historical, cultural, and institutional:

Consultation and Collaboration, Coordination or Cooperation – What’s the difference?

There are a variety of “C” words used to describe levels of working relationships. At face value, these words may seem interchangeable; however, in reality they have distinct characteristics that should be recognized in daily usage. Collaboration, coordination, or cooperation does not mean consultation.

Consultation – An accountable process to ensure meaningful and timely input by tribal officials into the development of regulatory policies that have tribal implications. Consultation is the active, affirmative process of (1) identifying and seeking input from appropriate tribal governing bodies, community groups and individuals; (2) considering their interests as a necessary and integral part of the decision-making process; and (3) providing a feedback mechanism to share with tribes how tribal input has been used in the decision-making process. (EO 13175, 11/6/2000; HUD Consultation Policy)



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- **Historical.** Historical exclusion from the decision-making process poses a challenge to establishing effective relationships at the local, state, and federal level. For some tribes, such exclusion and a history of broken treaties and agreements and bad relations, in general, can significantly affect the incentive for tribal participation and interaction.
- **Cultural.** Tribal involvement in multi stakeholder decision-making processes may be culturally challenging because of the convergence of two world views and the general lack of familiarity of non-Indians with tribal traditions and customs. Tribal perspectives of time and management approaches may pose a challenge to non-Indian stakeholders.
- **Institutional.** Many non-Indian peoples are unfamiliar with the unique governance structures of Indian tribes. Tribes may hesitate to get involved in collaborative partnerships because of the lack of understanding of their sovereign status and its attendant governmental power and authority. Some collaborative partnerships may compromise tribal sovereignty in some way or another.

CONSULTATION AT THE FEDERAL LEVEL

President Clinton's Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments," requires each federal agency to have an accountable process to ensure meaningful and timely input by tribal officials into the development of regulatory policies that have tribal implications.

Federal agency action shall be guided by the principles of respect for Indian self-government and sovereignty, tribal treaties and other rights and responsibilities that arise from the special trust relationship between the federal government and Indian tribes. Federal action shall also favor maximum tribal participation and defer to the laws and policies established by Indian tribes to the extent permitted by law. Each federal agency has established a government-to-government consultation policy (see Forest Service policy below). Key aspects of federal consultation policy should include:

- Notifying Indian tribes as soon as possible regarding formulated or proposed federal actions;
- Informing Indian tribes of the potential impact of formulated or proposed federal actions;
- Informing Indian tribes of those federal officials charged with making the final decisions with respect to the federal action;
- Having the input and recommendations of Indian tribes be fully considered by those officials responsible for the final decision; and
- Providing Indian tribes with feedback regarding the adoption or rejection of tribal recommendations by those federal official involved in the decision-making process.

Collaboration - A mutually beneficial and well-defined relationship entered into by two or more organizations to achieve common goals. The relationship includes a commitment to mutual relationships and goals; a jointly developed structure and shared responsibility; mutual authority and accountability for success; and sharing of resources and rewards. Communication channels are well defined and operate on many levels. Authority is determined by the collaborative structure. (Massettich, Murray-Close and Monsey 2001)

Coordination - Involves somewhat formal relationships, with some planning, division of roles and understanding of compatible missions. Formal channels of communication are established. Individual organizations retain authority but share, to an extent, risk, resources, and rewards. (Massettich, Murray-Close and Monsey 2001)

Cooperation - An informal relationship without a commonly defined mission, structure, or planning effort. Information is shared as needed, and authority is retained by each organization. Risks, resources, and rewards are not shared. (Massettich, Murray-Close and Monsey 2001)

CHAPTER 4

CONSULTATION AT THE STATE LEVEL

In the United States, fifty state governments and more than 550 tribal governments are expected to protect the health, safety and welfare of their citizens. Tribes and states have many common interests (e.g., law enforcement, land-use regulation, and natural resource management) that can overlap and cause jurisdictional disputes, often resulting in drawn-out litigation.

Some states, such as Washington and Oregon, have established landmark cooperation and coordination agreements that have resulted in tribal relations policies for state agencies. The 1989 Washington Centennial Accord acknowledges that tribes are equal, not subordinate governments and calls for “government-to-government” relationships, emphasizing natural resource management, social service delivery, and revenue sharing.²³ A Washington State Tribal-State Summit, held in 1999, established guiding principles to improve the tribal-state communication process to “operationalize” the Accord into day-to-day working relationships. The principles are noteworthy and can extend beyond tribal-state relations. Successful consultation and collaboration rely on:

- *Commitment to consultation.* States and tribes and their agencies and departments must be committed to consulting on matters that affect the other.
- *Two-way communication and consultation.* Communication between tribal governments and state agencies should be direct and involve two-way dialogue and feedback. Face-to-face meetings can increase understanding of proposed actions and enhance the development of effective outcomes and solutions.
- *Building on existing relationships between tribal/state officials.* Formation of specific actions and policy and program development can be more productive if conducted within a framework of an ongoing relationship.
- *Effective devolution of federal programs.* As state governments assume more authority over certain programs, tribal interests must be considered in the administration of these programs by the state.
- *Early identification of issues that require consultation.* Decisions or actions that affect any aspect of tribal government operations or interests require consultation; tribes should be notified early and often to ensure time for input before decisions are made or actions taken.
- *Interaction of officials with comparable governmental stature and authority.* Decision-making between tribal and state officials should involve parties of similar stature.
- *Honesty and integrity throughout the process.* To foster an environment of trust, tribal and state officials should be open with information that may be beneficial or critical to making a decision or developing a position.²⁴

²³ Reynolds, 14.

²⁴ Washington State Tribal-State Summit 1999, Government-to-Government Implementation Guidelines, <http://www/ac/wwu.edu/~zaferan/475-Gov-Gov.htm> (accessed July 29, 2005).

Forest Service Protocol for Consultation with Tribes – FSH 1509.13 (excerpt)

The following steps should be taken when coordinating consultation with Tribes:

- 1) The agency contacts the Tribal Government, preferably prior to scoping and public involvement, to advise the Tribe of a proposed policy, plan, or project that may affect tribal rights or interests;
- 2) The Tribe may respond back that this is not an issue or that this proposal is important and would like to initiate consultation;
- 3) The Tribe may request that Federal agency technical experts meet with the Tribe’s technical representatives (or the Tribe may request an official level meeting);
- 4) Issues are discussed in order for the agency to understand why the proposal is of concern to the Tribe. This allows the respective staff to brief respective parties and to provide informed opinions and recommendations;
- 5) Consultation steps are defined and an agreement may be reached between the Tribe and the Forest Service on the process for consultation;
- 6) The agency makes a decision in consultation with the Tribe.



CHAPTER 4

CONSULTATION AT THE LOCAL LEVEL

Relationships between tribes, local governments (cities and counties), and non-Indian citizens have not always been simple. Common-interest conflicts between tribes and local governments often deal with issues such as land-use jurisdiction, law enforcement and emergency services, water quality, solid-waste management, or permit processes. To approach these conflicts, tribes may work with local governments to establish intergovernmental agreements or memoranda of understanding. In addition to the consultation and collaboration principles discussed at the state and federal level, local governments and community groups should:

- contact tribal leaders (Tribal Chairs) early in the decision-making process;
- be familiar with tribal governance structure;
- be aware of existing tribal communication protocols;
- be aware of tribal traditions and customs that may be affected by decision;
- adjust the process to accommodate tribal traditions and customs.

CONSULTATION FROM THE TRIBAL PERSPECTIVE

Tribes and public agencies and neighboring jurisdictions have an opportunity to work together to ensure that consultation occurs in all elements of fire management that affect tribes. Establishing a protocol with non tribal partners (community groups and local, state, and federal agencies) can assist in strengthening communication and ensuring that consultation occurs on a regular basis.

ADDITIONAL RESOURCES ON CONSULTATION

- Confederated Tribes of Warm Springs Memorandum of Understanding with National Forests, BLM, and BIA, <http://www.wsfpi.com/Docs/16%20CTWS%20USFS%20MOU%204-25-03.pdf>
- Massettich, Paul W., Marty Murray-Close and Barbara Monsey. 2001. *Collaboration—what makes it work*. 2d ed. Saint Paul, MN: Amherst H. Wilder Foundation.
- Native American Consultation Database, <http://www.cast.uark.edu/other/nps/nacd/>
- National Congress of American Indians, <http://198.104.130.237/ncai/index.jsp?pg=3>
- O'Brien, Sharon. 1989. *American Indian Tribal Governments*. Norman, OK: University of Oklahoma Press.
- Prucha, Francis P, ed. 1990. *Documents of United States Indian policy*. 2d ed. London: University of Nebraska Press.
- Reynolds, Betsy. 1997. *Building bridges: A resource guide for tribal/county intergovernmental cooperation*, ed. Sonya Wind. Seattle, WA: Northwest Renewable Resources Center.
- USDA Forest Service. 1997. *Forest Service national resource book on American Indian and Alaska Native relations*. FS-600.
- Wilkinson, Charles. 2005. *Blood struggle: The rise of modern Indian nations*. New York. W.W. Norton and Company.

CHAPTER 5

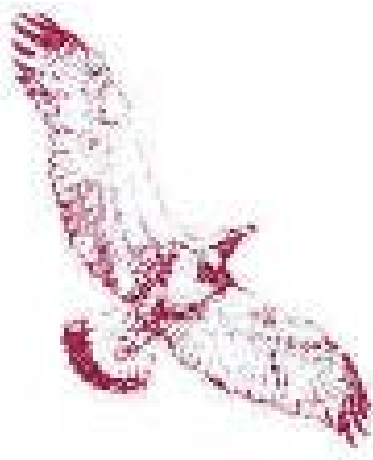
FEDERAL WILDLAND FIRE MANAGEMENT PLANNING



*C.T. Camel, Fuels Employee
-Photo provided by Tribal Forestry Department
Confederated Salish and Kootenai Tribes*

INTRODUCTION

Federal fire management planning directs resource allocation for fuels reduction and fire preparedness and suppression on public lands. Over the past decade, federal land-management agencies have increased their attention to systematic approaches to increase the effectiveness of dollars spent on the ground and prioritize areas with the greatest risk. Fire-management planning, and specifically, the focus on the Fire Program Analysis (FPA) program has implications for tribes across the United States and emphasizes the need for significant collaboration between federal land-management agencies and tribes.



CHAPTER 5

FEDERAL WILDLAND FIRE MANAGEMENT PLANNING

The impetus for the development of a new planning and budgeting system for wildland fire management grew out of the action items identified in the Federal Wildland Fire Policy. Over the past several years, formal wildland fire planning has focused on completing or updating fire management plans. Simultaneously, the Fire Program Analysis (FPA) has been in development. The FPA vision and specific goals are illustrated in various reports, policies, and congressional and executive directives, including:

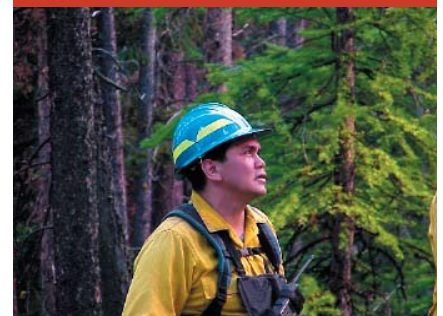
- **Federal Wildland Fire Policy.** The 1995 Federal Wildland Fire Policy (revised 2001) contains several statements affecting planning and budgeting activities. The policy calls for collaborative fire planning on an interagency basis that produces safe, cost-effective, fire-management programs. The policy also requires every burnable acre of public land to have a fire management plan. The plans establish a basis for performing strategic analysis of a wildland fire program to meet the cost-effective and efficient program implementation.
- **Ten-year Comprehensive Strategy.** The 2001 strategy calls for cost-effective fire programs that provide protection across administrative boundaries, consider state and local protection needs and resources in the wildland-urban interface, and are based on historic levels of fire activity.
- **Interagency, Landscape-scale Fire Planning Analysis and Budget Tool (also known as the Hubbard Report.)** The Hubbard Report sets out several recommendations to improve the federal fire-planning model. The report calls for the development of a comprehensive, interagency, landscape-level fire planning analysis and budgeting program.
- **Congressional direction.** The 1998 Interior Appropriations bill called for common fire management planning methods and procedures across the five federal wildland fire agencies. In 2002, congressional appropriators directed the Agriculture and Interior departments to develop a coordinated and common system that calculates readiness and emphasizes shared firefighting resources across jurisdictional boundaries.
- **Office of Management and Budget (OMB) direction.** OMB requested all five agencies to develop a program analysis system that is transparent, easy to understand, scientifically based, peer reviewed, performance oriented, and based on specific protection goals rather than on theoretical resource values. OMB also emphasized the importance of developing a cross-jurisdictional system that meets land management goals, considers benefit of fire to the ecosystem, and incorporates the protection of life and property.

What will you find in this chapter?

- Federal wildland fire management planning
- Fire Program Analysis (FPA) system
- Tribes and FPA
- How are tribes involved in the process?
 - What is the federal agency's responsibility for involving tribes?
 - How does the FPA system affect tribal fire programs?
 - What are tribal concerns with involvement in the process?
- Opportunities and resources to assist tribes with FPA

Who should use this chapter?

- Tribal representatives who want to learn more about FPA and its implications for tribal fire programs; and
- Agency representatives interested in tribal perspectives on FPA



CHAPTER 5

FIRE PROGRAM ANALYSIS

The development of a new planning and budgeting system for wildland fire management—the Fire Program Analysis (FPA) system—formally began in 2002. The FPA core team, which is responsible for developing the FPA system, was put in place in 2003. The FPA system replaces those processes currently in use by federal wildland agencies, such as the Interagency Initial Attack Analyzer. The five federal land-management agencies recognize the limits of such systems and seek to provide field users with a tool that better meets the needs of present and future wildland fire-management programs. The new FPA system, which optimizes the allocation of fuels, fire preparedness, and fire suppression funds, based on a landscape-level approach to fire management, has significant implications for fire planning across the United States.

THE FPA VISION

The FPA system is a common, interagency process for fire-management planning and budgeting to evaluate the effectiveness of alternative fire-management strategies over time to better meet land-management goals and objectives. FPA allows for landscape-scale, interagency analysis at the fire-planning unit level, driven by quantified fire objectives and performance measures for the full scope of fire-management activities. All five federal agencies will utilize the same budget request process, models, assumptions, and displays.

The FPA system will:

- Support interagency, landscape-level preparedness planning and budgeting;
- Be driven by land-management and fire-management objectives;
- Analyze the cost effectiveness of fire suppression staffing alternatives;
- Be used by all federal land-management agencies for fire-preparedness planning;
- Use the cost effectiveness of meeting multiple fire-management objectives as the decision criteria;
- Facilitate comparison of organizational effectiveness across planning units through an array of choices for any budget level; and
- Include regional and national resources and program management needs.

The implementation of FPA is on an aggressive timeline, required all fire-planning units to submit certified and approved FPA analyses by February 2006. The phases of the FPA project are:

- Phase I – Initial response preparedness model – includes initial attack for suppression and the initial response to wildland fire use.
- Phase II – Includes extended attack, large fire, prevention, rehabilitation, and fuels.

The FPA Preparedness Model (PM) continues to be modified and improved as the project progresses. The FPA-PM models how cost-effective initial response organizations best meet fire-management objectives and uses an optimization approach to maximize effectiveness for a range of cost levels.

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LANDFIRE

The Landscape Fire and Resource Management Planning Tools Project, or LANDFIRE Project, was initiated by a request from federal land agencies asking the principle investigators to develop maps needed to prioritize nationwide areas for hazardous fuel reduction. The objective of LANDFIRE is to provide the spatial data needed by land and fire managers to prioritize, evaluate, plan, complete, and monitor fuel treatment and restoration projects essential to achieving the goals targeted in the National Fire Plan. These spatial data will be hierarchically designed so that they can be used at the national, regional, and local levels.

Phase II of FPA intends to incorporate some of the data themes developed by LANDFIRE.

TRIBES AND FPA

Implementation of the FPA system will require several changes in the current paradigm of fire planning. There are some expectations that local units will share fire resources to improve effectiveness. For tribes, FPA has the potential to affect how fire suppression, fuels and prevention efforts are conducted on and off reservation lands. To address some of the tribal concerns with the FPA system, this section uses a question-and-answer format to best present the information for quick-and-easy understanding.

HOW ARE TRIBES INVOLVED IN THE PROCESS?

The FPA system divides the United States into 141 fire-planning units (FPUs) that address fire protection and prevention issues through landscape-level, interagency fire planning and budgeting. The FPU is an interagency project of wildland fire-management agencies that may include national forests, national parks, national wildlife refuges, Bureau of Land Management (BLM) districts, the Bureau of Indian Affairs (BIA), Indian tribes, and/or the state forestry department. The BIA is required to include tribes in the FPA process.

In many cases, the boundaries of FPUs have been determined through the interagency Fire Management Plan (FMP) process, which has taken place concurrently with the implementation of FPA. The planning area for the FMP process is based on jurisdictional boundaries and cooperative agreements for fire-suppression responsibilities. For Phase I of FPA, those interrelated jurisdictions with wildland fire-management resources have assembled as partners in a FPU.

The first objective of a FPU is the development of interagency planning partnerships to conduct FPA analysis. Once the partners have been identified, they form an interagency team to:

- Identify resource-management objectives relative to fire and the full suite of fire-management objectives, constraints, and restrictions using their current land and resource management plans;
- Develop and refine the required data inputs for the models in the FPA system;
- Evaluate both interim and final analysis results for reasonableness;
- Identify efficiencies through landscape-integrated, fire-management planning and budgeting; and
- Provide comments on guidance and reference documents to improve the quality of information and operational activities.

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A managing committee, steering committee, and technical team guide the FPU's FPA process. Line officers, fire-management officers, and other agency representatives staff all teams. In most cases, tribes are represented in this process through applicable tribal or BIA staff who participate in the planning and valuation processes.

In Phase I of the FPA project, tribes and BIA agencies with fire-suppression programs, are actively involved in analyzing the best integrated mix of resources for the fire workload in their response areas. Smaller tribes that do not have fire-management programs must coordinate with those jurisdictions that provide for protection of their lands for the valuation in the analysis. Essentially, every acre of tribal trust land must be included in a FPU. Tribes can be involved in a FPU even if they do not have a formal fire program.

WHAT IS THE FEDERAL AGENCY RESPONSIBILITY FOR INVOLVING TRIBES IN THE FPA PROCESS?

As highlighted throughout the Resource Guide (see chapter 4: Consultation), the federal government has a unique legal relationship—a “trust relationship”—with Indian tribes, defined by hundreds of treaties and agreements, case law, and federal statutes. In essence, the federal government has a fiduciary responsibility and financial obligation to provide services and other protections to tribes in exchange for relinquished lands. The BIA primarily carries out the federal government's trust responsibility to tribes; however, other federal agencies are required to uphold the “trust responsibility” and recognize the sovereign status of tribes through regular and meaningful consultation in the development of any federal policy that has tribal implications (see chapter 2: Tribal and Federal Policy, Executive Order 13175).

In the case of FPA, all tribes within FPU boundaries should be included in the FPA process to ensure that tribal concerns are voiced and addressed throughout the process. Federal agencies should engage in official consultation with tribal governments, following the agency's consultation policy (see example of U.S. Forest Service Consultation Protocol in Chapter 4: Consultation). If tribes are aware of the FPA process and their inclusion within a FPU, they should also be sure they are involved in the process through direct participation (if compacted) or through their local Indian agency (BIA).

Confusion may arise when tribal ceded lands or lands within a tribe's ancestral territory (which often contain cultural resources) are within the fire-planning boundaries of a FPU. Federal agency fire planners are not explicitly required to include such tribes' concerns in the FPA process; however, according to federal consultation policy, they are required to consult with tribes if decisions or policies have tribal implications. If federal agencies fail to include tribal interests on ceded or ancestral territory lands in the fire-planning process, cultural resources and other treaty rights, such as hunting, fishing, and the gathering of plants may be at risk, and federal agencies may not be fulfilling their trust responsibility. Therefore, many would argue that federal agencies, out of the federal “trust responsibility,” are required to include tribes in the FPA process if tribal interests within and without (on ancestral lands) reservation boundaries are affected.

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HOW DOES THE FPA SYSTEM AFFECT TRIBAL FIRE PROGRAMS?

At this point in the FPA development process, the FPA system is too complex to successfully predict analyses. Therefore, predicting which units, tribal or non tribal, will gain or lose fire resources has not proven to be accurate to date. The National Transition Strategy and more detailed white papers on budget processes are available on the FPA web site (go to <http://www.fpa.nifc.gov/Library/>). However, most fire experts anticipate that funding for many tribal fire programs will increase due to a leveling of the playing field.

As will be shown in the following section, there is a natural uncertainty about how self-determination (e.g., 638-contracting, compacting, and cooperative agreements) will function when dealing with land-management agencies other than the BIA. How will a tribe work within a FPU when/if that tribe wants to move toward contracting?

As the FPA and interagency Fire Management Plan (FMP) processes move forward, it is important that local tribes (if compacted) or the local Indian agency (BIA) have a well-thought-out and documented FMP to ensure that their main objectives are represented in the interagency plan and in the FPA process.

WHAT ARE TRIBAL CONCERNS WITH INVOLVEMENT IN THE PROCESS?

- 1) The process has lacked proper government-to-government contact.

Tribal involvement in the FPA process over the past few years has varied across the United States. Some larger tribes (with more wildland fire-fighting resources) have been more actively involved in the process. Nevertheless, many tribes have expressed dissatisfaction with the FPA process because of the lack of proper consultation procedures used to involve tribes large and small. Tribes with on- and off- reservation treaty rights or other interests should be contacted early and often in the FPA process, using proper agency consultation procedures. Even if tribes lack fire-suppression resources, they should be included in Phase I of FPA to ensure their input is included in the analysis.

- 2) Tribal resources outside of the scope of "life and property" may not receive proper protection in a wildfire event.

Some tribes are concerned about receiving proper protection for tribal resources beyond the scope of "life and property" and the wildland-urban interface (WUI). Many resources, such as non timber forest products have value beyond what can be quantified or easily weighted versus more tangible attributes. They have special cultural, spiritual, and ceremonial value, which, in many cases, cannot be weighted against homes, life, or property. In a process that allocates budgets based on an "optimal" scenario, which requires the weighting of hard-to-quantify values, tribes fear that their resources that have greater qualitative value may not receive the level of protection needed in the event of a wildfire.

Proper consultation and inclusion of tribes in the FPA process is essential to ensure that tribal resources of cultural significance on trust and ceded lands are accurately identified and valued in the prioritization process.

- 3) Lack of BIA administrative oversight of a fire planning unit that includes tribal trust resources may not adequately fulfill the "trust responsibility." The BIA is the primary federal agency charged with fulfilling the trust responsibility. Currently, when a fire threatens tribal trust resources, the BIA is ultimately charged with protection of those resources. With the reorganization of the federal fire-management landscape through FPA, the BIA may not oversee some FPUs that include tribal trust resources. Instead, another federal agency, such as the Bureau of Land Management (BLM), may have administrative oversight. As an agency rarely

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charged with directly protecting tribal trust resources, the BLM may not have enough experience to fulfill the “trust responsibility” in the event of a wildfire. In this case, tribal trust resources may be damaged or destroyed—a breach of the trust relationship.

It is essential that tribes or their agency representatives are at the table when the FPU charter is created to ensure that expectations and responsibilities are explicitly defined. Ultimately, the BIA has fire-protection responsibility for lands protected by other federal or state agencies under contract.

OPPORTUNITIES AND RESOURCES TO ASSIST TRIBES WITH FPA

Tribal and agency programs have access to many of the same support resources as other federal units.

- There have been numerous training sessions on historic analysis and the preparedness module of FPA.
- Each geographic area has established a FPA support team involving all of the five federal agencies.
- Each geographic area has sponsored FPA implementation service trips, generally involving a member of the FPA core team (system developer) and FPA implementation and coordination group [Fall of 2005]
- FPA newsletters, and TechNews are available on the FPA website.

THE BIA IS SUPPORTING FPA IMPLEMENTATION IN THE FOLLOWING WAYS:

- Chapter 3 of the BIA Blue Book provides guidance on fire management plans and fire program analysis.
- Each BIA region has a fire planner assigned to support the field units, the same support that has existed for the legacy fire-planning system.
- The BIA has an ICG position in Boise, Idaho to support the agency in implementing FPA.
- The BIA has conducted conference calls with field units on FPA implementation.
- The BIA bimonthly fire management conference call for regional fire management officers includes FPA as a standing topic.

FEDERAL WILDLAND FIRE MANAGEMENT RESOURCES

- Fire Program Analysis System, <http://www.fpa.nifc.gov/>

This site is the primary web site for information related to the FPA system. The interagency site aims to provide fire managers with a common process for fire management planning and budgeting. This site includes templates, sample plans, suggested training schedules, and comparative analyses of different management strategies.

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CHAPTER 6

TRIBAL WILDFIRE PLANS



*Fire Management Employees
-Photo provided by Tribal Forestry Department
Confederated Salish and Kootenai Tribes*

WHY DEVELOP A TRIBAL WILDFIRE PLAN?

Wildfires are increasing in frequency and magnitude. The build-up of heavy fuels, a decrease in the fire resiliency of many forests, the rapid growth of the WUI, the increased likelihood of human-caused fire and catastrophic losses; and climatic changes such as prolonged drought in the West, are contributing to increased risk from catastrophic wildfires.

Many Indian reservations are located close to or within forested areas. In many cases, individuals residing in the wildland-urban interface are not aware of the protection and prevention measures (such as creating defensible space and reducing structural vulnerability) necessary to protect their homes in the event of wildfire. And, in some cases, citizens do not have adequate funds to reduce the structural vulnerability of their home, purchase fire-resistant building materials, or reduce hazardous fuels around their homes. The Bureau of Indian Affairs has the trust responsibility to reduce hazardous fuels around homes on trust property (although not on fee lands). However, this does not address the need to identify strategies to reduce risk and engage in an integrated fire planning process that includes hazardous fuels reduction, education and outreach, emergency management, and the protection of cultural resources.

CHAPTER 6

This chapter discusses the importance of planning for wildfire and involving tribal members in the process. For tribes, this presents a unique opportunity to incorporate a cultural component into the fire-planning process—one that may be overlooked in more mainstream approaches to planning. Why involve tribal members in a fire-planning process?

Many planning processes take place in a bubble and lack citizen involvement or public input. Although comprehensive planning processes may produce a well-researched and thorough document, the effectiveness of a plan may be based largely on the number and diversity of people involved in a collaborative process that focuses on helping communities and citizens build capacity to plan and implement fire protection measures.

Involving community members in the planning process is a key component to developing a successful plan. In relationship to a fire plan, community involvement is essential for identifying community needs, prioritizing high-hazard areas, and incorporating community knowledge into the planning process. Collaborative and inclusive planning processes can lead to a number of significant outcomes, including:

- A sense of ownership among tribal members about the planning process and the implementation and success of the plan. This sense of ownership may result in greater responsibility among tribal members to take action and reduce wildfire risk.
- Local knowledge and concerns that result in a more complete, responsive, and accurate plan. The inclusion of local knowledge provides an opportunity for cultural concerns and practices to be considered.
- Information sharing and education that result in increased knowledge among tribal members about the role of fire and strategies to reduce wildfire risk, as well as increased awareness among fire managers about the values and concerns that tribal members express during the planning process.
- Identification of how fire management efforts may provide opportunities for both cultural and economic development.

WHAT IS A COMMUNITY WILDFIRE PROTECTION PLAN?

In December 2003, President Bush signed the Healthy Forests Restoration Act (HFRA) into law. HFRA includes guidelines for the development of Community Wildfire Protection Plans (CWPPs) that identify communities at risk, prioritize hazardous fuels reduction projects, and address structural ignitability. Communities that have developed CWPPs will be more competitive for federal funds for fuels treatment, planning, education and utilization through the National Fire Plan and HFRA.

What will you find in this chapter?

- The importance of involving tribal members in a fire-planning process
- Definitions for Community Wildfire Protection Plans and Wildland Fire Prevention Plans.
- Framework for a Tribal Wildfire Plan

Who should use this chapter?

- Tribes that have an interest in developing and implementing a Tribal Wildfire Plan that is multi-objective and meets a range of fire protection and prevention goals.





COMMUNITY WILDFIRE PROTECTION PLANS

The Healthy Forests Restoration Act provides guidance for CWPPs, and lists three requirements for an at-risk community.


- 1) A plan is developed within the context of the collaborative agreements and the guidance established by the Wildland Fire Leadership Council and agreed to by the applicable local government, local fire department, and state agency responsible for forest management, in consultation with interested parties and the federal land management agencies managing land in the vicinity of the at-risk community.
- 2) It identifies and prioritizes areas for hazardous fuel reduction and recommends the types and methods of treatment on federal and non federal land that will protect one or more at-risk communities and essential infrastructure.
- 3) It recommends measures to reduce structural ignitability throughout the at-risk community.

Tribes are not required to develop a CWPP. Many tribes have wildfire prevention plans in place, and the BIA has adapted criteria for the development of prevention plans to meet the criteria of a CWPP.

However, engaging in a community fire-planning process can provide significant benefits for the tribe. Through the development of a tribal wildfire plan, tribes have the opportunity to involve citizens in reducing wildfire risk and build collaborative partnerships with neighboring landowners, fire districts, and local, state, and federal agencies. Tribes also have an opportunity, through the development of a plan that meets the requirements under the Healthy Forests Restoration Act, to engage in stronger partnerships with adjacent public land owners and jurisdictions on wildfire risk reduction and hazardous fuels reduction activities.

BIA WILDFIRE PREVENTION PLANS

The Bureau of Indian Affairs (BIA) works with tribes to develop Wildland Fire Prevention Plans (WFPPs). A number of federal authorities support wildland fire prevention and fire investigation, including the 2001 National Fire Plan (NFP) Ten-year Comprehensive Strategy and Federal Wildland Fire Policy. WFPPs are intended to enhance community fire protection and reduce the risk and consequences of wildland fire. Prevention plans address human-caused ignitions, the mitigation measures necessary to reduce human-caused ignitions, and wildfire risk. The BIA is also involved in the implementation of mitigation measures in a WFPP.



BIA WFPPs are a component of Fire Management Plans (FMPs), which are required, as of January 2001, to cover “every burnable acre of public land.”³⁹ FMPs include Fire Management Zones, which specify the extent to which fires should be suppressed, controlled, or permitted to burn naturally as well as associated cost, safety, and natural resources implications.⁴⁰ WFPPs address specific issues for each Fire Management Zone identified in an FMP, and WFPP requirements are listed in the BIA Wildland Fire Prevention Handbook. Fire Prevention Plans are intended to:

- 1) Demonstrate the need for actions to prevent wildland fire through education programs aimed at the general public and/or specific audiences;
- 2) Communicate the role of fire and fire responsibility to various stakeholders, including public and private landowners, homeowners, and users; and
- 3) Assess fire occurrence, hazards, and values in selected geographic landscapes and orient the WFPP about education, engineering, and enforcement to specified areas of risk identified through the assessment.⁴¹

HOW SIMILAR ARE WILDFIRE PREVENTION PLANS AND COMMUNITY WILDFIRE PROTECTION PLANS?

There are many parallels between the requirements for BIA Wildfire Prevention Plans and Community Wildfire Protection Plans. Tribes working on community fire issues have an opportunity to be multi-objective and meet the federal requirements for both types of plan through an integrated process. Both plans assess risk, hazard, and values and establish action items for the implementation of education, emergency management, and hazardous fuels reduction. Both planning processes also stress collaboration among federal, state, and tribal partners to address wildfire risk and mitigation. Community Wildfire Protection Plans and Wildfire Prevention Plans provide opportunities for involvement from all levels of tribal leadership and tribal members, property owners, and non traditional stakeholders, such as business and industry.

³⁹ BLM notice IB OF&A-2003-059

⁴⁰ Government Accounting Office, “Wildfire Management: Improved Planning Will Help Agencies Better Identify Fire-fighting Preparedness Needs,” March 2004

⁴¹ Forest Service Handbook, Ch. 10 – Wildfire Prevention Planning

FRAMEWORK FOR TRIBAL WILDFIRE PLANS

There are numerous planning requirements related to fire prevention, mitigation, and preparedness. Following is a framework for developing a tribal wildfire plan that integrates various federal requirements for fire plans and focuses on developing a collaborative and capacity-building approach to address wildfire risk. Specifically, this framework provides strategies for developing tribal wildfire plans and addresses the following programs:

- Healthy Forests Restoration Act (HFRA) Community Wildfire Protection Plans
- BIA Wildfire Prevention Plans
- National Fire Plan, A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment 10-Year Comprehensive Strategy, August 2001
- BLM Interim Guidance for Community Risk Assessment and Mitigation Plans
- *The wildfire element of the FEMA Pre-Disaster Mitigation Program*

HOW TO USE THE FRAMEWORK

- ☑ Use this framework as a guide to facilitate discussions about tribal wildfire planning processes. Some tribes may have already developed a Wildland Fire Prevention Plan or a Community Wildfire Protection Plan and addressed many of the tasks addressed below. Others may be just starting the process and may be interested in an integrated approach to planning and involving tribal members and other partners in the process.
- ☑ A tribe can use this framework to develop a fire plan that is as complex or as basic as is desired by the community. A completed fire plan can provide direction in the reduction of wildfire risk, as well as leveraging funding for fire protection and prevention efforts.
- ☑ The most important element of a fire plan may well be the rich discussion among tribal members and other partners. A fire plan can result in a strong understanding of tribal priorities, where work should be done, and how all partners and tribal members will work together to reduce wildfire risk.
- ☑ The steps illustrate broad objectives for the planning process. Specific tasks are described in the elements. Finally, the plan outline provides suggestions for organizing the content of the fire plan.

CHAPTER 6



TRIBAL FIRE PLANNING FRAMEWORK		
Step	Elements	Plan Outline
1. Form a Wildfire Planning Committee (WPC)	<ul style="list-style-type: none"> 1.1 Develop a core decision-making group with three primary decision makers: tribal government, fire chief, and state forestry (<i>HFRA requirement</i>) 1.2 Invite federal agencies, tribal organizations and tribal members to participate in the WPC 1.3 Establish roles and responsibilities for all partners 	Planning Process
2. Establish planning process	<ul style="list-style-type: none"> 2.1 Identify strategies for community involvement and collaboration with public and private partners 2.2 Develop timeline for WPC meetings 2.3 Develop a strategy and timeline for public outreach 2.4 Identify and describe the partners, committees, and collaborative process 2.5 Conduct meetings and talk with stakeholders 2.6 Develop system to monitor project, timeline, tasks, products, and budget 2.7 Identify relevant policies (Healthy Forests Restoration Act (HFRA), National Fire Plan (NFP), Federal Emergency Management Agency (FEMA), etc.) 2.8 Review existing studies and reports (planning, land use, emergency management, etc.) relevant to tribal wildfire issues 	Planning Process
3. Engage interested stakeholders in the process	<ul style="list-style-type: none"> 3.1 Identify key stakeholders from community groups, recreation organizations, youth, elders, tribal council, staff, local business, industry, and others 3.2 Form subcommittees to help with development/implementation of plan – invite stakeholders to be participants 	Planning Process
4. Identify goals and objectives of plan	<ul style="list-style-type: none"> 4.1 Develop fire plan goals and objectives with the WPC 4.2 Review existing natural resource plans to incorporate goals and objectives 4.3 Hold a public meeting to present goals and objectives to the public and to provide project information 	Executive Summary/ Introduction
5. Develop a profile of the tribe	<ul style="list-style-type: none"> 5.1 Discuss history and culture of the tribe and reservation, displacement and/or relocation, formation of reservation, historical land ownership and land management 5.2 Examine traditional use of fire and cultural activities 5.3 Describe environment and natural resources of the tribe and reservation 5.4 Identify growth trends over time: housing, population and enrollment, poverty and socioeconomic data 5.5 Describe transportation, land use 5.6 Historical wildfire and impacts (loss of life, property or resources to the tribe) 	Tribal Profile/ Introduction

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TRIBAL FIRE PLANNING FRAMEWORK		
Step	Elements	Plan Outline
6. Establish a base map of tribal lands	6.1 Determine planning area boundaries 6.2 Include a discussion of tribal lands, reservation area, ceded lands, etc. 6.3 Identify wildland-urban interface and all inhabited areas (e.g., communities) at risk to wildland fire 6.4 Identify culturally significant areas to protect 6.5 Identify critical human infrastructure (e.g., escape routes, water supply, power and communication lines)	Wildfire Risk Assessment
7. Conduct tribal risk assessment	7.1 Appoint team to conduct assessment 7.2 Conduct community meetings to gauge risk 7.3 Evaluate risk factors using best available data: <ul style="list-style-type: none"> o Fuel hazard (vegetation, slope, fire occurrence, fire conditions, seasonal weather patterns) o Fire risk (occurrence/ignition, lightning caused, human caused fire history) o Protection capability (infrastructure, road systems, hydrants, firefighters, ISO ratings) o Structural vulnerability (roof type, access, defensible space) o Values (economic, ecological, cultural, recreational) 7.4 Rate risk (high, medium, low) of each area; add to community base map 7.5 Identify and prioritize areas for fuels reduction on public and private land	Wildfire Risk Assessment
	Other BIA Wildland Fire Prevention Plan requirements: <ul style="list-style-type: none"> • Evaluate catastrophic fire potential for fire management zones (identified in the federal fire management plan): fire risk, hazard, fire protection capability, and values • Use Risk Assessment Mitigation Strategies (RAMS) to identify the highest priority areas for fuels and/or prevention work. The RAMS fuels analysis identifies potential fuels treatment strategies and projects. 	

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TRIBAL FIRE PLANNING FRAMEWORK		
Step	Elements	Plan Outline
8. Evaluate emergency management operations	8.1 Inventory fire-protection resources (e.g., staff and volunteers), equipment and infrastructure, training needs, mutual aid agreements service boundaries, revenue, and other resources 8.2 Evaluate fire district capabilities 8.3 Identify wildland suppression procedures, mutual aid agreements, etc. 8.4 Identify strategies to reduce structural ignitability – (<i>HFRA Requirement</i>) 8.5 Identify evacuation and emergency procedures and methods for public notification and communication. 8.6 Identify citizens with special needs (elders, disabled, low-income, minority, youth, etc.) 8.7 Determine issues related to accessibility, notification, evacuation routes and household preparedness 8.8 Develop additional recommendations, lead entity, and timeframe	Emergency Management
	Additional BIA Wildland Fire Prevention Plan requirements: <ul style="list-style-type: none"> • Emergency Management issues are addressed in “engineering” actions of the fire management plan • Standard operating procedures must be developed 	
9. Identify priorities for fuels reduction	9.1 Involve community members to identify priorities for reducing wildfire risk 9.2 Identify interest and opportunities for traditional uses of fire in managing fire risk	Fuels Reduction
10. Develop a Mitigation Action Plan	10.1 Identify and prioritize areas for hazardous fuels reduction and methods to be used –(<i>HFRA</i>) <ul style="list-style-type: none"> ○ Identify sites for fuels reduction, acres of public and private land that should be treated and potential funding sources ○ Identify partners to involve in projects ○ Identify alternative methods for treatment ○ Identify strategies to monitor fuels projects ○ Additional recommendations, lead entity, time frame 	Action Plan
	10.2 Biomass utilization and economic development <ul style="list-style-type: none"> ○ Identify alternatives for biomass utilization ○ Identify opportunities for economic development ○ Identify funding sources and technical assistance ○ Recommended actions, lead entity, and time frame ○ Strategies for monitoring 	

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TRIBAL FIRE PLANNING FRAMEWORK		
Step	Elements	Plan Outline
10. Develop a Mitigation Action Plan <i>(continued)</i>	<p>10.3 Education and community outreach</p> <ul style="list-style-type: none"> ○ Identify population/audience to be targeted ○ Identify existing resources ○ Develop a strategy for education and outreach ○ Recommended actions, lead entity, and time frame ○ Potential funding sources ○ Strategies for monitoring 	Action Plan
	<p>Additional BIA Wildland Fire Prevention Plan requirements:</p> <p>General actions at planning unit level:</p> <ul style="list-style-type: none"> • Education, engineering, law enforcement • Specific actions at compartment level: patrols, sign programs, enforcement, hazards, public contact, inspections • Administrative tasks with each action • Include budget for each activity to determine cost-effectiveness of plan and actions. Planned prevention activities should be most cost-efficient. 	
11. Prepare monitoring and evaluation procedures	<p>11.1 Develop strategies and timeline to implement, monitor, and evaluate the fire plan</p> <p>11.2 Provide continued public involvement throughout the implementation of activities</p> <p>11.3 Ensure ongoing interagency collaboration through cooperative agreements and public/private partnerships</p> <p>11.4 Identify sources of funding for plan implementation</p> <p>11.5 Revise and update with information and needs</p>	Monitoring and Evaluation
	<p>BIA Wildland Fire Prevention Plan requirements:</p> <p>None specified. Normal review process:</p> <ul style="list-style-type: none"> • “Program and Readiness Reviews”: periodic visits at the agency level that assess the fire management plan and capability of tribe/agency to carry out the plan • FMPA/FPA review: conducted to see if fire prevention and preparedness budgets are used effectively; every 5 years 	
12. Complete the Community Fire Plan	<p>12.1 Develop plan appendices (public meeting summaries, acronyms, bibliography, grants, resources, maps, etc.)</p> <p>12.2 Coordinate public meetings for tribal members and partners to comment on the plan and identify priorities</p> <p>12.3 Submit plan to Tribal Council for adoption</p> <p>12.4 Coordinate a signing ceremony with the Tribal Council and all partners</p> <p>12.5 Celebrate adoption of the plan!</p>	Final Plan; signature page

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FIREWISE COMMUNITY - FOND DU LAC BAND OF LAKE SUPERIOR CHIPPEWA

Subject areas: hazardous fuels reduction, community fire planning, Firewise

Tribe: Fond du Lac Band of Lake Superior Chippewa

Region: Midwest (Minnesota)

Why did Fond du Lac become a Firewise community?

The Fond du Lac Reservation is home to almost 3,500 members of the Fond du Lac Band. Over the years, the number of residents living in the wildland-urban interface (WUI) has increased and forest conditions have worsened in some areas of the reservation, increasing the community's risk to catastrophic wildfire. Recognizing the threat wildfire presented to the reservation, the Fond du Lac forestry office has taken steps to protect the people and resources on the reservation. Large-scale fuels reduction projects have been underway for over 14 years and the use of fire for traditional management and fuels reduction has been implemented. To complement existing fuels reduction projects and initiate an effective community fire prevention outreach and education campaign, the tribe decided to pursue the Firewise program. The tribe earned official Firewise recognition in December 2003. The Fond du Lac Reservation was the first reservation in the United States to receive recognition.

What is a "Firewise" Community?

Firewise Communities/USA is a project of the National Wildfire Coordinating Group's Wildland/Urban Interface Working Team. Firewise provides citizens with the knowledge necessary to maintain an acceptable level of fire readiness, while ensuring firefighters can use equipment more efficiently during a wildland fire emergency. The program draws on a community's spirit, resolve, and willingness to take responsibility for ignition potential. To become a Firewise community, communities must meet several standards:

- Enlist a WUI specialist to complete a community assessment and create a plan that identifies agreed-upon achievable solutions to be implemented by the community.
- Sponsor a local Firewise Task Force Committee, Commission or Department that maintains the Firewise Community/USA program and tracks progress.
- Observe a Firewise Communities/USA Day each spring dedicated to a local Firewise project and invest a minimum of \$2 per capita annually in local Firewise projects.
- Submit an annual report to Firewise Communities/USA that documents continuing compliance with the program.



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Who was involved in the Firewise recognition process?

The Fond du Lac Firewise Program received crucial support from the Fond du Lac Band of Lake Superior Chippewa, Bureau of Indian Affairs National and Regional Fire Prevention Programs, Minnesota Department of Natural Resources Firewise Program, and Student Conservation Association Fire Education Corps, among others. Together, these groups worked towards Firewise recognition.

Major funding sources:

The tribe is not directly funded for Firewise projects; funding comes from a variety of sources to complete Firewise activities. Some program funding comes from the BIA National Interagency Fire Center program, which funds the Student Conservation Association (SCA) crew to conduct geographic information system analyses, fire-risk assessments, and community outreach. Funding from the fuels program (which draws from BIA and tribal general funds) also supplements activities.

What were some challenges to receiving recognition and how did the tribe overcome them?

- As a reservation with 100,000 acres, 3,500 residents, and 400-500 homes, there are limited resources to fulfill all of the requirements for recognition. To make this a manageable project, the Fond du Lac worked district-by-district to become a Firewise reservation. Starting small and gaining support from community members was essential.
- Reaching out to the community was difficult; but once we started to share information with the community and agencies, the community and tribal government grew to support the project.
- As a community-driven project, energy has ebbed with time; it is important to hold frequent events at schools and community gatherings to maintain community awareness of the project.





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What kinds of activities have been successful under the Firewise program?

An exciting aspect of the Firewise program has been the ability to conduct treatments in areas where new homes are built. In partnership with the tribal government and housing authority, the Fond du Lac have been able to pre-treat these areas of high fire danger. When the Forestry Office conducted 480 home evaluations to assess community fire risk, about 76 percent of homes were rated as having high fire risk. During the home evaluations, the Fond du Lac shared the Firewise message of defensible space with homeowners.

As part of the Firewise program, the Fond du Lac has also held an annual Fire Prevention Day. This event attracts community members and includes participation from various area fire and prevention services and features educational outreach tables and fire prevention posters from area elementary schools.

Recommendations for other tribes looking to pursue Firewise recognition:

- Draw on local resources such as schools, teachers, ecologists, forestry staff, or the Student Conservation Association (SCA) (<http://www.thesca.org>), among others.
- Achieving Firewise recognition is a realistic goal and, with the right energy behind it, communities may be motivated to help protect lives, property, and precious resources.
- Keep it small; smaller geographic areas are easier to manage. Once a community has gained a thorough understanding at a small scale, plans can be made to move on to incorporate broader areas.
- Full support from the Tribal Council and the community has helped with our success. Also, we've been doing fuels projects for over ten years, which has helped prepare the community for a program like Firewise.

Contact:

Vern Northrup, Forestry Technician
U.S. Dept. of the Interior, Bureau of Indian Affairs
1720 Big Lake Road, Cloquet, MN 55720
(218) 878-8014
vernnorthrup@fdlrez.com
Visit the Firewise web site at: www.firewise.org

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STUDENT CONSERVATION ASSOCIATION

The Student Conservation Association (SCA) is a leader in national resource conservation, providing service opportunities, outdoor skills and leadership training to thousands of young women and men each year. In all 50 states, students join together through SCA to care for national parks and forests, historic and cultural resources, and urban green spaces—the benefits of which extend far beyond our environment.

- SCA participants practice leadership and teamwork, rise to new challenges, and gain valuable experience.
- Resource management partners achieve more of their critical conservation goals.
- Hikers, campers and other visitors enjoy a richer wilderness experience.

SCA's mission is to build the next generation of conservation leaders and inspire lifelong stewardship of our environment and communities by engaging young people in hands-on service to the land.

SCA AND WILDFIRE

SCA partners with numerous federal resource management partners, including the Bureau of Indian Affairs, Bureau of Land Management, and the Forest Service to address wildfire related projects. SCA also works with tribes on fire prevention and fire monitoring programs.

Wildland Fire Program

Phone: 208-424-6734

Web: <http://www.thesca.org/>



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CHAPTER 7

Economic Development through Fire Management



*Prescribed Burn in Hogs Heaven, West of Elmo
-Photo Provided by Tribal Forestry
Confederated Salish and Kootenai Tribes*

ECONOMIC DEVELOPMENT THROUGH FIRE MANAGEMENT

Local jurisdictions and tribes across the United States are interested in pursuing economic development opportunities that will stimulate or sustain economic vitality through business development and job diversification. Tribes, many of which are rural⁴² and whose economies are, in part, dependent on natural resources, seek viable forms of economic development that will utilize existing resources and provide opportunities for economic diversification. Although some tribes have successful economic development programs associated with sustainable natural resource development, others continue to struggle with high unemployment and poverty rates.



⁴² The U.S. Census 2000 defines "rural" by population density. Areas can be considered "rural" if they have a population less than 2,500 persons and are located outside an urban area exceeding 1,000 persons per square mile.



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HOW CAN WILDLAND FIRE MANAGEMENT LEAD TO ECONOMIC DEVELOPMENT?

Wildland fire management can provide tribes with economic opportunities such as wildland firefighting, hazardous fuels reduction, and restoration and rehabilitation projects. Pursuing economic development through wildland fire management provides communities with several benefits including, but not limited to:

- Job growth and economic diversification;
- Improved species composition of tribal forests;
- Reduced risk from insects and disease/wildfire;
- Improved wildlife habitat;
- Protection and improvement of watershed health; and
- Restoration of economic vitality to many forest-dependent communities.

WHAT ARE THE ECONOMIC OPPORTUNITIES AND CHALLENGES?

WILDLAND FIREFIGHTING

The BIA officially began organizing wildland firefighting crews in the 1960s. Today, the BIA sponsors 175 to 200 Type 2 crews, camp crews, and several hotshot crews. According to the BIA Blue Book, nearly 50 percent of all Type 2 crews are Native American crews. Indian firefighting crews such as the Northern Rocky Indian Firefighters and the Southwest Indian Firefighters form the backbone of the labor pool on larger fires. Other Indian crews draw from tribes in North and South Dakota, Oklahoma, Alaska Native villages, and the Northwest.

On many Indian reservations, wildland firefighting provides a major source of income for tribal members. Average income varies among firefighters depending on work status (part-time, full-time, seasonal), but crew members can earn up to \$10,000 for a summer's worth of work during an active fire season. During the landmark fire season of 2000, crews from the Blackfeet Indian Reservation of Montana brought home an estimated \$6.1 million in wages.

What will you find in this chapter?

- Benefits and challenges of economic development opportunities through fire management
- Stewardship contracting authorities
- Case studies
 - Zuni Furniture Enterprises—Small-scale Biomass Energy
 - Nez Perce Carbon Sequestration Projects
 - Indigenous Community Enterprises—Hogan Project
 - Warm Springs' Large-scale Biomass Energy Project and Coordinated Resource Offering Protocol
 - Colville Biomass Assessment Project

Who should use this chapter?

- Those interested in learning more about economic development opportunities through wildland fire management; and
- Tribes interested in real-world examples of successful, economic development projects through wildland fire management.



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OPPORTUNITIES

Although tribal members can act as certified independent operators of fire equipment, most Indian firefighters make money as part of front-line crews, backup staff, or supervisors. The BIA typically employs Hotshot crews, Type 2 crews, and Camp crews. Type 2 crews usually consist of agency personnel, contract crews, or emergency firefighters. These crews are formed into 20-person firefighting crews for fireline duties or 10-person camp crews for fire-camp support. Some areas of specialization that present employment opportunities in wildland firefighting include:

- **Engine crews.** A 3-5-person crew that carries out the first steps in firefighting including engine operation, emergency response, construction of fire lines, and use of water and chemical retardants to fight fires.
- **Handcrews.** A 20-person crew that works in all phases of firefighting, including the construction of fire lines and burn-out and post-fire mop-up activities.
- **Hotshot crews.** A 20-person experienced crew that responds to intense, remote, and dangerous incidents for extended periods of time.
- **Smokejumpers.** Trained firefighters who parachute to hard-to-reach fire areas.
- **Helitack crews.** A 3-5 person crew that works with helicopters for fire suppression. This crew often responds first to wildland fire and transports supplies and people.
- **Incident/fire managers.** Trained firefighters who develop and direct strategies to suppress wildfires, control prescribed burns, and provide organizational support for wildland firefighters.

CHALLENGES

Wildland firefighting presents tribal members with a profitable, unique employment opportunity. However, there are several issues that individual tribal members and tribes, as a whole, face when pursuing wildland firefighting as a viable economic development strategy. Some of the challenges include:

- **Seasonality of work.** Most wildland firefighting positions are seasonal—during the summer months of fire season. For some tribal members, such as students, this provides an excellent opportunity to make money during summer vacation. However, for other tribal members, the short season leaves some looking for other work once the season is over. (It should be noted that others prefer the seasonal work and voluntarily take the rest of the year off.) The lack of full-time, year-round job opportunities for wildland firefighters inspires many to leave the reservation for better job prospects. Such an exodus of trained and experienced

Chief Mountain Hotshot Crew

The Chief Mountain Hotshots are an Indian elite firefighting crew based out of the Blackfeet Indian Reservation in Browning, Montana. Before receiving Type I Hotshot status in 1990, the crew completed two years of trial service.

The Chief Mountain Hotshots are known as the “Warriors of the Forest” and are well known throughout the United States and Canada. In 1999 the crew received the National Safety Award for zero time lost accidents and zero –reportable vehicle accidents. The Chief Mountain Hotshots are the only certified Native American Hotshot crew in Region I and are proud to be considered one of the best hotshot crews in the nation.

The Chief Mountain Hotshots are a highly trained, self-sufficient hotshot crew, working in wildland firefighting. The Hotshot crew works 15 to 20 large-fire incidents and travels 20,000 to 30,000 miles a year. When the crew is not responding to fire incidents, they assist the Blackfeet Nation with community service.



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wildland firefighters is a significant loss to the reservation. Also, the seasonal nature of the work and the unpredictable severity of fire seasons cause employment opportunities to fluctuate (calling for more employees during severe fire seasons).

- **Diversifying workloads.** To provide wildland firefighters with more full-time, year-round work, tribes would like to diversify the workloads of crews to include pre-suppression and restoration activities, such as hazardous fuels reduction and forest-maintenance projects. Administrative rules limit the number of hours or days some temporary firefighters can work in a given year. Real opportunities exist to engage these crews in hazardous fuel treatments as contract crews. The challenge to operate as contract crews presents new and unique challenges to suppression crews used to operating under emergency hire authorities as hourly employees. Other opportunities are available for crews that upgrade their status from standard Type 2 crews to Type 2 Initial Attack. This higher standard bumps their priority status for dispatch, thus improving their chances for more dispatches per season.

HAZARDOUS FUELS REDUCTION

Hazardous fuels reduction is an integral component of reducing the severity and extent of wildland fire, improving ecosystem health, and protecting communities from wildfire. Fuels reduction involves the removal of fine fuels (leaves, brush, etc.) and/or small-diameter trees from forest and rangeland to reduce ladder fuels that fuel wildfires. Forest Service researchers have estimated that as many as 190 million acres of forest could benefit from some form of hazardous fuels reduction.

The primary methods of fuels reduction are prescribed burning and thinning operations. In most cases, these methods are used in combination due to the fuel-laden condition of public and private forestland—stands must first be thinned to avoid uncontrollable fires before fire is applied to the landscape.

In recent years, federal legislation has emphasized finding alternative uses for the small-diameter wood and forest debris that is often piled and burned or chipped and dispersed on-site after fuel reduction projects or pre-commercial thinning operations. Alternative uses may include: biomass energy generation, roundwood-building materials, particleboard, ethanol, composting, and furniture.

The crew helps in spring clean-up, assists local community members with burn permits, and obtains firewood for the elderly for subsistence use and spiritual needs. The Chief Mountain Hotshots are also trained to support the community in times of emergency. The crew also works with the BIA and the Blackfeet Tribe on fuel- and fire-management issues.

**For more information,
go to:**

http://www.blackfeetnation.com/Home%20Page/chief_mountain_hotshots.htm

OPPORTUNITIES

Hazardous fuels reduction activities present several economic development opportunities for tribes through contracting and small-business development. Tribes can develop enterprises to pursue federal forest-restoration contracts on and off reservation and develop industries/businesses that utilize or process woody biomass (including small-diameter trees). The potential areas of contracting/business development include:

- **Fuels reduction crews.** Tribal or independent Indian businesses may bid on on- and off-reservation contracts for hazardous fuels reduction projects. The Tribal Forest Protection Act (see chapter 3: Tribal and Federal Policy) gives tribal contractors preference on projects on National Forest and BLM lands adjacent to tribal trust lands.
- **Biomass utilization.** There are several identified uses for biomass. Communities have pursued small- and large-scale biomass energy generation facilities (e.g., fuels-to-schools programs); individuals have pursued entrepreneurial activities, such as post-and-pole operations, composting, and building rustic furniture.

CHALLENGES

Although hazardous fuels reduction activities present several economic development opportunities, tribes face a number of challenges in pursuing such activities. Some of the major challenges include:

- **Consistent federal funding.** Federal funding for fuels treatments have remained constant or increased annually in recent years (however, this does not mean that all tribes receive adequate funding to meet their hazardous fuels reduction goals). However, for activities related to hazardous fuels reduction, such as biomass and small-diameter wood utilization, federal funding has fluctuated, making it difficult for tribes to dedicate their time and energy for long-term projects.
- **Seasonality of work.** Similar to wildland firefighting, hazardous fuels treatment projects most often provide seasonal employment opportunities. Crews are often hired on a need basis, increasing the uncertainty of consistent work.
- **Business/workforce development.** Starting and maintaining a business takes experience, leadership, business skills, and a lot of work. Although some tribes have small-business development programs, many tribes do not have access to training for labor, contractor, and managerial positions. Increasing tribal capacity to initiate, maintain, and sustain businesses is key to enhancing economic activity.
- **Constraints for biomass utilization.** Hazardous fuels reduction activities and pre-commercial thinning operations produce considerable amounts of biomass that is often piled and burned or chipped on site. Recent efforts to find alternative uses for biomass have been successful, but tribes (and other communities) face several challenges in pursuing biomass utilization projects, including:
 - *Transportation costs.* In most cases, it is not cost efficient to haul small-diameter material over 50 miles. To reduce transportation costs,

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processing facilities (to sort, bundle, and chip) should be located on site or within a reasonable distance. Some tribes have pursued innovative on-site processing facilities to maximize each truckload that leaves the work site. (See Colville case study at the end of this chapter.)

- *Consistent supply.* Before tribes invest in infrastructure to process biomass, there must be evidence of a consistent supply of small-diameter wood and other forest material over time (e.g., ten years). This consistency not only allows tribes to move forward to develop strategic business plans, it also assures outside investors of the viability of the project. Having a guaranteed supply allows tribes to secure debt service for large-scale projects such as biomass energy generation facilities. Mixing tribal biomass with biomass from neighboring federal lands could provide the stable supply needed to keep the industry stable. (See Warms Springs case study at end of this chapter.)
- *Financing.* All projects cost money. Tribes need adequate funding to invest in the infrastructure to complete and maintain projects over the long term. Although much of this funding may come from tribal government and federal sources, tribes may also pursue funding from outside sources, such as foundations.
- *Capacity of use.* Although several studies show the variety of potential uses for biomass, it may be unrealistic for tribes to pursue activities that simply exceed their capacity, such as a large-scale biomass energy-generation facility.

RESTORATION AND REHABILITATION

Restoration and rehabilitation activities may overlap with hazardous fuels reduction projects, encompassing pre-suppression and post-fire activities. These activities are an important component of wildland fire management because they aim to restore and improve ecosystem health, reducing overall fire risk.

Restoration and rehabilitation activities benefit tribes through the provision of immediate contracting and employment opportunities and through the provision of essential ecosystem services that contribute to the quality of life of a community, inclusive of environmental, cultural, spiritual, and economic health.

OPPORTUNITIES

- **Burned area rehabilitation.** Tribes have the opportunity to be involved in burned area (emergency) rehabilitation (BAER) projects following a fire. Rehabilitation focuses on the lands unlikely to recover naturally from wildland fire damage. Rehabilitation efforts may continue over several years, providing opportunities for various types of employment (monitoring, tree planting, noxious weed removal, soil stabilization, stream mitigation, protection of

Stewardship Contracting: Quick Facts

What is different about stewardship contracting?

Stewardship contracting allows timber-sale or service contracts to be used in new ways to meet ecological objectives and address community needs.

Who can enter into stewardship contracts? For-profit (private businesses) and non profit organizations.

How long can stewardship contracts last? Stewardship contracts can last up to ten years.

Does stewardship contracting exempt the Forest Service or BLM from any environmental laws? No. Stewardship contracts are subject to all applicable environmental laws and regulations.

Stewardship contracting authorities allow the federal agencies to retain any excess revenue generated from stewardship contracting projects. This revenue is retained at the local level and provides a new source of funding without going through the federal appropriations process. (Section 347, P.L. 105-277)

For more information:

- Pinchot Institute, <http://www.pinchot.org/>
- The Watershed Center, <http://www.thewatershedcenter.org/>
- Red Lodge Clearinghouse, <http://www.redlodgeclearinghouse.org>



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cultural sites, etc.).

- **Non timber forest products.** Restoration and rehabilitation efforts aim to improve overall ecosystem health. To this end, such activities foster the cultivation of non timber forest products (NTFPs) that are of cultural, spiritual, and potentially economic benefit to tribal members. Creating a healthier forest and rangeland environment may improve wildlife habitat and the production of NTFPs such as herbs, berries, nuts, fungi, and lichen. Tribes may capitalize on the expansion of the floral, naturopathic, and health food industries to pursue economic ventures in the NTFP industry.
- **Ecosystem services.** Ecosystem services are the processes by which the environment produces resources that are often taken for granted, such as clean water, timber, fisheries habitat, and pollination of native plants. Tribes benefit culturally, spiritually, and economically from protecting ecosystem services. At the most basic level, a healthy ecosystem attracts wildlife, produces NTFPs, and provides scenic beauty—all of which pose economic opportunities. Some of the ecosystem services that forests provide include: food, timber, fresh water, fuelwood, flood regulation, disease regulation, carbon sequestration, local climate regulation, medicines, recreation, and aesthetic and spiritual values (MEA 2005).
 - *Carbon sequestration.* The emergence of the carbon-trading market has opened doors for various carbon-offset projects such as carbon sequestration. In essence, trees absorb carbon dioxide and sequester carbon. Companies and governments that are trying to meet emissions standards may seek to purchase “carbon credits” from sources that sequester carbon in order to meet standards now or in the future. (See Nez Perce case study at end of chapter.)

The main options for increasing carbon sequestration on tribal forestlands include: increasing productivity on existing forestland; increasing rotation ages; increasing the areas of forestland being managed; converting open land into forest (afforestation); protecting sensitive areas; increasing the efficiency of wood use; increasing the use of biomass fuels; and avoiding the loss of forestland and devastating wildfires (IFMAT-II 2001).

CHALLENGES

Tribes face many challenges when pursuing economic development through natural resource restoration and rehabilitation projects. The three primary challenges are:

- **Financing.** Having adequate financing to pursue and maintain rehabilitation projects is a challenge. Limited funding and competing projects often stymie projects that may deal with cultural plant restoration or invasive species removal.
- **Developing markets.** The carbon-credit market is developing,

The Maidu Stewardship Project (MSP)

Subject areas: stewardship contracting, traditional ecological knowledge, community development

Location: Plumas and Lassen National Forests, Greenville, CA

Who’s involved?

Maidu Cultural and Development Center, United Maidu Nation, US Forest Service, Maidu Elders Council, Roundhouse Council, Indian American Legion, Forest Community Research, Greenville Rancheria, Plumas County Indians Inc., Indian Head Logging, Inc.

What’s the purpose?

The MSP was one of 28 pilot projects authorized by the FY 1999 Omnibus Appropriations Act. The MSP applies traditional Mountain Maidu forest-management techniques to national forestland management as a means to restore the ecosystem, protect culturally significant sites, and reconnect Maidu and non-Maidu communities to the land. The primary goals of the group are to return the land to its pre-European state using Indian land-management tools and demonstrate how traditional land-management techniques can optimize forest health while providing local jobs.



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but its true economic benefit for tribes remains to be seen. However, tribes with significant timber resources may be in a good position to pursue carbon-offset projects. Also, tribes with significant agricultural land that was once forested may be successful in acquiring financing for afforestation carbon-offset projects. (See Nez Perce case study at end of chapter.)

- **Travel Distance.** Restoration projects are limited by cost constraints. Tribes may face decreasing efficiencies as projects increase in distance from their home base. The cost of rooms and per diem may actually make projects unfeasible.

WHAT IS STEWARDSHIP CONTRACTING?

Stewardship contracting is a set of federal authorities that seeks to promote a closer working relationship with local communities in a broad range of activities to improve land conditions consistent with a community's ecological, social, and economic objectives (Pinchot Institute). Stewardship contracting emerged in the 1980s as a viable land-management technique for several public agencies. In response to declining agency budgets, office downsizing, reduced personnel, and public demands for broader utilization of federal forest and rangeland, the Forest Service turned to land-stewardship contracting as a means to maintain ecosystem health while providing additional employment and ownership opportunities for local rural communities (Pinchot Institute).

In February 2003, Congress passed legislation that provided expanded authority to the Forest Service and initial authority to the Bureau of Land Management (BLM) to use stewardship contracting as a means to achieve restoration and land-management goals. Key components of stewardship contracting include collaboration, multi-task work, end-results-oriented activities focused on ecological restoration and maintenance, the creation of high-quality employment opportunities, and multiparty monitoring.

TWO KEY COMPONENTS OF STEWARDSHIP CONTRACTING ARE:

- 1) *Exchanging "goods" for "services."* The opportunity to exchange goods for services allows contractors (including tribes) to minimize cash flow by generating working capital from the sale of marketable products (timber stumpage) and using those proceeds to cover the cost of services (e.g., thinning, slash abatement, stream rehabilitation, etc.).
- 2) *Awarding contracts on a "best-value" basis.* Awarding contracts on a best-value basis can be especially advantageous for tribes who initiate projects on Forest Service and BLM lands under the Tribal Forest Protection Act. This Act allows tribes to recommend criteria (e.g., culturally significant knowledge) for evaluating how the contract should be awarded (see Chapter 3: Tribal and Federal Policy for more information).

Lessons learned

The MSP provided challenging and rewarding experiences for both the Forest Service and Maidu tribal community. The convergence of two worldviews created challenges through the planning, monitoring, and implementation phases of the project. Nonetheless, the Maidu have established themselves as powerful partners in land management through the improvement of the ecological health of the land and the involvement of the local community in cultural and ecological revitalization. The MSP may set a precedent for other tribes to enter into stewardship contracts with federal agencies as a means to apply traditional land-management techniques to the landscape while promoting both cultural and economic development.

Where can I get more information?

Red Lodge Clearinghouse,
<http://www.redlodgeclearinghouse.org/stories/maidustewardship.html>

Lorena Gorbet, Coordinator

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This advantage and the opportunity for sole-source contracts would allow tribes to work on neighboring federal lands that could be scheduled to complement fire-suppression and rehabilitation activities.

TRIBAL ECONOMIC DEVELOPMENT

Nearly every community is interested in creating more employment opportunities for community members and diversifying its economic base. Tribes, many of which lack economic opportunity, also want to provide tribal members with opportunities for employment through native and non native owned business development. Depending on a tribe's government structure and overall economic development purpose, there are several types of development a tribe may choose to pursue.

COMMON TYPES OF TRIBAL ECONOMIC DEVELOPMENT⁴³

All tribes are different, but, due to similar political and economic structures and their unique legal status, there are common types of economic development that most tribes engage in to develop reservation economies (highlighted below). Two important factors in choosing a type of economic development are the employment needs of the reservation population and the availability of financial resources.

- **Grant-based Economic Development.** Relies on funding sources from federal and state government programs to develop economic enterprises or provide needed development and administrative capital to create employment on the reservation.
- **Nonprofit-based Economic Development.** Like grant-based economic development, but nonprofit status qualifies the tribe for additional funding sources for reservation-based economic development and administrative opportunities.
- **Entrepreneur-based Economic Development.** Centers on small business development by individuals on the reservation. The grant- and nonprofit-based developments often help individual entrepreneurs as well.
- **Tribal Corporate Economic Development.** Occurs when the tribe is the only entity with any significant amount of development capital. The tribal corporation can take several forms including:
 - 1) **Single-purpose Entity:** Formed to run a particular type of business with no ability or incentive to move beyond that single goal;
 - 2) **General-purpose Entity:** Engaged in multiple types of business development and may expand into several business niches;
 - 3) **Financial Entity:** Engaged in passive investment opportunities that don't require significant human capital resources to implement; and
 - 4) **Government Contracting Entity:** Involves the leveraging of tribal government status to create financial and job opportunities through various government contracts.

What is Economic Development?

Economic development is the process in which local governments engage to stimulate or maintain business activity and/or employment. The goal of economic development is to stimulate local employment opportunities in sectors that improve the community using existing human, natural, and institutional resources (Blakely and Bradshaw 2002).

Cornell and Kalt (1992) discuss three key ingredients of economic development that may limit or enhance tribes' ability to accomplish development goals: opportunities, assets, and development strategy.

Opportunities. The opportunities that arise from the political, economic, and geographical setting of the tribe. Critical factors to accomplish development goals include:

- *Political sovereignty:* the extent to which a tribe has genuine control over reservation decision making. (e.g., What is our political structure and how does it affect business decisions?)

⁴³ This section draws from Shawn Bordeaux, "Tribal Economic Development—A 'Total Approach.'" Bordeaux is vice president of operations and marketing at Ho-Chunk, Inc., a Winnebago enterprise. <http://www.occ.treas.gov/cdd/Bordeaux.pdf> (September 12, 2005).

CHAPTER 7

CASE STUDIES

Zuni Furniture Enterprises

Subject area: Small-scale biomass energy, smallwood utilization, biomass utilization

Tribe: Zuni Pueblo

Region: Southwest (New Mexico)

Zuni Furniture Enterprises (ZFE) is a native-owned business located at Zuni Pueblo in northwest New Mexico. ZFE has been contributing to the local economy since the early 1990s, specializing in hand-painted custom furniture in traditional Zuni color schemes and designs. The organization's motto, "where tradition meets quality," is evident in each brightly painted, carefully crafted piece.

How is small-diameter wood used at ZFE?

ZFE uses locally harvested wood from tree-thinning projects to craft hand-carved furniture. Plans to expand the use of small-diameter material for posts and poles are on hold until the local processing facility upgrades to the appropriate lathe and ZFE secures a needed grant.

How is biomass used at ZFE?

ZFE also uses wood scraps from furniture making and wood chips from tree-thinning projects to power a heating unit, the BioMax 15, which transforms dry wood chips and other organic waste into useful heat and electricity. ZFE acquired the machine in October 2003 and is one of eight pilot sites around the United States helping with research and development.

The BioMax project is the product of a partnership between Community Power Corporation (CPC), a Colorado-based company that designed the BioMax to offer to small businesses, school, and homeowners as a cheaper and environmentally friendlier energy source; the U.S. Department of Agriculture's Forest Products Laboratory; and the U.S. Department of Energy's National Renewable Energy Laboratory.

At ZFE, parts of the machine are currently being upgraded and reconditioned at the production facility in Colorado. With new equipment, ZFE should be able to double or triple production and move toward a more regular product line.

What is Economic Development, cont.

- *Market opportunity:* unique economic niches or opportunities in local, regional, or national markets. (e.g., What unique niche do we have in the market around the reservation and across the country?)
- *Access to financial capital:* the tribes' ability to obtain investment dollars from private, governmental, or philanthropic sources. (e.g., Do we have adequate investment capital to pursue such an enterprise; if not, how will we access the financial capital?)
- *Distance from markets:* the distance tribes are from markets for their products. (e.g. What market can we tap into that is within reasonable distance from our community?)

Assets. An inventory of a tribe's characteristics and resources that are tribally controlled and can be used in the development process. Critical factors to consider to accomplish development goals include:



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What are the major funding sources for the project(s)?

ZFE was founded in 1991 through a small economic development grant through the USDA Forest Service. ZFE acquired the BioMax 15 through participation in the USDA Forest Service National Small-scale Wood Energy Demonstration Program. Zuni BIA Forestry also contributed funds to cover construction costs for the BioMax 15 in the existing ZFE facility. ZFE has also partnered with Zuni Pueblo to identify value-added uses for small-diameter timber, utilizing USDA Economic Action Program funds.

What is the economic impact of the BioMax 15 at ZFE?

The BioMax 15 has not taken ZFE off the grid entirely, but it does provide about half of the operation's electricity and heating. In the winter months, the machine helps ZFE maintain a steady level of production, by providing adequate heat for curing of adhesives and sealants. Without the machine, ZFE would lose about 40 percent productivity. The ability to keep up production provides consistent jobs for Zuni employees and allows ZFE to meet production demands. As a cash-flow business, the cost savings from an alternative heat source allows ZFE to invest money in other aspects of the business.

Lessons learned and recommendations to other tribes:

- BioMax 15 has been a positive experience. Community Power Corporation has been very responsive with equipment and training and made improvements to make the machine more user friendly.
- The Biomax 15 can be very helpful in some communities, because the material is close at hand. Although ZFE runs the machine for only part of the day, it can be used for 24 hours.
- It is important to have sufficient chips and proper storage for them in a dry environment. Chips should be clean and a consistent size.
- The BioMax provides rural communities with one way to produce electricity and support home, school, and other public facilities in rural areas. The unit produces the heat that is needed, reduces overall fuel costs, and eventually pays for itself.
- With so many tribes located in rural areas, the BioMax provides a more affordable alternative energy source for tribal members.

Other BioMax facts:

- Wood consumption: 3 lbs/kWh
- Daily load: 8 to 12 kW, 60 to 80 kWh
- Maintenance: 30 minutes per week
- Advantage: Disposes of on-site wood wastes and reduces costs of electricity and propane for heat

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What is Economic Development, cont.

- *Natural resources:* minerals, water, timber, fish, wildlife, scenery, recreational use, fertile land, etc. (e.g., Do we have an adequate supply of marketable timber and access roads to reach the market?)
- *Human capital:* the skills, knowledge, and business and management expertise of the labor force. (e.g., Do we have the talent on the reservation to lead this business to success; if not, how can we develop those skills on or off of the reservation?)
- *Institutions of governance:* the laws and organization of tribal government, from constitutions, to legal or business codes, to the tribal bureaucracy. (e.g., How will the established tribal laws and regulations affect our ability to do business on and off the reservation?)
- *Culture:* conceptions of normal and proper ways of doing things and relating to other people and the behavior that embodies those



CHAPTER 7

INDIGENOUS COMMUNITY ENTERPRISES – HOGAN PROJECT

Subject areas: Small-diameter wood utilization, community capacity building

Tribe: Navajo Nation

Region: Southwest (Arizona)

What is the organization?

Indigenous Community Enterprises (ICE) is a tribal-owned organization founded to work with tribes in northern Arizona to identify new economic development opportunities using small-diameter wood from restoration projects. The mission of ICE is to work directly with indigenous communities to identify and develop community and economic opportunities that respect and incorporate traditional culture, foster responsible stewardship of the land, maintain and enhance the well-being and self-reliance of communities, and support and protect the dignity and responsibility of individuals.

What is the project?

The Hogan project emerged out of a desire to reduce community fire risk, improve forest health, and provide the Navajo community with additional economic and cultural development opportunities through the utilization of small-diameter wood (forest thinnings) from the Coconino National Forest. The Hogan project has consisted of several phases, including: the design and construction of a roundwood manufacturing facility in Cameron, Arizona; the design and construction of traditional Hogan-style homes for Navajo Nation members; and extensive community outreach and capacity building to develop the business and generate community support and involvement in the project.

ICE initiated the Hogan project in 1999, consulting with tribal elders and recruiting diverse partners such as the National Park Service, U.S. Forest Service, Northern Arizona University School of Forestry, and Arizona State University School of Architecture. To date, ICE has completed the construction of the roundwood-manufacturing plant, SouthWest Tradition Log Homes, and has built several traditional hogans to be used as residential homes and community and business facilities.

What are the major funding sources of the project?

ICE has received funding from several sources to initiate and sustain the Hogan project. Funding sources include: U.S. Forest Service Economic Action Programs, Four Corners Sustainable Forests Partnership, Arizona Community Foundation, Stardust Foundation, and Laird Norton Endowment. Native American Bank also provided working capital financing and mortgage financing for individual homeowners through the tribal housing authority.

conceptions. (e.g., Is there a way we can pursue culturally appropriate economic development? How can we weave our traditions and culture into a business structure while not “selling” our culture?)

Development strategy. The approach a tribe takes to pursue economic development.

- *Overall economic system:* the organization of the reservation economy itself (e.g., tribal enterprises, individual entrepreneurship, non-Indian investment, etc. What type of development does the tribe want to pursue and does the desired organization mesh with existing tribal government structure?)
- *Choice of development activity:* the selection of specific development projects (e.g., gaming, motels, timber enterprise, commercial hunting of wildlife, etc. What sort of activity does the tribe want to pursue, given the assets and opportunities that have been identified?)





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What has been the economic impact of the project on the Navajo community?

The Hogan project has had a broad impact on the community, beyond economic terms. The project has created some jobs (at the mill and within ICE) and has had a substantial effect on the tribe's housing authority, helping to provide community members with affordable, traditional housing. ICE has recently been invited to enter into a fourth contract with the housing authority to develop traditional hogans under a five-year block grant.

Overall, the Hogan project has provided the community with multiple benefits including workforce training, capacity building, and culturally based affordable housing. ICE is proud to be a pioneer in the use of renewable and sustainable building materials.

Lessons learned and recommendations to other tribes:

- An essential part of the strategy was extensive partnerships. It is important to include a variety of public and private organizations to consolidate support of the tribe and the greater community.
- It was difficult to start the enterprise without any local expertise—management had to be recruited from off nation to help build capacity and train successors. A key to ensuring commitment from non native management is to offer incentives, such as partial ownership in the business.
- It is important to have a clear vision of where a business will go. Completion of a detailed business assessment and market analysis prior to committing to the whole technology and debt is a good idea.
- Anglo-native managerial relations can be complicated. Prejudices are intense and can complicate business relations. It is important to figure out systems of communication that minimize alienation and work to resolve conflicts.
- A key issue is finding people who are willing to take responsibility for management of the organization. It is important to pay them adequately and allow them to share in both risks and rewards.

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Tribes have varying degrees of control over the critical factors of development. The research of Cornell and Kalt (1992) indicates that tribes have the greatest control over governing institutions, economic policy, and development activity.

Krepps' Forestry Study (1995): The role of sovereignty in economic development

Over a decade ago, Matthew Krepps conducted a study of over 70 tribes involved in 638 contracting for forestry operations. Krepps found that "all tribes, regardless of wealth or experience, enjoy a decided motivational advantage over BIA foresters who are paid flat salaries, regardless of how well they manage Indian forests" (199-200). Krepps' study illustrates the link between accountability and productivity: the more control tribes have over their resources and the more responsibility they have over the use of those resources, the more productive and successful they will be.



CHAPTER 7

COLVILLE BIOMASS ASSESSMENT PROJECT

Subject areas: Biomass utilization, hazardous fuels reductions, biomass energy

Tribe: Confederated Tribes of the Colville Indian Reservation

Region: Northwest (Washington)

The Confederated Tribes of the Colville Indian Reservation are working on a large-scale pilot project to determine the economic feasibility of biomass utilization on the reservation. The Colvilles believe this project may serve as a model for the efficient transport of logging slash from the woods to a power generation site. The project has three phases:

1. *Resource Assessment.* This phase will quantify the amount of biomass produced and available, specifically from logging slash; determine the quantity of biomass that needs to remain on site to adequately address nutrient cycling; and determine realistic costs associated with the transportation of biomass resources to an energy production site (tribally owned cogeneration plant). Although pre-commercial size trees are not the emphasis of the project, they will still be quantified by sampling portions of the selected logging blocks.
2. *Market Study and Tribal Energy Use Analysis.* This phase will identify the reservation's energy needs, evaluate and examine transmission access and interconnection coordination, determine potential customers and markets for biomass energy, and assess the renewable energy credit process and its application as it applies to the tribe.
3. *Plan for Commercially Sustainable Biomass Energy Production.* The plan will identify requirements and a system for the Colvilles to maintain and support a long-term sustainable biomass operation and facility on the reservation.

What are some of the major goals of the project?

The Colvilles have several goals they would like to accomplish through the Biomass Assessment Project, including: to reduce the probability of catastrophic fire and improve tribal forest health through active forest management and fuels reduction; to use forest residues to produce heat and electricity at the tribal cogeneration facility; to efficiently transport material to the cogeneration plant; to produce energy on a sustainable basis and advance the use of such energy on the reservation; to assess the total biomass available for biomass energy production; and to become a model for how to efficiently manage and utilize forest residues.

Comparative Advantage of Tribal Sovereignty

Tribes across the United States are emerging as driving forces in local and regional economies. Some tribes are investing in infrastructure, building centers for trade and commerce and, consequently, generating economic opportunities for tribal members. As sovereign nations, tribes can offer investors distinct tax and regulatory advantages to attract investment capital and lure businesses to locate on tribal lands. Some of these advantages include:

- **Property Tax Exemption.** On trust land, tribes are not subject to property taxes unless agreed upon by service providers.
- **No Permitting Cost.** On trust land, most development activities are exempt from state permitting requirements.
- **New Market Tax Credits (NMTC).** The NMTC program allows investors to receive a federal income-tax credit for making qualified equity investments in designated Community Development Entities (CDEs), which are low-income communities, including Indian reservations.



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Who is involved in the project?

The Colvilles have partnered with McNeil Technologies, a subcontracted environmental consultant, to conduct the feasibility study and complete the necessary reporting. The Colvilles are administering the project and providing some of the biomass analysis.

What are the major funding sources for the project?

The Colvilles received a two-year, \$217,000 grant from the Division of Energy and Mineral Resources Management's Tribal Energy Program. The tribe also received funding from the "477 program," an economic development program administered by the Bureau of Indian Affairs.

What are some major challenges (to date) of the project?

- It was difficult to find the equipment needed to do the work in the forest. The Tribe did not have access to an appropriately sized chipper in the area, and the contractor decided to purchase a chipper.
- It was a challenge for the Tribe to identify the most efficient way to haul material on and off site. To consolidate scattered slash piles, the Tribe used a self-loader to establish a centralized location for the residues. Although more equipment was added to the operation, efficiency and productivity increased. The contractor learned the hard way that the chip trailer needed to be on solid ground when it was unhooked from the truck; the trailer was ruined (from tipping over) after unhooking it several times from the truck on unstable ground.
- The consistent operation of the cogeneration facility is a challenge. Weyerhaeuser has recently built a 30mW cogeneration facility in Canada that consumes hog fuel that was once sold to the Colville plant. The plant lacks a sufficient supply of hog fuel now. This biomass project could fill that gap, providing 50,000 to 70,000 green tons per year. The estimated need of the plant ranges from 13,000 to 70,000 green tons per year, using 2003 and 2004 figures.

- **Employment Tax Credits.** The Indian employment credit provides non-Indian businesses with an incentive to hire tribal members who live on or near the reservation.
- **Accelerated Depreciation.** Non-Indian manufacturers with facilities in Indian country can use shorter recovery periods when calculating deductions for production equipment.
- **Tax-exempt Financing.** Tribes can issue tax-exempt debt, like state and local government, as long as the proceeds will be used in the "exercise of essential government function."
- **Federal Contracting Preferences.** The Historically Underutilized Business Zone (HUBZone) program offers qualified participants preference in competing for federal contracts and creates jobs in historically distressed areas.



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What is the anticipated economic and community impact for the reservation?

- The money that the cogeneration plant spends on hog fuel (\$60,000-\$200,000 per month) will stay in the community, and local businesses will benefit. There will be a handful of jobs created (mostly in the woods, chipping and running the operation).
- The project may save money by providing more efficient methods of slash disposal. This may, in turn, increase the stumpage rate (the difference between cost of logging and revenue) and provide more revenue to fund other forestry projects.
- If the project is feasible and biomass continues to be removed from the woods, the tribe will be reducing thousands of acres of hazardous fuels a year. Reducing hazardous fuels will improve forest health, decrease the likelihood of catastrophic fires, and save money in the long run.
- The energy from the cogeneration facility goes on the local grid, operated through the Okanogan Public Utilities District. From there, the power helps to run two tribal mills and a tribally owned Okanogan bingo facility. The tribe also plans to sell renewable energy credits, which earn a favorable price on the market.

What are some lessons learned and/or recommendations for other tribes that may want to pursue similar projects?

- Make sure a facility in the area can accept a large supply of biomass and that the demand exists for the material.
- Be sure to have all of the necessary data analyzed and figured out to ensure the project is feasible (before investing too much money in the project).
- Be patient with the process—it takes time to educate the community, gather data, and figure out logistics of the operations.

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- **Customs Duty Deferral, Elimination, or Reduction.** Businesses involved in international trade that locate on a reservation designated as a foreign-trade zone could defer, reduce or, in some instances, eliminate U.S. customs duties on products imported or exported through the reservation.

For more information, go to:
http://www.wkg.com/media/Sovereign_Advantages_Article.pdf



CHAPTER 7

WARM SPRINGS' LARGE-SCALE BIOMASS ENERGY PROJECT AND COORDINATED RESOURCE OFFERING PROTOCOL

Subject areas: Biomass utilization, biomass energy, hazardous fuels reduction, consultation, collaboration

Tribe: Confederated Tribes of Warm Springs

Region: Northwest (Oregon)

Warm Springs Forest Product Industries

Warm Springs Forest Product Industries (WSFPI) seeks to develop a new 15.5 megawatt (MW) cogeneration facility that will supply steam and power for use on site at the Tribes' sawmill. Excess power will be sold to a willing purchaser under a long-term contract.

The new facility will require 160,000 bone dry tons (BDT) or approximately 12,500 truckloads of biomass fuel power per year. WSFPI estimates that half of the biomass will come from reservation-controlled sources, such as mill waste and forest fuels reduction projects and clean urban wood waste, which will be transported on a backhaul from the Portland area. The other half of required biomass will come from off-reservation sources, requiring 8,000 acres of material, assuming 10 BDT per acre. WSFPI will modify current sawmill configurations to efficiently and cost effectively process small logs (5-7 inches diameter inside bark). The total estimated capital cost to construct the biomass facility is \$30 million. Warm Springs' initiated the project in 2002 and is currently in Phase I, which entails updating the boiler that will be online in October 2005.

What are the major goals of the project?

Some of the major goals of the project include: the reduction of hazardous fuels on and off the reservation; the protection of tribal assets; increased efficiency at the sawmill; the contribution of power to the grid; the creation of employment opportunities on and off reservation; ecosystem restoration through biomass thinning; and the utilization of existing stewardship contracting Healthy Forest/Tribal Forest Protection Act authorities.

Who is involved in the project?

At the local level, WSFPI and the Tribal Council set up an Energy Development Team (12/2004), including tribal enterprise leaders of three Warm Springs companies, the tribal secretary, a tribal attorney, and natural resources general manager. The team is developing a renewable energy portfolio strategy for the Tribe. On a larger scale, the Bureau of Land Management (BLM), Forest Service, State, Central Oregon Intergovernmental Council, and a variety of consultants have been involved in the process.



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What are the major funding sources?

The biomass project was designated a Bureau of Indian Affairs (BIA) Demonstration Pilot project in October 2004. The BIA awarded \$196,735 for a due-diligence study of the project. Other significant funding sources include Tribal government, USDA Forest Service, and Oregon Department of Energy. Other financing mechanisms and potential tax credits through partners also play a role in acquiring adequate funding for the project. Grant applications to the Oregon Climate Trust and the Oregon Energy Trust have been submitted for project financing. The USDA awarded a \$250,000 grant to Warm Springs Forest Products Industries to support Phase II of the project.

What is/will be the economic impact of the project on the reservation?

This project will add 50 to 70 jobs (mostly in the woods – harvesting, collecting, processing, and transporting biomass fuel) to the reservation economy. Approximately 4.9 jobs per MW produced. And the plant will provide energy for the mill operations.

What are challenges to the project?

- Ensuring that agencies are comfortable with the project and promises are fulfilled;
- Reticence from industry partners makes moving forward with the project (with agreements, etc.) difficult; and
- The current administration's lack of support of renewable energy makes cost efficiency difficult.

Lessons learned and recommendations to tribes seeking to pursue such a project:

- Form a team to assess whether to pursue such a project makes sense. If it does, hire experts to do an assessment of supply and existing opportunities. A strategy should be designed to address the need of jobs, profit, and forest restoration.
- Make contact with a broad range of interested parties, such as conservation groups, local community groups, and industry. There are sufficient benefits of increased fire resiliency, jobs, small-log supply, and support for ecological restoration to satisfy a wide array of interests.



CHAPTER 7

Coordinated Resource Offering Protocol (CROP)

The CROP initiative grew out of stakeholder collaboration, Central Oregon Partnerships for Wildfire Risk Reduction (COPWRR), initiated by the Central Oregon Intergovernmental Council (COIC) in 2001. COPWRR aims to reduce wildfire risk, enhance ecosystem health, and provide jobs and income in central Oregon. An identified need in COPWRR's strategy framework was the development of a stable, sustainable supply of small-diameter material.

The COPWRR Advisory Council recommended the development of a CROP initiative. Through the development of a regional supply offering protocol, the CROP initiative will help achieve the necessary predictability and stability of supply to enable businesses to invest in technologies and product development.

In September 2003, Governor Kulongoski designated the COPWRR CROP initiative an Oregon Solutions project, providing co-conveners, a project facilitator, and staff. The mission of Oregon Solutions is to develop sustainable solutions to community-based problems that support economic, environmental, and community objectives and are built through the collaborative efforts of businesses, governments, and non profit organizations. A CROP project team was created and composed of individuals, agencies and organizations with a stake in ecosystem restoration, community wildfire risk reduction, and employment/job creation in central Oregon.

How is Warm Springs involved in the CROP initiative?

Warm Springs Forest Product Industries (WSFPI), a Tribal enterprise that produces over 70 million board feet of lumber per year, is a key player in the CROP initiative. WSFPI is part of the CROP project team, which also includes representatives from National Forests, the BLM, state agencies, conservation groups, and a local citizen group. In January 2005, the project team signed a declaration of collaboration that outlines the project's goals, implementation plan, and commitments and contributions from project team members (visit, http://www.coic.org/copwrr/DOC_final%201_20_05.pdf).

What is Warm Springs' role in the CROP initiative?

WSFPI will support the CROP initiative through investment in small-diameter processing facilities, namely the construction of a 15.5 MW biomass power facility, provided a consistent ten-year supply of biomass is identified and a power sales agreement is reached. It will data development and feedback, monitoring, and coordinated policy development.





CHAPTER 7

How does sovereign status of tribe affect participation in CROP?

The Tribes' participation in the CROP initiative stems from a desire to run its mill at full capacity and protect reservation lands and interests from the threat of catastrophic wildfire. On ceded lands, the Tribes have reserved rights to use the land for cultural and recreational purposes. Therefore, participation on efforts that enhance ecosystem health and protect treaty rights is in the Tribes' best interest. Also, as a sovereign entity, the Tribes have special status and eligibility for consideration under the Tribal Forest Protection Act on Forest Service and Bureau of Land Management lands. The Tribes' sovereign (and permanent) status also guarantees their long-term participation and commitment to an agreement that will improve forest health, reduce communities' risk to wildfire, and provide needed employment opportunities in the area.

The Tribes also have a Memorandum of Understanding (MOU) with the National Forests and Bureau of Land Management within its ceded lands. The MOU provides a framework for government-to-government consultation and collaboration on resource management plans, proposals, actions, and policies to make a statement of mutual benefits and interests. The MOU is the foundation for the Tribes' participation in the CROP initiative.

CHALLENGES TO PARTICIPATION IN CROP:

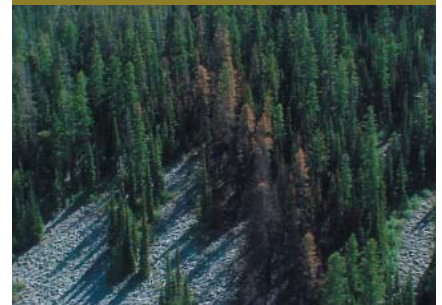
- There is general industry support, although industry doesn't necessarily have time to collaborate. Perhaps a successful implementation of CROP will change their minds.
- Regional support among agencies is essential to making the collaborative project work. The culture of the agencies is hard to change; the agencies must accept new thinking in resource management, and line officers must lead the way.

Recommendations to other Tribes that may participate in such a collaboration?

- Participate in local collaboratives and provide opportunities to meet stakeholders interested in fire and fuels reduction, economic development, and conservation.
- Approach the issue from a "greatest good" approach. A plan will be accepted if it improves the well being of all concerned.

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- The National Carbon Offset Coalition. <http://www.ncoc.us/>
- The Watershed Center, <http://www.thewatershedcenter.org/promostew.htm>
- US Forest Service Woody Biomass Utilization web site, <http://www.fs.fed.us/forestmanagement/WoodyBiomassUtilization>



CHAPTER 7

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CHAPTER 8

Grant Resources



*Twilight at Haddock Mountain spike - Wolf Fire CA
- Photo by Steve Karkanen
Lolo National Forest*

GRANT RESOURCES

Grants can help tribes with general operating expenses for fire and forestry related programs, as well as pursue special projects and make progress toward program goals. The capacity to write and administer grants varies from tribe to tribe. Some tribes may have a designated grant writer on staff who writes and administers the grant, whereas program directors and other tribal employees may have this responsibility.

This chapter provides grant writing resources and a summary of public and private funding sources focused on native programs, capacity building, business development, forestry, and fire issues. The summaries provide basic grant information, such as program mission, eligibility requirements, and basics of the application process.

CHAPTER 8

GRANT RESOURCES

There are many resources on the Internet and in hard copy that focus on how to look for public and private grants, write proposals, leverage funding sources, and administer grants. Some include:

- *Grants and Funding Resources*, U.S. Environmental Protection Agency, <http://www.epa.gov/epaoswer/non-hw/tribal/finance.htm>
- *Grant-writing Tutorial* (under revision), U.S. Environmental Protection Agency, <http://www.epa.gov/grtlakes/seahome/grants.html>
- *Web-based Grant-writing Tools*, Non-profit Guides, <http://www.npguides.org/>
- *Grant Proposal Writing Tips*, Corporation for Public Broadcasting, <http://www.cpb.org/grants/grantwriting.html>
- *A Proposal Writing Short Course*, The Foundation Center, <http://fdncenter.org/learn/shortcourse/prop1.html>
- *The Grantseeking Process*, The Foundation Center, <http://fdncenter.org/learn/orient/intro1.html>
- *A Practical Guide for Writing Proposals*, Alice Reid, M. Ed, <http://members.dca.net/areid/proposal.htm>
- *Tips on the Grant-writing Game*, Ralph T. Nelsen, <http://www.coled.org/Funding/tips.htm>
- *The Art of Grantsmanship*, Dr. Jacob Kraicer, <http://www.med.uwo.ca/physiology/courses/survivalwebv3/artofgrantsmanship.html>

Clearinghouses for Grant Information:

<http://www.fundsnetsservices.com/grantwri.htm>

<http://www.montana.edu/wwwvr/propwrit.html>

The Partnership Resource Center is a joint project of the National Forest Foundation and the USDA Forest Service that provides on-line resource needed to build partnerships and effective collaboration on the nation's forest lands, grasslands, and other special places. The web site also provides extensive information on funding and grant-related resources.

<http://www.partnershipresourcecenter.org/index.shtml>



CHAPTER 8

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CHAPTER 8

FIRE GRANTS

Rural Fire Assistance Program, Department of the Interior	
Grant type	Fire
Potential for Funding	The DOI assistance program targets rural and volunteer fire departments that routinely help fight fire on or near DOI lands.
Contact Information	Contact information depends on geography Web site: http://www.nifc.gov/rfa/steps.html
Program mission	Program purpose is to improve firefighter safety and enhance the wildland fire protection capabilities of rural and volunteer fire departments when responding to wildland fires.
Available grants	The maximum award is \$20,000. This funding will enhance the fire protection capabilities of rural and volunteer fire departments through training, equipment purchases, and fire prevention work on a cost-shared basis.
Application deadline	Application deadlines may vary throughout the United States. It is best to contact the local DOI agency to determine the deadline.
Eligibility requirements	<p>The DOI assistance program targets rural and volunteer fire departments that routinely help fight fire on or near DOI lands. One of these four agencies administers those lands: Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), U.S. Fish and Wildlife Service (FWS) and the National Park Service (NPS).</p> <p>A department must meet the following eligibility requirements:</p> <ol style="list-style-type: none"> 1. The rural/volunteer fire department must have an agreement through its state forester, or a mutual aid agreement/cooperative fire agreement with the local DOI agency. 2. The funding request is for training, equipment, or fire prevention materials/activities related to wildland fire. 3. The rural/volunteer fire department serves a community of less than 10,000 people near federal land (wildland-urban interface). 4. The rural/volunteer fire department must be able to meet the minimum 10 percent cost-share ratio.
Application process	Information and an application package are available on the web at www.fireplan.gov . Choose Department of the Interior Rural Fire Assistance Program to find more information, local DOI agency contacts, and the RFA application package. Rural/volunteer fire departments should contact their local Department of the Interior agency representative for assistance with the application process or directions for the appropriate contact

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Assistance to Firefighter's Grant Program	
Type	Fire
Potential for Funding	Grants are nationally competitive but give priority to departments that are in financial need.
Contact Information	Phone: 1-866-274-0960 (Help Desk) E-mail: firegrants@dhs.gov Web site: http://www.firegrantsupport.com/fp_about.aspx
Program mission	The purpose of these grants is to enhance the safety of the public and firefighters with respect to fire and fire-related hazards.
Available grants	As of 2005, grants are available for training, equipment, response vehicles and first responder health and safety programs.
Deadline	Funding is annually appropriated; see web site for current details.
Eligibility requirements	Fire departments of any U.S. state are eligible to apply. Grants are awarded on a competitive basis to applicants that most closely address the program's priorities, demonstrate financial need and have effective and efficient project plans.
Application process	Online application process

Fire Prevention and Safety Grants, Assistance to Firefighter's Grant	
Type	Fire
Potential for Funding	Grants are nationally competitive but give priority to departments that are in financial need.
Contact Information	Phone: 1-866-274-0960 (Help Desk) E-mail: firegrants@dhs.gov Web site: http://www.firegrantsupport.com/fp_about.aspx
Program mission	The purpose of these grants is to enhance the safety of the public and firefighters with respect to fire and fire-related hazards. The primary goal s to reach high-risk target groups in order to mitigate the high incidences of death and injuries. Congress amended the authorization to include funding for Firefighter Safety Research and Development for Fiscal Year (FY) 2005.
Program area	Fire Prevention and Safety Grants
Deadline	October of each year
Eligibility requirements	Fire departments of any U.S. state are eligible to apply for the Fire Prevention and Safety Grants. Nonprofit organizations are eligible to apply for either the Fire Prevention and Safety or the Firefighter Safety Research and Development grants. Grants are awarded on a competitive basis to applicants that most closely address the program's priorities, demonstrate financial need and have effective and efficient project plans.
Process	Online application process

CHAPTER 8

Staffing for Adequate Fire and Emergency Response, Assistance to Firefighter’s Grant	
Type	Fire
Potential for Funding	Grants are nationally competitive but give priority to departments that are in financial need.
Contact Information	Phone: 1-866-274-0960 (Help Desk) E-mail: firegrants@dhs.gov Web site: http://www.firegrantsupport.com/safer/
Program mission	The purpose of the SAFER grants is to award grants directly to volunteer, combination, and career fire departments to help the departments increase their cadre of firefighters. The goal is for SAFER grantees to enhance their ability to attain 24-hour staffing and ensuring their communities have adequate protection from fire and fire-related hazards.
Program area	Staffing for Adequate Fire and Emergency Response
Available grants	<p>Grants will fund 1) hiring of firefighters and 2) recruitment and retention of volunteer firefighters.</p> <p>The Hiring of Firefighters Activity involves a five-year grant to assist fire departments to pay a portion of the salaries of newly hired firefighters. These newly hired positions must be in addition to authorized and funded active firefighter positions. Grantees must do everything in their power to maintain the number of authorized and funded positions as declared at the time of application PLUS the awarded new firefighter positions throughout the period of performance (five years).</p> <p>The Recruitment and Retention of Volunteer Firefighters Activity provides assistance to awardees for periods of up to four years. The purpose of these grants is to assist with the recruitment and retention of volunteer firefighters.</p>
Application deadline	Funding is annually appropriated; see web site for current details.
Eligibility requirements	<p>Fire departments of any U.S. state are eligible to apply.</p> <p>Volunteer, combination, and non profit career fire departments are all eligible to apply for assistance in hiring new firefighters. These grants require the awardee to match an increasing proportion of the salary over a four-year period; in the fifth year of the grant, the awardee must absorb the entire cost of any positions awarded as a result of the grant. Volunteer departments, combination departments and local or statewide organizations that represent the interests of volunteer firefighters are eligible to apply for assistance under the Recruitment and Retention activity.</p>
Application process	Online application process

CHAPTER 8

TUMS/GSK First Responder Institute	
Type	Fire
Potential for Funding	Although the grant funding is for a small amount, funding is not especially competitive and the application process is simple. Priority is given to financially needy departments.
Contact Information	E-mail: info@firstresponder.org Web site: http://www.firstresponder.org/grant_details.htm
Program mission	To support local U.S. fire departments as well as emergency service personnel. A grant-in-aid program that allows needy fire departments to purchase special pieces of equipment
Program area	The GSK/TUMS-First Responder Institute Challenge Grant Program
Available grants	Applications for grants, ranging from \$1,000 to \$2,500, may be obtained from the FRI Web site. Departments can complete the grant form and file it electronically.
Application deadline	Applications are processed quarterly. The first quarter ends on March 31, second quarter on June 30, the third quarter deadline is September 30 and the fourth quarter, December 31.
Eligibility requirements	Any U.S. fire department is eligible to submit a grant application. Rural (small) departments that do not have a tax base for support are given priority. No funds are disbursed without evidence that the applicant has raised money up to, or exceeding the requested amount. The matching funds are to be from sources other than tax revenues.
Application process	Online application process

CHAPTER 8

Pacific Northwest National Fire Plan Grants	
Type	Fire
Potential for Funding	Good! High funding programs are combined in this process and designated "at-risk" communities receive priority.
Contact Information	Name: Cory Winnie, Bureau of Indian Affairs Phone: 503-231-6759 Web site: http://www.nwfireplan.gov
Program mission	The community assistance program is designed to reduce wildfire threats to communities and to support local economies.
Program area	Community Assistance Grants Program
Available grants	<p>Grant description: This grant combines four funding programs into one process.</p> <p>The four combined programs are: 1) Wildland-Urban Interface (WUI) Fuels Treatments Projects; 2) WUI Community Risk Assessment and Fire Protection Planning; 3) WUI Prevention & Education Projects; and 4) Fuels Utilization and Marketing Projects.</p> <p>Applications will be evaluated based on the criteria outlined for each of the four program categories.</p> <p>Eligible projects include development of strategic community fire risk and mitigation plans; planning and implementation of fuels treatments in the wildland-urban interface; small diameter and biomass utilization and marketing demonstrations; and fire prevention and education activities.</p>
Application deadline	An annual grant process- see web site for further information
Eligibility requirements	<p>Counties, cities, state and local government agencies, federally recognized Tribes, universities, colleges, and state-chartered non profit organizations in Oregon and Washington.</p> <p>Matching funds and in-kind contributions are highly encouraged.</p>
Application process	Online application

CHAPTER 8

Joint Fire Science Program	
Grant type	Fire
Potential for Funding	Proposals are solicited for science projects that are designed to answer specific questions or solve specific problems related to wildland fuels issues. Requests for proposals (RFPs) are issued periodically, as funding is available.
Contact Information	Dr. Erik Berg, Program Manager Joint Fire Science Program 3833 S. Development Ave. Boise, Idaho 83705 Tel/fax: 208-387-5349 / 208-387-5960 E-mail: Erik_Berg@nifc.blm.gov Web site: http://jfsp.nifc.gov/index.html
Program mission	<p>The purpose of JFSP is to provide wildland fire and fuels information and tools to specialists and managers, helping them to make the best possible decisions and develop sound, scientifically valid plans.</p> <ol style="list-style-type: none"> 1. Fuels Inventory and Mapping 2. Evaluation of Fuels Treatments 3. Scheduling of Fuels Treatments 4. Monitoring and Evaluation of Fuels Treatments <p>The program is a partnership of six federal agencies; the Forest Service in the Agriculture Department and the Bureau of Indian Affairs, Bureau of Land Management, National Park Service, U.S. Fish and Wildlife Service, and U.S. Geological Survey, all in the Department of the Interior.</p>
Program area	The Joint Fire Science Program
Application deadline	The JFSP generally opens requests for proposal in mid-October of each year.
Eligibility requirements	Competition for project funding may be restricted to federal agencies or groups with existing agreements with either the Forest Service or the Department of Interior. In future fiscal years, funding may be open to both federal and non-federal entities.
Application process	See web site for specific RFPs

CHAPTER 8

Western Wildland Urban Interface Grant Program, USDA Forest Service	
Potential for Funding	Fire
Potential for Funding	Highly competitive grants but preference is given to high-risk areas.
Contact Information	Contact state forester's office for grant application forms and deadlines. Web site: http://www.fs.fed.us/r4/sfa_grants/sfa_grants.html
Program mission	Grant focuses on assisting people and communities in the WUI to moderate the threat of catastrophic fire through the four broad goals of improving prevention and suppression, reducing hazardous fuels, restoring fire-adapted ecosystems, and promoting community assistance.
Program area	Western Wildland Urban Interface Grant Program
Available grants	The Western States Wildland Urban Interface Grant may be used to apply for financial assistance towards hazardous fuels and educational projects within the following four goals. Goal #1 – Improve Prevention in the Interface Goal #2 – Reduce Hazardous Fuels Goal #3 – Restore Fire-adapted Ecosystems Goal #4 – Promote Community Assistance Each grant request will be limited to a maximum of \$500,000. No state will receive more than 15% of the funds available in the west. At least 25% of all available grant funds must be awarded to new projects.
Application deadline	Depends on geography- an annual grant process
Eligibility requirements	Applications will be screened for eligibility based on: 1) Meeting the Hazard Mitigation Criteria in one or more of the following project category areas: fuels, education, or planning 2) A 50/50 match
Application process	Electronic application should be submitted to the appropriate state agency.

CHAPTER 8

Hazardous Fuels Mitigation Projects, New Mexico Energy, Minerals and Natural Resources Department	
Grant Type	Fire
Potential for Funding	Projects must contain a non federal cash and/or in-kind match of 50%. However, new communities and projects are encouraged to apply.
Contact Information	Name: Doris Archuletta, Program Manager, New Mexico Energy, Minerals and Natural Resources Department, Forestry Division Mailing Address: P.O. Box 1948, Santa Fe, NM 87504, Physical Address: NM Forestry Division, Pinon Building, 1220 S. St. Francis Drive, Santa Fe, NM 87505 Phone: 505-476-3329 Web site: http://www.emnrd.state.nm.us/FORESTRY/rfps/rfpmenu.cfm
Program mission	Improve prevention, reduce hazardous fuels, restore fire-adaptive ecosystems, and promote community assistance.
Program area	Hazardous Fuels Mitigation Projects
Available grants	This grant opportunity may be used to apply for financial assistance for hazardous fuels and educational projects furthering the programs four goals. In 2005 there was a \$300,000 grant limit. Communities that are new to the program and small projects under \$75,000 are encouraged to apply. Nationally, 25% of available grant funds may be awarded to new projects.
Application deadline	Application deadlines are generally in September of each year. See web site for more details.
Eligibility requirements	Counties, municipalities, and local non profit community entities surrounded by hazardous forest fuels, which pose a threat in the event of a wildland fire. Projects must contain a non federal cash and/or in-kind match of 50%. Types of expenditures eligible for coverage by the U.S. Departments of Agriculture and Interior National Fire Plan in 2006 include labor, supplies, travel, and materials. Purchases of land, equipment, and buildings are not eligible expenditures.
Application process	Proposals must be made on the 2006 Western States Wildland Urban Interface Grant application form (Exhibit D) which can also be downloaded from EMNRD's Forestry Division web site: www.nmforestry.com . Upon request, the Division will provide a copy of the application on a disk. An electronic copy of the proposal must be submitted on a CD-ROM disk or a 3.5-inch computer disk. One (1) paper original and four (4) paper copies of the proposal should also be submitted.

CHAPTER 8

Photo by Steve Karkanen
Lolo National Forest

Wildfire Risk Reduction Program for Rural Communities, New Mexico Association of Counties and the Bureau of Land Management	
Type	Fire
Potential for Funding	This grant program requires matching funds but prioritizes at-risk communities.
Contact Information	New Mexico Association of Counties: Name: Joy Esparsen, 505/983-2101 Email: jesparsen@nmcounties.org Or Bureau of Land Management: Name: Donna Hummel, 505/438-7404 Email: dghummel@blm.gov Web site: http://www.southwestareagrants.org/nm/cwpp.php
Program mission	Reducing the risk of wildland fires
Program area	The Wildfire Risk Reduction Program for Rural Communities
Available grants	Seed money to encourage communities-at-risk to develop community wildfire protection plans, implement local fuel reduction treatments, and carry out other risk reduction activities.
Application deadline	Annually renewed. See web site for current deadlines.
Eligibility requirements	Eligible applicants include counties, cities, tribes, municipalities, and non profit organizations within New Mexico. Projects will require a minimum 10% match or in-kind contribution and will be funded, monitored, managed by the New Mexico Association of Counties.
Application process	See the web site for current guidelines.

CHAPTER 8

Photo by Steve Karkanen
Lolo National Forest

Oregon Volunteer Firefighters Association	
Type	Fire
Potential for Funding	Although the grant amount is small, the program is not very competitive, and the application process is straightforward.
Contact Information	Mailing address: 727 Center St NE, Suite 300, Salem, OR 97301 Phone: (503) 581-2011 Fax: (503) 365-7893 E-mail: ovfa@ovfa.org Web site: http://www.ovfa.org
Program mission	To support member emergency service organizations in Oregon as they strive to meet the demands of providing quality public service.
Program area	Oregon Volunteer Firefighters Association Grant Program
Available grants	3 grants of \$2,000 each are awarded each year for the areas of: Training, equipment, injury/fire prevention and matching funds (The matching funds category is intended to be utilized to allow an agency to use up to \$1,000 for in-kind matching in applying for a larger grant)
Application deadline	Grants applications are accepted three times per year: December 31, March 31, and June 30
Eligibility requirements	Applicants must demonstrate financial need and be a member service emergency organization. Priority will be given to programs that were designed to provide maximum cost to benefit relationships. For example, programs that involve neighboring fire department staff in training opportunities will be given precedence over programs that affect very few responders.
Application process	Submit a narrative, 1-page application, 1-page questionnaire and budget form by mail. The application can be downloaded from the web site.

CHAPTER 8

FORESTRY GRANTS

Community Assistance Program, National Forest Foundation	
Grant type	Capacity Building
Potential for Funding	Funding is geared towards economically disadvantaged communities and supports a variety of projects including: diversifying economic bases, rural development, technical assistance, and community action planning.
Contact Information	Name: Alexandra Kenny Mailing address: 2715 M Street NW Ste 100 Washington, DC 20007 Phone: 202/298-6740 E-mail: akenny@natlforests.org Web site: http://www.natlforests.org/consp_05_cap.html
Program mission	The NFF established the Community Assistance Program (CAP) to promote the creation of locally based forest partnerships, which seek to build economic and environmental sustainability. The program will support newly forming and re-organizing nonprofit organizations in need of capacity-building that intend to proactively and inclusively engage the local community in forest management and conservation issues on and around national forests and grasslands.
Available grants	The NFF CAP provides “start-up” grants in the \$5,000 - \$15,000 range, as well as basic tools and guidance, to enable newly forming “grassroots” community groups to play a more active role in the sustainable management of nearby National Forests and surrounding communities. The NFF CAP will support the organizational and technical assistance needs of newly forming multiparty groups that act as problem-solvers, bringing diverse members of the community together to address specific issues related to community-based forest stewardship, recreation, watershed restoration, and wildlife habitat, through constructive dialogue and hands-on involvement.
Application deadline	Organizations seeking support from the NFF CAP may apply on a rolling basis.
Eligibility requirements	CAP funds can be used for a wide range of tools, including: technical assistance, training, consultants, community outreach, obtaining 501(c)(3) status, group facilitation, basic start-up and operating costs, materials and equipment, program development, nonprofit management skill-building, and communications. If an organization does not yet have 501(c)(3) status, they must use a nonprofit “fiscal sponsor” organization with that designation, until they have obtained it themselves. Priority will be given to under-served and culturally diverse communities that have had limited access to financial and organizational resources. Newly forming or re-organizing multiparty community groups that clearly demonstrate the need and relevancy of their program to the stewardship goals of the NFF and the Forest Service will be most successful.
Application process	Download the CAP application cover sheet from the website Three hard copies of the CAP application and attachments should be sent to the above address.

CHAPTER 8

Forest Stewardship Plan, USDA Forest Service	
Grant type	Forestry
Potential for Funding	This is not a grant program; rather the program assists private landowners with assistance in land stewardship.
Contact Information	Contact information depends on geography Web site: http://na.fs.fed.us/stewardship/index.shtm
Program mission	Landowners are provided with advice not only about trees, but also about the forest's other plants and flowers, the wildlife, the soil, the water, and the aesthetic value. The advice can also include information on habitat projects, timber sales, and tree planting.
Available grants	Free or low-cost technical services are available. A forester or other natural resource professional will personally meet with landowners, listen to their goals, and examine their property. Participants will receive a forest stewardship plan that meets their goals while assessing the health, capability, and care of the forest.
Application deadline	Not listed
Eligibility requirements	Private landowners interested in keeping their forest land as healthy and productive as possible – both for their own and future owners enjoyment. The forestland can include any non-industrial private forestlands owned by a private individual, group association, corporation, Indian tribe, or other private, legal entity. It includes rural lands with existing tree cover as well as land suitable for growing trees.
Application process	Varies by state

CHAPTER 8

Collaborative Forest Restoration Program, USDA Forest Service- Southwestern Region	
Type	Forestry
Potential for Funding	Grant is restricted to New Mexico and requires a 20% match, but the program will fund a variety of activities.
Contact Information	Name: Walter Dunn, Program Manager Collaborative Forest Restoration Program USDA Forest Service Southwestern Region Address: 333 Broadway Blvd. SE, Albuquerque, NM 87102 Phone: (505) 842-3425 Email: wdunn@fs.fed.us Web site: http://www.southwestareagrants.org/nm/cfrp.php
Program mission	Promote healthy watersheds and reduce the threat of large, high intensity wildfires, insect infestation, and disease; Improve the functioning of forest ecosystems and enhance plant and wildlife biodiversity by reducing the unnaturally high number and density of small diameter trees on federal, tribal, state, county, and municipal forest lands in New Mexico; Improve communication and joint problem solving among individuals and groups who are interested in restoring the diversity and productivity of forested watersheds in New Mexico; Improve the use of, or add value to, small-diameter trees; Encourage sustainable communities and sustainable forests through collaborative partnerships, whose objectives are forest restoration; and Develop, demonstrate, and evaluate ecologically sound forest-restoration techniques.
Available grants	Collaborations can qualify for CFRP grants for forest-restoration projects that reduce the threat of wildfire, improve watershed conditions, and provide jobs and training to local communities. Cost-share grants of up to \$360,000 are available for projects up to 4 years in length. The federal share is limited to \$120,000 per year. A 20% non federal match is required for all federal funds.
Application deadline	Annually renewable grant - see web site for further details.
Eligibility requirements	State, local and tribal governments, educational institutions, landowners, conservation organizations, and other interested public and private entities can apply. Restoration projects must be entirely on, or on any combination of federal, tribal, state, county, or municipal forestlands in New Mexico. The program does not provide grants for the treatment of private land, but CFRP grants can be used for processing facilities on private land that use small trees from thinning projects on public land.
Application process	The grant program is annually renewed - see the web site for updates or contact the local Forest Service Office for further details.

CHAPTER 8

Global ReLeaf Grants, American Forests	
Type	Forestry
Potential for Funding	This is a national competition, but the program has an interest in assisting under-served areas.
Contact Information	Name: Karen Fedor Address: P.O. Box 2000, Washington, DC, 20013 Phone: (202) 955-4500 x224, Fax: (202) 955-4588 Email: kfedor@amfor.org Web site: http://www.americanforests.org/global_releaf/grants/
Program mission	Replanting of trees to improve the local environment. The Fund is particularly interested in partnering with private and public sector organizations and agencies to plant trees/improve the environment in projects that would otherwise not be feasible.
Program area	Global ReLeaf Grants
Available grants	Funds to assist in planting trees to improve the local environment.
Application deadline	January 15 and July 1
Eligibility requirements	<p>Project is on land owned by a government entity, or project is on public-assisted private land meeting special criteria.</p> <p>Plantable area is 20 acres or larger or has the potential to be 20 acres or more.</p> <p>Wildfire, hurricanes, tornadoes, insects, diseases, misguided treatment by humans, or other causes have damaged forest ecosystem.</p> <p>Funds for planting the area are not available from regular programs or sources.</p> <p>Proposals for cost-share Global ReLeaf Forest grants are to cover costs generally associated with the planting of seedlings.</p> <p>Proposal contains an assessment of public benefits (including water quality/quantity and communities served by the watershed) and visibility of the restored area.</p> <p>Proposal includes a strong, multiple-use ecosystem repair component and a diversity of native species that will be planted.</p> <p>The level of effort expended on building local partnerships.</p> <p>Adequacy of the planting, care, and long-term maintenance that will be provided by or supervised by experts.</p> <p>Proposal contains new or innovative efforts that have the potential for application elsewhere.</p> <p>Recognition/consideration given for the protection of endangered/threatened plant/animal species or ecosystems.</p>
Application process	Download the application from the web site and submit to the above contact.

CHAPTER 8

National Research Initiative Competitive Grants Program - USDA	
Grant type	Natural resource-related research
Potential for Funding	The Cooperative State Research, Education, and Extension Service (CSREES) anticipates that approximately \$180 million will be available for support of this program.
Contact Information	Name: Depends on Program Leader Phone: (202) 401-5022 E-mail: nricgp@csrees.usda.gov Web site: http://www.csrees.usda.gov/funding/nri/nri.html
Program mission	The purpose of the NRI Program is to support research, extension, and education grants that address key problems of national, regional, and multistate importance in sustaining all components of agriculture (including forestry). In FY 2006, the NRI Program will accept applications for fundamental research, mission-linked research, and integrated research, extension, and education projects
Available grants	Awards may range from \$5,000 to \$1.5 million. For research projects, cost sharing or matching is not required for NRI awards. For integrated projects, if a grant is for applied research that is commodity-specific and not of national scope, the grant recipient is required to match the USDA funds awarded on a dollar-for-dollar basis from non federal sources with cash and/or in-kind contributions.
Application deadline	Application deadlines vary depending on program. See the full-text of the grant description at http://www.csrees.usda.gov/funding/rfas/nri_rfa.html .
Eligibility requirements	Federally recognized tribal governments are NOT eligible. However, Native American tribal organizations, nonprofits with 501(c)(3) status, individuals and for-profit organizations are eligible.
Application process	Varies depending on grant program. See the full-text of the grant description at http://www.csrees.usda.gov/funding/rfas/nri_rfa.html .

CHAPTER 8

NATIVE-FOCUSED GRANTS

SEVA Foundation	
Grant type	Native focused
Potential for Funding	Funding is specifically directed towards Indian tribes. The foundation focuses on issues such as environmental restoration, community economic development, and education.
Contact Information	Name: Claire LaPoint Address: P.O. Box 225 Winnebago, NE 68071 Phone: 402-878-2392 Fax: 402-878-2092 E-mail: clapointe@seva.org Web site: http://www.seva.org/communitygrants.php
Program mission	The Seva Foundation believes in the dignity and interconnectedness of all Mother Earth's residents and honors the ability of peoples to advise their own solutions to problems and solve them - if they have the resources to do it. Focus on spiritual and cultural renewal, health and wellness, environmental restoration, sustainable agriculture and community economic development, education, and treaty rights protection.
Program area	Addressing Native Peoples' Needs from the Grassroots
Available grants	The Small Grants work provides small amounts of funding to programs that may otherwise be overlooked by larger foundations. \$50,000 a year is granted throughout urban and rural Indian communities in the United States. Grants range from \$500 - \$5,000; the average grant is \$2,500.
Application deadline	Granting is done quarterly throughout the fiscal year in conjunction with NAPAG and the program's director. Contact Claire LaPoint for deadlines.
Eligibility requirements	Must be a Native American-led organization whose particular project/mission fits any of the areas mentioned in our mission. Although the foundation believes strongly in solidarity amongst all peoples, in an effort to recognize and support self-reliance and self-determination, it feels that it is important to prioritize limited resources to native-initiated projects.
Application process	Start by downloading or requesting the proposal cover sheet (from the office listed below). In proposal narratives, describe the organization's history, including the Native community(ies) you serve; outline the issues that your project/organization is addressing; describe the project's goals, objectives, strategies, planned evaluation of its success, and the project's budget with the amount requested from the small grants fund. Granting is done quarterly throughout the year. If funding is needed by a specific date, allow at least 8 weeks for the review and decision. Make sure all information requested is included in the final package; a checklist provided in Section D of the cover sheet for this purpose. A maximum two-page letter of inquiry is recommended if you are unclear whether your program/organization fits our funding priorities. Fax or email the proposal if pressed for time and then mail the originals.

CHAPTER 8

Indian Land Tenure Foundation	
Grant Type	Native focused
Potential for Funding	Grants are directed specifically at tribes to assist with energy sufficiency and economic development. Funding is annually appropriated by Congress.
Contact Information	Name: Howard D. Valandra, Vice President of Grants and Programs Indian Land Tenure Foundation Address: 151 East County Road B2, Little Canada, MN 55117-1523 Phone: (651) 766-8999 Fax: (651)766-0012 E-mail: hvalandra@indianlandtenure.org Web site: http://www.indianlandtenure.org/grants/grants.htm
Program mission	The primary goal of all investment projects supported by ILTF is to support their vision of and mission in Indian country, which is that "Land within the original boundaries of every reservation and other areas of high significance where tribes retain aboriginal interest are in Indian ownership and management." The ILTF will fulfill its mission by focusing on strategies involving education, culture, economics, and law.
Program area	Investment Project Program
Available grants	The primary process by which ILTF considers potential projects is through request for proposal (RFP) cycles. An RFP is a document placed on the Foundation's website that solicits proposals from qualified applicants for a specific need or type of project in Indian country. Proposal specifications and criteria are developed according to our strategies related to education, culture, economy, and law. ILTF may consider proposals that are not submitted in conjunction with an RFP cycle. In these cases, proposals must closely align with the mission and strategies of the organization and Indian self-determination. Furthermore, ILTF looks specifically for projects that will have a broad, positive, and replicable impact on Indian country, while at the same time respecting the differences between and unique circumstances of tribes and Indian communities.
Application deadline	Varies - see website for updated RFPs
Eligibility requirements	All projects must promote activities that directly benefit native people and strengthen their relationship to the land that is rightfully theirs.
Application process	See website for specific RFP procedures. Proposals for funding of projects closely aligned with the objectives and mission of the foundation may be submitted at any time. However, because the Foundation is a community-directed organization, proposals that are submitted in conjunction with the RFPs – which solicit applications to address specific problems, issues, or needs in Indian country – have the best chance for review by Foundation staff. ILTF considers very few proposals that are not related to a current RFP.

CHAPTER 8

Seventh Generation Fund for Indian Development, Inc.	
Grant type	Native focused
Potential for Funding	Funding is specifically for native communities. The grants vary in size but are generally small (under \$10,000). A great opportunity to supplement other programs!
Contact Information	Name: Varies depending on grant program Address: P.O. Box 4569, Arcata, CA 95518 Phone (707) 825-7640 Fax: (707) 825-7639 E-mail: of7gen@pacbell.net Web site: http://www.7genfund.org/
Program mission	The ongoing work of the Seventh Generation Fund is firmly based on the premise that Native peoples have the answers to the problems we face. Operating from this framework, all proposed advocacy, grantmaking, and technical assistance is designed to assist or facilitate Native communities, and organizations in conceptualizing and implementing self-determinative futures.
Program area	SGF provides advocacy, small grants, financial management services and non-profit administration, leadership training and technical support to projects in five primary areas: (1) Arts and Cultural Expression; (2) Environmental Health and Justice; (3) Indigenous Peoples of the Americas; (4) Sacred Earth; and (5) Sustainable Communities.
Available grants	Grant types include: General support: Grants from \$600 - \$10,000/year in assistance to seed an emerging organization, to help cover the general operating expenses of an existing organization or specific project, or to cover related expenses that help a project accomplish its work and fulfill its mission in the community. Training and technical assistance: Financial support of \$600 - \$5,000/ year to facilitate project-specific training, pay for experts/ special consultants, and/or provide for other capacity building needs. Training and technical assistance grants are also available for projects to acquire new skills through regional workshops, national forums and special conferences. Mini-grants: These are offered to community-based projects and may be submitted with the cover sheet as a one or two-page letter with a budget at any time and do not require a 501(c)(3) tax-exempt certification or fiscal sponsor. Mini-grants range from \$50 - \$500.
Application deadline	General SGF grant applications are due quarterly: March 1, June 1, September 1, and December 1
Eligibility requirements	Seventh Generation Fund directs small grants and/or technical support, financial management and project facilitation to Indigenous communities and organizations and is best described as holistic in nature and Native-centered. See web site for specific criteria.
Application process	Download grant guidelines and application directly from the web site or contact a Project Associate (at the above phone number) to have a copy faxed or mailed.

CHAPTER 8

First Nations Development Institute	
Type	Native focused
Potential for Funding	The Institute is not currently accepting proposals but has at least two priority areas that may be relevant to tribes pursuing economic development and sustainable forestry.
Contact Information	Name: Jacqueline Tiller, Grantmaking Associate Phone: 540-371-5615 Extension 18 Fax: 540-371-3505 Email: jtiller@firstnations.org Web site: http://www.firstnations.org/grants.asp
Program mission	First Nations Grantmaking provides both financial and technical resources to tribes and Native non profit organizations to support asset-based development efforts that fit within the culture and are sustainable.
Program areas	<i>Eagle Staff Fund-</i> the ESF provides grants and technical assistance to models of culturally appropriate economic development that use asset-based strategies. ESF currently offers three different types of general grants: seed, start-up, and working capital, as well as special initiatives. <i>Sustainable Forestry Fund-</i> provides funding and capacity-building to tribes that seek to manage their forest assets in a sustainable manner and pursue environmental certification of sustainable forest management and forest products processing operations
Available grants	See web site for updates
Application deadline	See web site for updates
Eligibility requirements	See web site for updates
Application process	See web site for updates

CHAPTER 8

SMALL-DIAMETER AND WOODY BIOMASS UTILIZATION GRANTS

Energy Efficiency and Renewable Energy - Tribal Energy Program, US Department of Energy	
Grant Type	Native focused - Energy focused
Potential for Funding	Funding is nationally competitive and depends on annual appropriations by Congress.
Contact Information	Name: Thomas Sacco, Director Weatherization and Intergovernmental Program Address: U.S. Department of Energy, EE-2K, Forrestal Building, MS 5G-045 1000 Independence Avenue SW, Washington, DC 20585 Phone: (202) 586-0759 Fax: (202) 586-1605 Email: Thomas.Sacco@ee.doe.gov Web site: http://www.eere.energy.gov/tribalenergy/
Program mission	The program promotes tribal energy sufficiency, economic development, and employment on tribal lands through the use of renewable energy and energy efficiency technologies.
Program area	Energy Efficiency and Renewable Energy - Tribal Energy Program
Available grants	Provides financial and technical assistance to tribes for feasibility studies and shares the cost of implementing sustainable renewable energy installations on tribal lands. Also offers assistance for tribes to take the initial steps toward development including strategic planning, energy options analysis, human capacity building, and organizational development.
Application deadline	Varies - see web site for current solicitations.
Eligibility requirements	Applicants must be federally recognized tribes or Alaskan Native Corporations.
Application process	Funding is through annual appropriations by Congress. If funded, future competitive funding opportunities will be posted on the web site. For future opportunities, applicants will be required to apply for grants through the Grants.gov web site. As the registration process in Grants.gov takes a minimum of 15 days to complete and must take place prior to submitting an application, applicants are encouraged to become familiar with the Grants.gov web site.

CHAPTER 8

Mineral Assessment Program – Division of Energy and Mineral Resources Management, US Department of the Interior	
Grant Type	Native American - Energy focused
Potential for Funding	Congress appropriates funds for mineral assessment contracts to assess energy and mineral potential on Indian trust or restricted-fee lands on a year-to-year basis. The Mineral Assessment Program is funded under the non-recurring appropriation of the Assistant Secretary-Indian Affairs budget. These funds are competitive and for activities of limited duration.
Contact Information	Name: Faline Haven, Natural Resources Specialist Address: 12136 W., Bayaud Avenue, Suite 300; Lakewood, CO Phone: (720) 407-0604
Program mission	The Mineral Assessment Program (MAP) funds energy and mineral assessment studies on Indian trust lands so tribes may achieve economic benefits from their mineral and energy resources. The MAP is consistent with goals and policies established by the BIA to improve economic opportunities for tribes through the development of energy and mineral resources on Indian lands in an environmentally safe manner.
Program area	Renewable Energy Projects (e.g., wind, solar, biomass, hydro, and geothermal)
Available grants	The MAP supports energy and mineral assessment projects in the areas of exploration, development, feasibility and market studies of renewable energy resources (as well as non renewable and non energy solid mineral resources). Grants vary, but range up to an average of \$200,000/year.
Application deadline	Deadlines vary, but are usually at the end of the year.
Eligibility requirements	All federally recognized tribes are eligible; all projects must be on tribal trust land.
Application process	<p>*Note: The DEMRM will provide an interested tribe with a MAP Procedures Manual that has step-by-step information on how to prepare a MAP proposal. Please contact Faline Haven or Jenny Bredt at (303) 969-5270 for more information</p> <ol style="list-style-type: none"> 1) The director, OTS, through the DEMRM and the BIA regional and agency-level offices will solicit requests for mineral assessments proposals from the tribes. 2) After the solicitation for requests has been mailed, tribes may then request technical assistance from DEMRM in preparing their mineral assessment proposals. 3) DEMRM must receive a complete mineral assessment proposal by close of business on or before the date announced in the request for proposals letter as the deadline for submissions. 4) The DEMRM has established ranking and paneling procedures with a defined criteria for rating the merits of proposals (refer to Section 6) to make the award of the limited funds as fair and equitable as possible. 5) The BIA awards funds for tribal projects according to ranking order, but other factors may also influence MAP award decisions.

CHAPTER 8

Woody Biomass Utilization Grants, USDA Forest Service	
Grant type	Biomass Grant
Potential for Funding	Funds are targeted to communities and tribal governments to turn residues from hazardous fuel reduction projects into marketable forest products and/or energy products.
Contact Information	Name: Shawn Lacina, Grants and Agreements Specialist, USDA Forest Service Forest Products Laboratory, Woody Biomass Grants Program Address: 507 Highland Avenue, Madison, WI 53705-2398 For technical questions contact Susan L. LeVan-Green, Program Manager, Technology Marketing Unit, Forest Products Laboratory Phone: (608) 231-9504 E-mail: slevan@fs.fed.us Web site: http://www.fpl.fs.fed.us/tmu/grant/biomass-grant.html
Program mission	<p>The grant program is intended to help improve utilization and create markets for small-diameter material and low-value trees removed from hazardous fuel reduction activities. Solutions that best address the nationwide challenge and program goals will receive higher consideration. The goals of the program are to:</p> <p>Help reduce management costs by increasing value of woody biomass and other forest products generated by hazardous fuel treatments.</p> <p>Create incentives and/or decrease business risk for increased use of woody biomass from National Forest lands (i.e., must include National Forest System lands but may also include other lands such as Bureau of Land Management, tribal, state, local, and private).</p> <p>Institute projects that target and help remove economic and market barriers in using small-diameter trees and woody biomass.</p>
Program area	Woody Biomass Utilization Grants
Available grants	Submission of an application is required for the grants, which will not be less than \$50,000 or more than \$250,000 each.
Application deadline	See web site for updates
Eligibility requirements	These funds are targeted to help communities, entrepreneurs, and others (such as state, local, and tribal governments; school districts; non profit organizations; businesses; companies, corporations, public utility districts; fire districts; conservation districts; ports) turn residues from hazardous fuel reduction projects into marketable forest products and/or energy products.
Application process	Submit a pre-application- see web site for further information.

CHAPTER 8

Renewable Energy Systems and Energy Efficiency Improvements Grant, USDA	
Grant type	Biomass
Potential for Funding	Annual competition at national level. Application requirements can be complex, so consult with the USDA well in advance of deadlines.
Contact Information	Contact information depends on geography- see website Web site: http://www.rurdev.usda.gov/rbs/farmbill/apply.html
Program mission	To help fund renewable energy and energy efficiency projects in rural America. 5-year program to help farmers, ranchers, and rural small businesses purchase renewable energy systems and make energy efficiency improvements.
Program area	Farm Bill Section 9006- Renewable Energy Systems and Energy Efficiency Improvements Grant, Guaranteed Loan, and Direct Loan Program
Available grants	To purchase renewable energy systems and make energy improvements for agricultural producers and rural small businesses.
Application deadline	Varies- see the web site for updated information.
Eligibility requirements	<p>To receive a grant under this subpart, an applicant must meet each of the criteria, as applicable, as set forth in paragraphs (a) through (f) of this section.</p> <p>(a) The applicant or borrower must be an agricultural producer or rural small business; (b) Individuals must be citizens of the United States (U.S.) or reside in the U.S. after being legally admitted for permanent residence; (c) Entities must be at least 51 percent owned, directly or indirectly, by individuals who are either citizens of the U.S. or reside in the U.S. after being legally admitted for permanent residence; (d) If the applicant or borrower or an owner has an outstanding judgment obtained by the United States in a Federal Court (other than in the United States Tax Court), is delinquent in the payment of Federal income taxes, or is delinquent on a Federal debt, the applicant or borrower is not eligible to receive a grant or guaranteed loan until the judgment is paid in full or otherwise satisfied or the delinquency is resolved; (e) In the case of an applicant or borrower that is applying as a rural small business, the business headquarters must be in a rural area and the project to be funded also must be in a rural area</p> <p>(f) The applicant must have demonstrated financial need. Adverse actions made on applications are appealable pursuant to 7 CFR part 11.</p> <p>The grant request must not exceed 25% of the eligible project costs.</p>
Application process	<p>Separate applications must be submitted for renewable energy system and energy efficiency improvement projects. See web site for specific details.</p> <p>Annual competition at national level. Application requirements can be complex, so consult with USDA well in advance of deadlines.</p>

CHAPTER 8

Community-Based Small Diameter Utilization Projects, Southwest Sustainable Forests Partnership	
Grant Type	Biomass
Potential for Funding	Requires a 20% match but also encourages tribes to apply.
Contact Information	Name: John Waconda- BIA Southwest Region Telephone: (505) 563-3360 Web site: http://www.emnrd.state.nm.us/FORESTRY/rfps/rfpmenu.cfm
Program mission	Promoting sustainable and community-based forest and wood product enterprises, providing technical transfer opportunities that promote the science of healthy forest ecosystems and the acceptable practices for reducing hazardous fuels, providing business and marketing expertise opportunities for wood use to build sustainable forest and wood product enterprises.
Program area	Community-based Small Diameter Utilization Projects
Available grants	For projects that target and help remove economic and market barriers to using small diameter trees and woody biomass. Proposals that reduce management costs by increasing the value of biomass and other forest products generated by hazardous fuels treatments. Creating incentives or reducing risks for businesses for increased use of biomass from lands in New Mexico and Arizona. Eligible expenditures include: labor, supplies, travel, material and equipment
Application deadline	Application deadlines generally include submitting a notice of intent by September of each year and a full proposal in October of each year.
Eligibility requirements	State, local and tribal governments; communities; nonprofits and small businesses may apply. Projects must directly benefit tribes or communities in New Mexico or Arizona and should illustrate a collaborative approach to restoring the diversity and productivity of forest ecosystems. A match of 20% of the total project cost is required (from non federal sources).
Application process	Submit a Notice of Intent to the respective state or tribal coordinator. The notice of intent should describe the project as well as its objectives and partners. Then submit the proposal- including a narrative, a description of how the project will benefit the community, a budget, and appendices, such as resumes, letters of support from the community, and letters of commitment from partners.

CHAPTER 8

BUSINESS GRANTS

Rural Business Opportunity Grants, USDA	
Grant Type	Business
Potential for Funding	National-level grant competition. Funding is limited; grants tend to be awarded to projects that help the most-neediest areas.
Contact Information	Contact information depends on geography Web site: http://www.rurdev.usda.gov/rbs/buspr/bog.htm
Program mission	The purpose is to promote sustainable economic development in rural communities with exceptional needs. This is accomplished by making grants to pay costs of providing economic planning for rural communities, technical assistance for rural businesses, or training for rural entrepreneurs, or economic development officials.
Program area	Rural Business Opportunity Grants (RBOG)
Available grants	Projects eligible for RBOG funding compete based on certain grant selection criteria. Priority points are awarded to those projects that best meet these criteria and are ranked from the highest to the lowest scoring. The criteria includes the sustainability and quality of the economic activity expected; the amount of leveraging of other funds; economic conditions in the service area, and the project's usefulness as a new best practice. Applications are funded up to the maximum dollars that are available in any given funding cycle.
Application deadline	Varies - see web site for details
Eligibility requirements	To be eligible for a RBOG applicants must be a public body, nonprofit corporation, Indian tribe, or cooperative with members that are primarily rural residents. Applicants must have significant expertise in the activities proposed for the grant funds and financial strength to ensure the objectives of the proposed grant will be accomplished. Applicants must be able to show that the funding will result in economic development of a rural area (which is defined as any area other than a city or town that has a population of greater than 50,000 inhabitants and the urbanized area contiguous and adjacent to such a city or towns). Projects must include a basis for determining the success or failure of the project and assessing its impact.
Application process	Applications may be filed with the rural development office in the state where the grant purposes will be carried out. First, obtain a copy of the program regulation (4284-G) and refer to the application section. A complete application must be filed before it will be scored. Additional information, copies of the regulations, and forms can be obtained by contacting any USDA Rural Development State Office. Check the telephone directory under "Federal Government" or visit the Rural Development Field Office web site to obtain local contact information: http://www.rurdev.usda.gov/recd_map.html and to obtain further information on this program. Application requirements are complex; it is recommended that applicants consult with their local or state office well in advance of the application.

CHAPTER 8

Rural Business Enterprise Grants, USDA	
Grant type	Business
Potential for Funding	National-level grant competition. Funding is limited; grants tend to be awarded to projects that help the most-neediest areas.
Contact Information	Contact information depends on geography Web site: http://www.rurdev.usda.gov/rbs/buspr/beg.htm
Program mission	The Rural Business-Cooperative Service (RBS) makes grants under the Rural Business Enterprise Grants (RBE) Program to public bodies, private nonprofit corporations, and federally recognized Indian tribal groups to finance and facilitate development of small and emerging private business enterprises located in any area other than a city or town that has a population of greater than 50,000 inhabitants and the urbanized area contiguous and adjacent to such a city or town. The public bodies, private nonprofit corporations and federally recognized Indian tribes receive the grant to assist a business. GRANT FUNDS DO NOT GO DIRECTLY TO THE BUSINESS.
Program area	Rural Business Enterprise Grants
Available grants	Eligible uses for grant money are: technical assistance (providing assistance for marketing studies, feasibility studies, business plans, training etc.) to small and emerging businesses; purchasing machinery and equipment to lease to a small and emerging business; creating a revolving loan fund (providing partial funding as a loan to a small and emerging business for the purchase of equipment, working capital, or real estate); or construct a building for a business incubator for small and emerging businesses.
Application deadline	Varies - see web site for further details
Eligibility requirements	Eligibility is limited to public bodies, private nonprofit corporations, and federally recognized Indian tribal groups. Public bodies include incorporated towns and villages, boroughs, townships, counties, states, authorities, districts, Indian tribes on federal and state reservations, and other federally recognized Indian tribal groups in rural areas. The small and emerging businesses to be assisted must have less than 50 new employees and less than \$1 million in gross annual revenues.
Application process	Applicants are required to submit a pre-application with supporting data before a formal application is made. RBS will tentatively determine eligibility and funding priority score. The agency will inform the applicants when to assemble and submit a formal application. Forms are available from and may be filed in any USDA Rural Development State Office, check the telephone directory under "Federal Government" or call the RBS National Office Specialty Lenders Division, (202) 720-1400. It is recommended that applicants discuss the proposed project and process with their local State or area office before completing the application.

CHAPTER 8

Photo by Steve Karkanen
Lolo National Forest

ENVIRONMENT AND NATURAL RESOURCE GRANTS

Laura Jane Musser Fund	
Grant Type	Environmental
Potential for Funding	Funding is specific to rural areas and environmental stewardship.
Contact Information	Name: Mary Karen Lynn-Klimenko, Managing Consultant Address: 332 Minnesota Street, Suite E-1420, St. Paul, MN 55101 Phone: 651-224-5209 Email: musser@visi.com Web site: http://www.musserfund.org/environmental.htm
Program mission	The fund proposes to assist public or not-for-profit entities to initiate or implement projects in rural areas to undertake consensus-based activities in environmental stewardship or dispute resolution. "Programs that work to manage resources (whether of ecological, economic or aesthetic values) are most effective when a broad range of community members and stakeholders are involved in both planning and implementation of the program. Moreover, involving local citizens in a hands-on grass-roots approach to stewardship can help to develop a common vision of the future and harness their energies to make that vision come true."
Program area	Initiative to Promote Collaborative Process in Environmental Decision Making- Environmental Stewardship Program
Available grants	The fund is most interested in new programs and is willing to fund the planning phase or implementation. Grants may fund projects already in progress if the proposal is compelling. Grants of up to \$35,000 may be made for projects in this program.
Application deadline	The application deadline is generally in September of each year.
Eligibility requirements	Nonprofit 501(c)(3) organizations, organizations that are forming if sponsored by a 501(c)(3) organization, units of government at the federal, state or local level
Application process	Submit an application including: summary, background, goals, and activities, community involvement, stakeholders, process, community impact, budget, and outcomes.

CHAPTER 8

Sand County Foundation	
Grant Type	Environmental
Potential for Funding	Application process is straightforward; it is unclear how competitive this grant is.
Contact Information	Name: Kevin McAleese Address: 1955 Atwood Avenue, Ste. 2, P.O. Box 3186, Madison, WI 53704 Phone: 608-663-4605 x. 23 Fax: 608-663-4617 Email: kmcaleese@sandcounty.net Web site: http://www.sandcounty.net
Program mission	Sand County Foundation's Community Based Conservation Network is supporting citizen-led conservation initiatives. People take care of the things upon which their future depends. The Network builds upon this fundamental human instinct and seeks to broaden the set of conservation success stories that arise when rights and resources are aligned.
Program areas	Community Based Conservation Network (CBCN)
Available grants	The Sand County Foundation invites scholars, practitioners and landholder communities to test and assess innovative ways to overcome constraints associated with rights and resource value. CBCN grants are in the range of \$10,000 - \$20,000 to demonstrate and assess community-based natural resource management (CBNRM) innovations.
Application deadline	Check web site for further details.
Eligibility requirements	This invitation is extended to individuals or organizations working in CBNRM in North America or eastern and southern Africa. Underlying this invitation are two fundamental questions: 1) What motivates groups of people to come together to improve the manner in which they manage their land and natural resources? 2) How can land and natural resource use be improved to achieve both conservation and human well being?
Application process	Submit a summary proposal of no more than two pages that describes: 1) the proposed intervention in its environmental context; 2) the problem to be addressed; 3) the objectives of the intervention; 4) the activities to be undertaken; 5) a statement of what is new or different about the intervention; 6) methods for verifiable demonstration of the efficacy of the proposed innovation; and 7) budget. Those selected will be asked to submit full proposals.

CHAPTER 8

Environmental Quality Incentives Program, USDA	
Grant Type	Environmental
Potential for Funding	Some states consider funding tribes a priority.
Contact Information	Differs by state - see the web site for further details. Web site: http://www.nrcs.usda.gov/programs/eqip/
Program mission	A voluntary conservation program for farmers and ranchers that promotes agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.
Program areas	Environmental Quality Incentives Program
Available grants	EQIP offers contracts with a minimum term that ends one year after the implementation of the last scheduled practices and a maximum term of ten years. These contracts provide incentive payments and cost-shares to implement conservation practices. EQIP may cost-share up to 75 % of the costs of certain conservation practices. Incentive payments may be provided for up to three years to encourage producers to carry out management practices they may not otherwise use without the incentive. However, limited resource producers and beginning farmers and ranchers may be eligible for cost-shares up to 90 %. Farmers and ranchers may elect to use a certified third-party provider for technical assistance.
Application deadline	Check the web site for geography specific details.
Eligibility requirements	Persons who are engaged in livestock or agricultural production on eligible land may participate in the EQIP program.
Application process	EQIP sign-up information is available online. Click on the state where the farm or ranching interest is located. This will lead to the application information for that State, the official ranking criteria used to evaluate the application and a link to the form CCC-1200, Application for Participation and/or Contract.

CHAPTER 8

CAPACITY BUILDING

Northwest Fund for the Environment	
Grant Type	Capacity Building
Potential for Funding	Only organizations that have completed successful project grants with the Northwest Fund may apply for capacity-building grants.
Contact Information	Address: 1904 Third Ave., Suite 615 Seattle, WA 98101 Phone: 206-386-7220 Fax: 206-386-7223 E-mail: staff@nwfund.org Web site: http://www.nwfund.org/index.html
Program mission	The goal of the Capacity Building Program is to develop and increase the capacity of organizations to achieve their programmatic objectives in an effective, efficient, and sustainable manner. <i>Objectives:</i> Assist organizations in developing diverse and sustainable revenue sources. Develop and support strong leadership in the environmental community of Washington State. Improve the ability of organizations to communicate effectively with diverse audiences.
Program area	Capacity Building Program
Available grants	Grants for capacity building may include: Strategic planning and evaluation. Resource development projects, such as major donor recruitment and membership campaigns. Board and staff development, such as workshops, training or retreats. Marketing and communication planning. Grants of up to \$5,000 may be made for projects designed to meet a particular organizational development need within the period of 16 months or less.
Application deadline	One grant-making cycle per year, generally in February of each year.
Eligibility requirements	*Only organizations that have completed successful project grants with the NW Fund may apply for capacity-building grants. Only projects that benefit Washington state are considered. Capacity-building grants are limited to organizations that are working in the program areas of growth management and aquatic ecosystem protection.
Application process	Call the Northwest Fund office (206-386-7220) to discuss projects. If staff determines that a project meets our guidelines and criteria, they will email a cover sheet and guidelines for a letter of inquiry.

CHAPTER 8

Northwest Area Foundation	
Grant Type	Capacity Building
Potential for Funding	Assistance is directed at specific communities and is determined through foundation staff research and selection rather than unsolicited grant proposals.
Contact Information	Name: Heidi Grandstrand, Grants & Contracts Administrator Address: 60 Plato Boulevard E Suite 400 St. Paul, MN 55107 Phone: (651) 225-3893 E-mail: hgrandstrand@nwaf.org Web site: http://www.nwaf.org
Program mission	Reduction of long-term poverty. The foundation partners with select communities in Minnesota, Iowa, North Dakota, South Dakota, Montana, Idaho, Washington and Oregon, providing technical assistance and financial resources through our Ventures, Horizons, and Connections programs.
Program areas	<p><i>Ventures-</i> The Foundation provides technical assistance and financial resources to up to 12 communities for 10 years so that they may develop and implement sustainable strategies. Future partnerships may include American Indian reservations.</p> <p><i>Horizons-</i> The Horizons program helps rural communities of fewer than 5,000 strengthen their leadership systems. It offers comprehensive community leadership programs and activities within communities that, in general, have experienced significant decline in population, income and resources.</p> <p><i>Connections-</i> The Connections program works to research develop or find the products communities need to advance their poverty-reduction initiatives.</p>
Available grants	The Foundation no longer accepts requests for grants. Rather than support individual institutions, they provide technical assistance and financial resources to help communities identify, share, and advocate for strategies and tools with lasting impact.
Application deadline	n/a
Eligibility requirements	Assistance is directed at specific communities and is determined through foundation staff research. Selection is based on geography, need, opportunity, and potential impact.
Application process	n/a

CHAPTER 8

Economic Action Programs/Cooperative Programs, USDA Forest Service	
Grant Type	Forestry/Capacity Building/Economic Development
Potential for Funding	Programs are targeted to benefit under-served and needy populations.
Contact Information	Specific contact person depends on geography Address: P.O. Box 3623, Portland, OR 97208 Phone: 503.808.2729 Fax: 503-808-2339 Web site: http://www.fs.fed.us/r6/coop/programs/rca/economic.htm
Program mission	The overall goal is to facilitate and foster sustainable natural resource management through partnerships with the private and public sectors as well as communities and tribes. Economic Action Programs include: Rural Community Assistance, Rural Development and The Northwest Forest Plan/Northwest Economic Adjustment Initiative
Available grants	A variety of community and economic development proposals can be funded. Proposals can range from requests to support community action plan development and other technical assistance, to project implementation requests from an existing action plan. Policy and Congressional direction focus funding to natural resource-based projects originating from local action plans that help communities diversify their economies.
Application deadline	Varies
Eligibility requirements	Communities, tribal governments, counties, municipalities, and not-for-profits with an economic development mission in areas dependent on forests and natural resources and: Community is within 100 miles of a National Forest Population is 10,000 people or less/county population is less than 22,550. At least 15% of the total primary and secondary labor and proprietor income is derived from wood products and forest-related industries such as recreation and tourism. Community is economically disadvantaged as a result of federal or private sector land management practices.
Application process	Varies by program. See website for guidelines/regional contacts.

CHAPTER 8

*Photo by Steve Karkanen
Lolo National Forest*

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CHAPTER 9

Technical Resources & Assistance



*Photo of Balsamorhiza growing after a prescribed burn
- Photo by Fire Management Division,
Confederated Salish and Kootenai Tribes*

TECHNICAL RESOURCES AND ASSISTANCE

This appendix provides a list of resources cited in each chapter as well as a list of web sites and suggested resources that relate to the material covered in each chapter. General information on intertribal organizations and BIA regional offices is provided.

CHAPTER 9

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CHAPTER 9

TRIBAL DIRECTORIES

2005 Indian Forestry and Natural Resource Directory	http://www.itcnet.org/directory.html	The Intertribal Timber Council (ITC) has released its annually updated Indian Forestry and Natural Resource Directory for 2005. The Directory provides up-to-date information for tribal and BIA offices across the country.
2005 Tribal Environmental Organizations Guide	http://www.epa.gov/indian/pdfs/trib-env-org-guide-05.pdf	The US Environmental Protection Agency provides a compilation of organizations it works with in various capacities through the US EPA Indian Program. This document provides a description and contact information for national and regional Indian programs across the United States. Many of the organizations are also highlighted in this section.

BUREAU OF INDIAN AFFAIRS – REGIONAL CONTACTS

REGION	REGIONAL DIR & FIRE MGMT OFFICER	ADDRESS & PHONE	AREA(S) COVERED
Alaska	Niles C. Cesar, Dir. Steve Hepner, FMO	P.O. Box 25520 Juneau, AK 99802-5520 Phone: 800.645.8397 Fax: 907.856.7252 Nat. Resources: 907.586.7404	Alaska, except for a small area under the jurisdiction of the Northwest Region Office.
Eastern	Franklin Keel, Dir. Tony Recker, FMO	Eastern Agency 711 Stewart Ferry Pike Nashville, TN 37214 Phone: 615.467.1700 Fax: 615.467.1701 Forestry: 615.564.6860	Alabama, Florida, Louisiana, Connecticut, Maine, New York, Mississippi, North Carolina
Eastern Oklahoma	Jeanette Hanna, Dir. Brent Gohring, FMO	P.O. Box 8002 3100 W. Peak Blvd. Muskogee, OK 74401-8002 Phone: 918.781.4600 Fax: 918.781.4604 Forestry: 918.781.4642	Part of Oklahoma; see Southern Plains for other offices in Oklahoma
Great Plains	William Benjamin, Dir. Darrell Ausborn, FMO	115 4 th Avenue, SE Aberdeen, SD 57401 Phone: 605.226.7343 Fax: 605.226.7446 Nat. Resources: 605.226.7621	Nebraska, North and South Dakota
Midwest	Terry Virden, Dir. Sean J. Hart, FMO	1 Federal Drive, Room 550 Ft. Snelling, MN 55111 Phone: 612.713.4400 Fax: 612.713.4401	Iowa, Michigan, Minnesota, Wisconsin

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REGION	REGIONAL DIR & FIRE MGMT OFFICER	ADDRESS & PHONE	AREA(S) COVERED
Navajo	Elouise Chicharello, Dir. Mark Hammond, FMO	P.O. Box 1060 Gallup, NM 87305 Phone: 505.863.8314 Fax: 505.863.8324 Fire Mgmt: 928.729.7367	Part of Arizona and New Mexico; see Southwest Region for other offices in New Mexico; see Western Region for other offices in Arizona
Northwest	Stanley Speaks, Dir. Cory Winnie, FMO	911 NE 11 th Ave Portland, OR 97232 Phone: 503.231.6702 Fax: 503.231.2201 Forestry: 503.231.2040	Part of Alaska and Montana, Idaho, Oregon, Washington; see Alaska Region for other offices in Alaska; see Rocky Mountain Region for other offices in Montana
Pacific	Clay Gregory, Dir. Yvonne Jones, Asst. FMO	2800 Cottage Way Sacramento, CA 95825 Phone: 916.978.6000 Fax: 916.978.6099	California
Rocky Mountain	Keith Beartusk, Dir. and Thomas Corbin, FMO	316 N. 26 th Street Billings, MT 59101 Phone: 406.247.7949 Fax: 406.527.7921	Wyoming, Montana; see Northwest Region for other offices in Montana
Southern Plains	Brian Pogue, Dir. Mark Sahmaunt, FMO	P.O. Box 368, WCD Office Complex Anadarko, OK 73005 Phone: 405.247.6673 Fax: 405.247.5611 Forestry: 405.247.1587	Kansas, Texas, Western Oklahoma; see Eastern Oklahoma for other offices in Oklahoma
Southwest	Larry Morin, Dir. Cal Pino, FMO	P.O. Box 26567 Albuquerque, NM 87125 Phone: 505.563.3100 Fax: 505.563.3101 Forestry: 505.563.3360	Colorado, part of New Mexico; see Navajo Region for other offices in New Mexico
Western	Wayne Nordwall, Dir. Leon Ben, Jr., FMO	P.O. Box 10 Phoenix, AZ 85001 Phone: 602.379.6600 Fax: 602.379.4413	Nevada, Utah, part of Arizona; see Navajo Region for other offices in Arizona
National Interagency Fire Center	Lyle Carlile, Chief Bodie Shaw, Deputy Chief	3833 S. Development Ave. Boise, ID 83705-5354 Phone: 208.387.5575 Fax: 208.387.5581	National

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Intertribal Organizations

<p>Intertribal Timber Council</p>	<p>http://www.itcnet.org</p>	<p>The ITC is a nonprofit nation-wide consortium of Indian Tribes, Alaska Native Corporations, and individuals dedicated to improving the management of natural resources of importance to Native American communities. The ITC works cooperatively with BIA, private industry, and academia to explore issues and identify practical strategies and initiatives to promote social, economic and ecological values while protecting and utilizing forests, soil, water, and wildlife. Over 60 tribes and Alaskan Native Corporations currently belong to the ITC.</p>
<p>Affiliated Tribes of Northwest Indians</p>	<p>http://www.atntribes.org/</p>	<p>In 1953 farsighted tribal leaders in the Northwest formed the Affiliated Tribes of Northwest Indians, and dedicated it to tribal sovereignty and self-determination. ATNI is a nonprofit organization representing 54 Northwest tribal governments from Oregon, Idaho, Washington, southeast Alaska, Northern California and Western Montana.</p>
<p>Alaska Intertribal Council</p>	<p>http://www.aitc.org/</p>	<p>The Alaska Inter-Tribal Council is a statewide, tribally governed non profit organization that advocates in support of 231 tribal governments throughout the state. The Council promotes indigenous self-determination by providing technical assistance to tribal governments, facilitating inter governmental and inter agency communication and collaboration, offering public education regarding Alaska Native cultures and tribal governments, and advocating on behalf of tribal initiatives and self-governance.</p>
<p>Council of Energy Resource Tribes</p>	<p>http://www.certreearth.com/</p>	<p>The Council of Energy Resource Tribes was founded by Indian Tribes out of necessity and out of a profound sense of collective self-confidence - the confidence that they could chart a new course of prudent development that would address Tribal priorities and values while contributing to a more secure energy future for all Americans.</p>
<p>Intertribal Bison Cooperative</p>	<p>http://www.intertribalbison.org/</p>	<p>ITBC has a membership of 42 tribes with a collective herd of over 8,000 bison. Membership of ITBC remains open and there is continued interest by non member tribes in the organization. ITBC is a non profit 501 (c) (3) tribal organization and is committed to reestablishing buffalo herds on Indian lands in a manner that promotes cultural enhancement, spiritual revitalization, ecological restoration, and economic development.</p>
<p>Intertribal Council of Arizona</p>	<p>http://www.itcaonline.com/</p>	<p>The Inter Tribal Council of Arizona was formed in 1953. In 1975 it established the Inter Tribal Council of Arizona, Inc. (ITCA) to provide a united effort to promote Indian self-reliance through public policy development. ITCA provides an independent capacity to obtain, analyze, and disseminate information vital to Indian community development. The 20 member tribes of ITCA are the highest elected tribal officials, tribal chairpersons, presidents, and governors.</p>

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Intertribal Council of Nevada	http://itcn.org/	The Intertribal Council of Nevada is made up of 26 tribes and community organizations in Nevada and the Great Basin regional areas. The ITCN serves as a political body for the small Nevada tribes and plays a major role in promoting health, education, social, economic, and job opportunity programs.
Intertribal Council of Michigan	http://www.itcmi.org/index.html	The Intertribal Council of Michigan (MITC) provides a forum for member tribes and advocates for development of programs and policies on improvement of economy, education, and quality of life for Michigan Native Americans. Additionally, MITC provides technical assistance to member tribes including development of tribal laws and regulations.
Intertribal Environmental Council of Oklahoma	http://www.itecmembers.org/	The Inter-Tribal Environmental Council of Oklahoma was formed in October 1992 by the signing of a Memorandum of Understanding between 20 Oklahoma tribes and EPA Region 6. Since that time other tribes have joined and the current membership includes 36 tribes in Oklahoma, New Mexico, and Texas. ITEC provides environmental management for air, land, and water resources to the member tribes.
Midwest Alliance of Sovereign Tribes	phone (715) 793-4386	The Midwest Alliance of Sovereign Tribes (MAST) consists of tribes from Wisconsin, Minnesota, Michigan, and Iowa. MAST formed to work pro-actively on common political and administrative issues and to advance, protect, preserve, and enhance their mutual interests, sovereignty, and cultural way of life.
Native American Fish and Wildlife Society	http://www.nafws.org	The Native American Fish and Wildlife Society exists for the protection, preservation, and enhancement of fish & wildlife resources. The Society's purposes are charitable, educational, scientific, and cultural.
National Tribal Environmental Council	http://www.ntec.org/	The National Tribal Environmental Council (NTEC) is a comprehensive resource for American Indian and Alaska Native communities, state & federal agencies, and private and non profit organizations interested in protecting tribal environments. NTEC's mission is to enhance each tribe's ability to protect, preserve and promote the wise management of air, land and water for the benefit of present and future generations.
Northwest Indian Fisheries Commission	http://www.nwifc.wa.gov/	Acting as a central coordinating body, the commission provides a forum for member tribes to jointly address natural resource management issues and enables tribes to speak with a unified voice on issues of mutual concern. The NWIFC is primarily a support service organization that provides direct services to its member tribes to assist them in their natural resource management efforts.
Tanana Chiefs Conference (Alaska)	http://www.tananachiefs.org/index.html	TCC is an intertribal consortium made up of 37 federally recognized Alaska Native Tribes and 5 non-recognized villages/Native groups located in Interior Alaska. From 1971 to the present, TCC has acted as the political, economic, legal, and social advocate as a non profit entity charged with meeting the governmental, health, and social needs of our Tribes.
United South and Eastern Tribes	http://www.usetinc.org/	The United South and Eastern Tribes is an intertribal organization comprised of 23 federally recognized tribes. The primary goals and objectives of USET include the promotion of tribal health, safety, welfare, education, economic development, and employment opportunities and the preservation of cultural and natural resources.

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WEBSITES AND RESOURCES

Traditional Use of Fire	
References on the American Indian Use of Fire in Ecosystems http://www.fs.fed.us/fire/fmt/Bibliography/Bibliography_Indian_Use_of_Fire1.rtf	Compiled by Gerald W. Williams, Ph.D., historical analyst, USDA Forest Service (July 15, 2003). This resource provides an extensive discussion of American Indian use of fire across the United States and Canada and includes a 100-page annotated bibliography that is categorized by geographic area.
Confederated Salish and Kootenai Tribes, "Fire on the Land" http://www.cskt.org/tr/fire_firehistoryproject.htm	This web site is a product of the Salish and Kootenai Tribes' Fire History Project and provides access to a variety of materials dealing with native peoples and fire in the northern Rockies.
Fire Management Today http://www.fs.fed.us/fire/fmt/articles_index.html	This web site provides access to on-line copies of Fire Management Today from 1991 to the present. Fire Management Today provides an opportunity for information exchange and serves as a clearinghouse for new techniques, ideas, and technologies for the wildland fire community. Volume 60 (2000) dedicates an entire journal to American Indian use of fire.
California Indian Basketweavers Association http://www.ciba.org	The California Indian Basketweavers Association's mission is to preserve, promote, and perpetuate California Indian basketweaving traditions while providing a healthy physical, social, spiritual, and economic environment for basketweavers.

Tribal and Federal Policy	
National Congress of American Indians http://www.ncai.org	This site offers links to other resources, compiles pertinent tribal information, and provides a platform for networking on-line. NCAI is based in Washington D.C. tracks legislation that affects tribes. Regular news broadcasts are archived and can be searched through the web site's search engine. A search for "fire" brought up two hits.
Native American Rights Fund http://narf.org	NARF provides legal consultation and representation to Indian tribes, organizations and individuals worldwide. It is one of the oldest and largest non profit law firms; its web site provides a collection of Indian law resources. There is a link to the National Indian Law Library (http://nillcat.narf.org/)
Indianz.com http://indianz.com	This website provides up to date news and information from a Native American perspective.

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Consultation	
Native American Consultation Database http://www.cast.uark.edu/other/nps/nacd/	The Native American Consultation Database is a tool for identifying consultation contacts for Indian tribes, Alaska Native villages and corporations, and Native Hawaiian organizations. The database is not a comprehensive source of information, but provides a starting point for the consultation process by identifying tribal leaders and Native American Graves Protection and Repatriation Act contacts.
National Congress of American Indians http://198.104.130.237/ncai/index.jsp?pg=3	The NCAI web site addresses policy issues including tribal-state/federal consultation.
Confederated Tribes of Warm Springs MOU with National Forests, BLM, and BIA http://www.wsfpi.com/Docs/16%20CTWS%20USFS%20MOU%204-25-03.pdf	This MOU provides a government-to-government consultation and collaboration framework for tribes to work with National Forest, and Dept. of Interior agencies on natural resource-related issues.

Federal Wildland Fire Management	
Fire Program Analysis System http://www.fpa.nifc.gov	This site is the primary web site for information related to the Fire Program Analysis system. The interagency site aims to provide fire managers with a common process for fire management planning and budgeting. This site includes templates, sample plans, suggested training schedules, and comparative analyses of different management strategies.

Community Fire Planning	
Firewise http://www.firewise.org/	This site provides extensive information related to the Firewise program. Case studies, resources, links, special events, and workshop information are listed on the site.
National Fire Plan http://www.fireplan.gov	The National Fire Plan site provides materials on the National Fire Plan and related federal policies. The site provides grant information, success stories, research studies, and links.
National Wildfire Coordinating Group http://www.nwccg.gov	The site provides information on NWCCG activities and publications.
National Interagency Fire Center http://www.nifc.gov	The NIFC web site provides information related to wildland fire management including wildland fire statistics; outreach, prevention, and education; safety; training and qualifications; and science and technology. Links include the Joint Fire Science Program, Incident Records Management, and Fire Program Analysis.
Northwest Interagency Coordination Center http://www.nwccweb.us/information/fire_info.asp	The National Interagency Coordination Center is the focal point for overseeing all interagency coordination activities throughout the United States. Located in Boise, Idaho, the NICC also provides Intelligence and Predictive Services related-products designed to be used by the internal wildland fire community for wildland fire and incident management decision making.

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<p>National Fire Protection Association http://www.nfpa.org</p>	<p>The mission of the international nonprofit NFPA is to reduce the worldwide burden of fire and other hazards on the quality of life by providing and advocating consensus codes and standards, research, training, and education. NFPA membership totals more than 79,000 individuals from around the world and more than 80 national trade and professional organizations.</p>
<p>Southwest Sustainable Forest Partnership http://www.southwestareagrants.org/az/fcsfp.php</p>	<p>The Southwest Sustainable Forest Partnership is a partnership between Arizona, New Mexico, and USDA Forest Service Region 3. The web site provides information on fire and biomass utilization grants and a guide for creating CWPPs in the Southwest (http://www.southwestareagrants.org/images/wildfire_plan_guide.pdf).</p>
<p>National Database of State and Local Wildfire Hazard Mitigation Programs http://www.wildfireprograms.usda.gov/index.html</p>	<p>This database of state and local wildfire hazard mitigation programs serves as a clearinghouse of information about non federal programs aimed at reducing the risk of loss of life and property through hazardous fuels reduction on private lands.</p>
<p>Resource Innovations, Univ. Oregon ri.uoregon.edu/programs/CCE.html</p>	<p>This web site provides information on wildfire and poverty, tribal wildfire programs, and community fire plans.</p>
<p>National Interagency Fire Center Communicator's Guide http://www.nifc.gov/preved/comm_guide/wildfire/index2.html</p>	<p>This interactive resource provides a wealth of information for the land manager, teacher, firefighter, ranger, or elected official. The Guide provides a concise background on the ecological and social aspects of fire as well information on how to educate the general public about wildland fire management.</p>

Economic Development through Wildland Fire Management

<p>National Center for American Indian Enterprise Development http://www.ncaied.org</p>	<p>The NCAIED is dedicated to helping Native Americans through the steps of business development and expansion. The web site provides links to several resources as well as an index of Native American-owned businesses.</p>
<p>Native American Business Network http://www.onaben.org/</p>	<p>Established in 1993, ONABEN is a non profit, public benefit organization whose goal it is to provide support, mentorship, funding, and networking for Native American business owners. This site provides information about upcoming events, as well as online networking opportunities, information, and links to other organizations.</p>
<p>First Nations Development Institute http://www.firstnations.org/</p>	<p>The First Nations Development Institute supports culturally relevant and sustainable business practices. They have both grant and loan money available for Indian business projects that fit the vision of maintaining cultural integrity, rebuilding sovereign nation economies, and supporting sustainability. Publications include a link to a resource guide titled <u>Forest Certification on Tribal Land</u>.</p>
<p>Northern California Indian Development Council http://www.ncidc.org/info.html</p>	<p>This web site has compiled a list of community resources for Humbolt, Del Norte, and Glenn counties in California. Resources listed address issues of education, health and mental health, economic development, legal services, and emergency assistance, etc. Listed under the heading "NCIDC Services" is a link to "Fire Assistance Program."</p>

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<p>Falmouth Institute http://www.falmouthinst.com/</p>	<p>The Falmouth Institute provides seminars, classes, consultations, and publishing services. Seminars are open-enrollment and range in topic from law and government to education, gaming, housing, environment, and business. This site gives an overview of upcoming classes, conferences, seminars, and publications, and offers access to its monthly publications on-line for a fee.</p>
<p>Intertribal Information Technology Company http://iitc.us/</p>	<p>IITC provides document conversion services. A collaboration of firms owned by ten different tribes, this company's focus is information technology. In 2004 the U.S. Small Business Administration contracted with IITC to assist 20 tribes and individual Indian businesses in the creation of forest restoration companies that will reduce wildland fire risk and improve forest health.</p>
<p>Center for American Indian Economic Development http://www.cba.nau.edu/business/caied/</p>	<p>The Center for American Indian Economic Development is located on University of Arizona's campus. The center developed the Arizona Indian Economic Forum, an annual conference that focuses on business development. The center provides training and education, development projects, publications, and keeps an updated list of grant alerts for a fee.</p>
<p>Institute for Tribal Professionals http://www4.nau.edu/itep/resources/</p>	<p>The Institute for Tribal Environmental Professionals was created to act as a catalyst among tribal governments; research and technical resources at Northern Arizona University; various federal, state and local governments; and the private sector, in support of environmental protection of Native American natural resources. ITEP was established at NAU in 1992, in cooperation with USEPA and seeks to assist tribes in the management of environmental resources through training and education programs</p>

<h2>Stewardship Contracting</h2>	
<p>Red Lodge Clearinghouse http://www.redlodgeclearinghouse.org/legislation/stewardship.html</p>	<p>The Red Lodge Clearinghouse provides a thorough introduction to stewardship contracting as well as several links to other relevant web sites.</p>
<p>Pinchot Institute http://www.pinchot.org/</p>	<p>The Pinchot Institute has a Forest Conservation Stewardship program that provides several learning materials related to stewardship contracting.</p>
<p>The Watershed Center http://www.thewatershedcenter.org/promostew.htm</p>	<p>The Watershed Center promotes sustainable rural economic development and provides resources related to stewardship contractor training.</p>
<p>Ecosystem Workforce Program http://ewp.uoregon.edu/programs.html</p>	<p>Ecosystem Workforce Program was created to help lead the rural Pacific Northwest into the age of ecosystem management--management for healthy communities and healthy environments. The Program has several training and technical assistance materials related to stewardship contracting and contracting in general.</p>

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Small-diameter Wood/Biomass Utilization

<p>Forest Service Forest Products Laboratory http://www.fpl.fs.fed.us/</p>	<p>The Forest Service’s Forest Products Laboratory web site provides an extensive collection of resources related to smallwood and biomass utilization.</p>
<p>US Forest Service Woody Biomass Utilization http://www.fs.fed.us/forestmanagement/WoodyBiomassUtilization/</p>	<p>The Forest Service Small Diameter Utilization (SDU) web site has become the Woody Biomass Utilization web site. This signals an expansion of the information found on the web site. The web site will now include information about managing and using all the woody material grown in a forest, and not just the use of small diameter trees. Important grant information is also available on the web site.</p>

Carbon Sequestration

<p>The Climate Trust http://www.climatetrust.org</p>	<p>The Climate Trust specializes in carbon-offset projects and provides extensive information on current and past projects.</p>
<p>The National Carbon Offset Coalition http://www.ncoc.us</p>	<p>NCOC provides a unique opportunity for landowners, public and private corporations, tribal, local, and state governments to participate in a market-based conservation program that can help offset the environmental impacts of greenhouse gases.</p>
<p>Chicago Climate Exchange http://www.chicagoclimatex.com/</p>	<p>The Chicago Climate Exchange is the world’s first and North America’s only voluntary, legally binding rules-based greenhouse gas emission reduction and trading system.</p>

Mapping, Planning and Fire Data

<p>Aboriginal Mapping Network www.nativemaps.org</p>	<p>The Aboriginal Mapping Network is a collection of resource pages for First Nation mappers who are looking for answers to common questions regarding mapping, information management and GIS.</p>
<p>ESRI Conservation Program http://www.conservationgis.org/aatribal.html</p>	<p>Provides annotated lists of Native American, Indigenous and First Nations groups involved in Conservation/Geography, and other tribal resources for Conservation GIS. Provides non profit support through a grant program specifically focusing on native and aboriginal mapping projects.</p>
<p>Intertribal GIS Council igc@itgisc.org</p>	<p>The Intertribal GIS Council (IGC) is a national non profit organization dedicated to promoting tribal self-determination by improving management of geographic information and building intertribal communication networks. The IGC was established in 1993 to educate Native people and tribal organizations about the many useful applications of spatial data technologies such Geographical Information Systems (GIS).</p>

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<p>LANDFIRE http://landfire.gov</p>	<p>LANDFIRE is a five-year, multi-partner wildland fire, ecosystem, and wildland fuel mapping project. This project will generate consistent, comprehensive maps and data describing vegetation, fire, and fuel characteristics across the United States. The consistent and comprehensive nature of LANDFIRE methods ensures that data will be nationally relevant, while the 30-meter grid resolution assures that data can be locally applicable. LANDFIRE meets agency, partner, and stakeholder needs for data to support landscape fire management planning, prioritization of fuel treatments, collaboration, community and firefighter protection, and effective resource allocation.</p> <p>LANDFIRE’s objective is to provide consistent, nationwide data describing wildland fuel, existing vegetation composition and structure, historical vegetation conditions, and historical fire regimes to assist:</p> <ul style="list-style-type: none"> • Identification of areas at risk due to accumulation of hazardous fuel • Prioritization of hazardous fuel reduction projects • Improvement of coordination between agencies with regard to fire and other resource management • Modeling real-time fire behavior to support tactical decisions to ensure sufficient wildland firefighting capacity and safety • Modeling potential fire behavior and effects to strategically plan projects for hazardous fuel reduction and the restoration of ecosystem integrity on fire-adapted landscapes
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Community-Based Integrated Fire Management

<p>U.S. Fire Learning Network http://tncfire.org/usfln</p>	<p>The Fire Learning Network was created in 2002 to accelerate the restoration of forests and other fire-dependent ecosystems. Each Network project is composed of an assortment of entities (e.g., NGOs, agencies, community members, and tribes) that are committed to working collaboratively to address fire-related issues in a given landscape. The Network currently has more than 60 sites across the U.S. that are engaged in this type of inclusive, community-based planning process. The Fire Learning Network is funded by the NFP through a cooperative agreement between The Nature Conservancy, the USDA Forest Service and several Department of Interior agencies (including BIA).</p> <p>The same cooperative agreement is funding ecologically-based fire training opportunities, and a national fire education program. In conjunction with the Fire Learning Network, these programs are valuable resources to tribes and other groups that are dealing with local fire-related issues and opportunities, especially in landscapes that include multiple land owners and other stakeholders.</p>
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Consulting Services

<p>Intertribal Information Technology http://www.iitc.us</p>	<p>The Intertribal Information Technology Company (IITC) is a consortium of Native American Information Technology firms that specialize in data conversion and data management. IITC recently received a contract with the Small Business Administration to in the economic development of Tribal small businesses through the creation of 20 firms that will reduce wildland fire risks to people, communities, and the environment.</p>
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CHAPTER 9

Environmental and Resource Assistance

U.S. EPA Environmental and Natural Resource Assistance Handbook

<http://www.epa.gov/indian/tribhand.htm>

This handbook was developed by the Domestic Policy Council Working Group on American Indians and Alaska Natives (Working Group). The handbook is intended to provide a central location for federal sources of both technical and financial assistance available to tribes for environmental management.

GRANT RESOURCES

Grants and Funding Resources, U.S. Environmental Protection Agency	http://www.epa.gov/epaoswer/non-hw/tribal/finance.htm
Grant-writing Tutorial Environmental Protection Agency	http://www.epa.gov/grtlakes/seahome/grants.html
Web-based Grant-writing Tools, Non-profit Guides	http://www.npguides.org/
Grant Proposal Writing Tips, Corporation for Public Broadcasting	http://www.cpb.org/grants/grantwriting.html
A Proposal Writing Short Course, The Foundation Center	http://fdncenter.org/learn/shortcourse/prop1.html
The Grantseeking Process, The Foundation Center	http://fdncenter.org/learn/orient/intro1.html
A Practical Guide for Writing Proposals, Alice Reid, M. Ed	http://members.dca.net/areid/proposal.htm
Tips on the Grant-writing Game, Ralph T. Nelsen	http://www.col-ed.org/Funding/tips.htm
The Art of Grantsmanship, Dr. Jacob Kraicer,	http://www.med.uwo.ca/physiology/courses/survivalwebv3/artofgrantsmanship.html

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Intertribal Timber Council
<http://www.itcnet.org>



Resource Innovations, University of Oregon
<http://ri.uoregon.edu>

