

**Forest Service Manual
National Headquarters - Washington Office
Washington, DC**

**Forest Service Manual 1300 – Management
Chapter 1310 - Methods of Doing Business**

Amendment: 1300-2009-3

Effective date: October 06, 2009

Duration: This amendment is effective until superseded or removed.

Superseded Directive: 1310, Amendment 1300-90-5, June 19, 1990

Approved by: Charles L. Myers, Deputy Chief, Business Operations

Date approved: September 29, 2009

Responsible Staff:

Explanation of changes: Following is an explanation of the changes throughout the directive by section.

1310: Makes minor editorial and formatting changes and updates staff names. Makes no other substantial changes or corrections to the chapter.

1312: Updates entire section and incorporates new policy.

1313: Establishes new code, caption, and direction for Sustainable Operations.

1313.01c: Adds the Executive Order “Federal Leadership in Environmental, Energy, and Economic Performance” signed by President Obama on October 5, 2009.

Table of Contents

1311 - Work Force Management and Planning	4
1311.01 - Authority	4
1311.02 - Objective	4
1311.03 - Policy	4
1311.04 - Responsibility	5
1311.04a - Washington Office	5
1311.04b - Region Directors, Station Directors, Area Director, IITF Director, Line Officers, and Leaders	6
1311.05 - Definition	6
1311.1 - Work Force Planning	8
1311.2 - Documentation	8
1312 - Performance of Commercial Activities	9
1312.01 - Authority	9
1312.02 - Objective	9
1312.03 - Policy	9
1312.04 - Responsibilities	10
1312.04a - Secretary of Agriculture	10
1312.04b - Washington Office	10
1312.04c - Regions, Stations, and Area	11
1312.05 - Definitions	11
1312.1 - Review Schedule	11
1312.13 - Conduct of Reviews	12
1312.16 - Decisions	12
1312.2 - Personnel Considerations	12
1313 - Sustainable Operations - Managing the Forest Service Environmental Footprint	12
1313.01 - Authority	12
1313.01a - Laws	12
1313.01b - Regulations	12
1313.01c - Executive Orders	13
1313.02 - Objective	13
1313.03 - Policy	14
1313.04 - Responsibility	15
1313.04a - Chief and Associate Chief	15
1313.04b - Deputy Chiefs	15
1313.04c - Director of International Programs	15
1313.04d - Region Directors, Station Directors, Area Director, IITF Director, Line Officers, and Leaders	15
1313.05 - Definitions	15
1313.06 - Reporting Requirements	17
1313.07 - Methods	17
1313.07a - Implementation	17

1313.07b - Forest Service Climate Council	18
--	-----------

1311 - Work Force Management and Planning

Work force management is a strategy for accomplishing unit programs effectively at the lowest cost. Planning for and managing the work force requires the analysis of the numbers and kinds of people and the skills needed to accomplish constantly changing priorities and programs, and considers alternative ways of doing business using:

1. Human Resource Program enrollees.
2. Volunteers.
3. Contracts.
4. Grants.
5. Cooperative agreements.
6. New equipment and technologies.
7. Work standards.
8. Other innovative approaches such as quality of work life sensing, employee performance awards, and teaching employees new skills.

1311.01 - Authority

The laws, regulations, and other Federal issuances directing the management practices of the Forest Service contain delegated authority to practice work force management principles.

Continuing requirements not included in the Forest Service directive system are in Presidential, Office of Management and Budget (OMB), and Departmental management improvement initiatives.

1311.02 - Objective

To reliably identify the composition, sizes, and organization of the work force, after considering alternative approaches to achieve unit goals, to the most efficient workforce at the lowest cost.

1311.03 - Policy

Line officers shall seek innovative and least-cost alternative ways of doing business, and select and manage the work force to achieve assigned program objectives and targets at a satisfactory level of performance. Integrate work force planning into the program budget process, and evaluate its efficiency and effectiveness through management reviews and performance evaluations.

1311.04 - Responsibility

Provides necessary documentation as described in section 1311.2

1311.04a - Washington Office

1. Strategic Planning, Budget and Accountability (SPBA) Staff. The SPBA staff provides Planning, Budgeting and Management Information (PBMI) to identify work force and organizational needs, target levels, full time equivalents (FTE), travel constraints, and national program priorities.
2. Human Resource Management (HRM) and Civil Rights (CR) Staffs. The HRM and CR staffs:
 - a. Provide servicewide technical leadership, coordination, and monitoring of work force management activities.
 - b. Facilitate the work force management process, incorporating input from other Washington Office staffs.
 - c. Recommend national direction for work force management for incorporation into the program development and budget process.
 - d. Monitor performance elements by regional foresters, station directors, and Area Director.
 - e. Coordinate the following elements of work force management:
 - (1) Organization and position management (FSM 1220).
 - (2) Unit size and location standards (FSM 1240).
 - (3) Delegations of authority (FSM 1230).
 - (4) Requirements of OMB Circular A-76 (FSM 1312).
 - (5) Management improvement initiatives (FSM 1340).
 - (a) Provide personnel data from available information systems upon request or as considered appropriate to field units and Washington Office staffs.
 - (b) Provide staff support and analysis to line managers and personnel lists to meet affirmative action goals, recruitment targets, and skills needs; provides other personnel information related to work force staffing needs and decisions.
3. Staff Directors. All staff directors are responsible for monitoring and analyzing program trends and work force requirements using various data bases, management

reports, and information systems. Staff directors shall incorporate their findings into program development, budget direction, and work plans.

1311.04b - Region Directors, Station Directors, Area Director, IITF Director, Line Officers, and Leaders

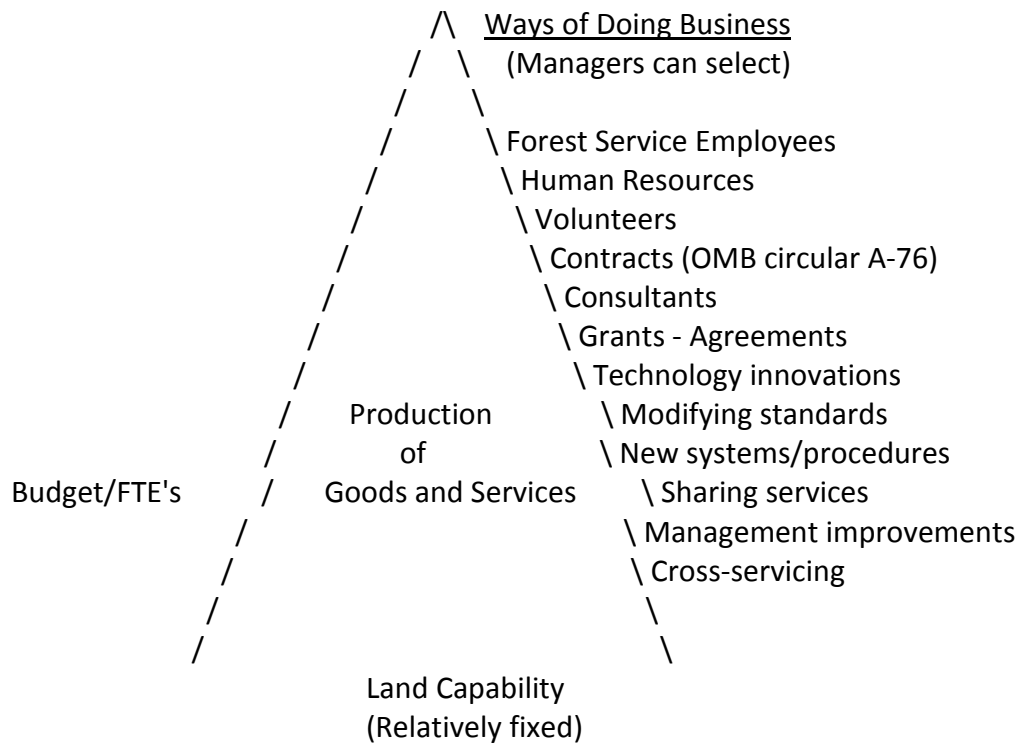
Region directors, station directors, Area Director, IITF Director, line officers, and leaders shall provide necessary workforce management documentation as described in section 1311.2.

1311.05 - Definition

Workforce Management. A comprehensive process that provides managers with a framework for making staffing decisions based on an organization's mission, strategic plan, budgetary resources, and a set of desired workforce competencies (ex. 01).

1311.05 - Exhibit 01

Work Force Management Model



1311.1 - Work Force Planning

Effective work force management requires a planning process that includes collecting, quantifying, and analyzing many kinds of information. Use this process to explore alternatives and to develop cost effective means for meeting organizational goals, targets, and objectives tailored to the local operations.

The planning process must include:

1. Analysis of current ways of doing business, including the composition of the work force to meet current workload demands and quality standards at reasonable costs.
2. Evaluation of the type of work force, or other economical options, needed to meet future workload demands, quality standards, and priorities annually directed through the national program development and budget and work planning processes.
3. Comparison of what currently exists (para. 1) with what is needed (para. 2) in order to make informed management decisions for program budget preparation.
4. Planning and implementing necessary changes in the work force or the organization required for annual and outyear programs.

1311.2 - Documentation

Document plans and actions to support decisions, should be included. Reporting of these decisions to the Washington Office is not required.

The type of documentation needed depends upon the size, complexity, and management system of the unit. A large, complex, production-oriented national forest requires more comprehensive and structured documentation than a relatively stable research station, where work force management is generally handled through the position management, budget development, and program review processes.

Establish minimum standards for documenting work force management using a management-by-objectives approach. Additionally, prepare a long-range plan to meet changing organizational goals over the next 3 to 5 years that includes:

1. Planned changes in ways of doing business.
2. Anticipated changes in program emphasis and standards (quality or quantity).
3. Proposed changes in staffing requirements and reasons for such changes.

4. Additional initiatives and areas of emphasis or de-emphasis having long-term work force or organizational impacts.
5. Affirmative action goals, objectives, and impacts resulting from work force changes.
6. Barriers to good work force management.

1312 - Performance of Commercial Activities

1312.01 - Authority

Office of Management and Budget (OMB) Circular A-76 (the circular) revised May 2003, establishes Federal policy for the performance of commercial activities and supersedes all prior direction regarding performance of commercial activities. The circular establishes Federal policy for the competition of commercial activities (competitive sourcing) and outlines inventory requirements for categorizing all activities performed by government personnel as either commercial or inherently governmental in the annual agency inventory required under the Federal Activities Inventory Reform (FAIR) Act of 1998. The Department of the Interior, Environment, and Related Agencies Appropriations Act, 2009 ("FY 2009 Appropriations Act"), Pub. L. No. 111-8, div. E, tit. IV, section 414, prohibits the use of funds on Forest Service competitive sourcing studies and any related activities involving Forest Service personnel, so all such Agency activities are suspended pending direction to the contrary. OMB memorandum "Plans for Commercial Services Management," dated July 11, 2008, recognizes that agencies use a variety of techniques to improve the operation of their commercial functions, and provides direction for "Commercial Services Management" (CSM). OMB memorandum "Managing the Multi-Sector Workforce" (M-09-26 dated July 29, 2009), sets forth the framework to enable agencies to achieve the best mix of public and private labor resources through "Optimum Sourcing" or "Insourcing".

1312.02 - Objective

Use management efficiency assessments, program reviews and performance indicators to identify the most appropriate method(s) for reducing operating costs while improving program management and delivery. Use business process reengineering and other standard methods to assess the as-is situation and propose changes that increase program efficiency and effectiveness while decreasing operating costs. Implement approved changes. Regularly assess performance and track costs to enable calculation and reporting of savings attributable to the changes, and to identify any deviations from performance requirements originally identified.

1312.03 - Policy

Comply with the requirements and procedures contained in OMB Circular A-76, the FAIR Act and associated Office of Management and Budget direction when not otherwise directed by law. Ensure that all assessments and studies intended to increase program efficiency and

effectiveness and/or decrease operating costs assess the potential impacts to Agency firefighting and emergency response capabilities that would result from changes proposed.

1312.04 - Responsibilities

1312.04a - Secretary of Agriculture

Unless delegated to a lower level, the Secretary's office retains the authority for all items in the circular assigned to the "Competitive Sourcing Official."

1312.04b - Washington Office

1. Deputy Chief for Business Operations. The Deputy Chief for Business Operations has the overall responsibility and authority for implementation of Office of Management and Budget (OMB) Circular A-76, the Commercial Services Management and Managing the Multi-Sector Workforce Initiatives, and the FAIR Act. All responsibility under the circular is delegated to the Director of Strategic Planning, Budget and Accountability (SPBA) except for cost comparisons. Responsibility related to update of the annual FAIR Act inventory is delegated to the Director of Human Resource Management.

2. SPBA. The Director of SPBA is responsible for the following:

- a. Manage agency Commercial Services Management and Multi-Sector Workforce Analysis efforts.
- b. Provide communication with USDA Office of the Chief Financial Officer/Competitive Sourcing Official.
- c. Coordinate and conduct reviews required under the CSM and Multi-Sector Workforce Analysis initiatives.
- d. Prepare reports of costs and savings in accordance with applicable law, regulations, and USDA policy/direction.
- e. Respond to information requests from USDA, Office of Management and Budget, and others.
- f. Maintain official files on competitive sourcing competitions in accordance with circular requirements.

3. Human Resource Management (HRM). The Director of HRM is responsible for the following:

- a. Timely completion and submittal of the annual FAIR Act Inventory update and supporting documentation.

- b. Response to appeals related to the FAIR Act inventory coding.
 - c. Providing specialized human resource advisory support to management studies as needed, in areas such as employee and labor relations, position classification, workforce analyses, position costing and transition planning.
 - d. Providing for adversely affected employees within prescribed Human Resource Management and Civil Rights procedures.
2. Acquisition Management Staff. The Director of Acquisition Management is responsible for timely completion and submittal of any OMB-required inventory or other reports of activities performed pursuant to contracts for services.

1312.04c - Regions, Stations, and Area

1. Regional foresters, Area Director, and station directors or their deputies, have the overall responsibility and authority to support implementation of the CSM initiative in accordance with assigned responsibilities.
 - a. Ensure timely and accurate compliance with data requests related to management efficiency assessments, business process reengineering efforts and CSM reviews.
 - b. Ensure timely and accurate reporting of costs and savings related to CSM efforts as applicable.
 - c. Provide management support to CSM efforts and serve as management representative to individual study teams as necessary.
 - d. Provide subject matter experts as necessary to participate on management study teams.

1312.05 - Definitions

Commercial Activity. A recurring service that could be performed by the private sector. This recurring service is an Agency requirement that is funded and controlled through a contract, fee-for-service agreement, or performance by Government personnel. A commercial activity is not so intimately related to the public interest as to mandate performance by Government personnel.

1312.1 - Review Schedule

Schedule reviews as required by OMB and/or USDA direction, as provided for in implementation plans and as necessary based on performance indicators.

1312.13 - Conduct of Reviews

Conduct reviews in accordance with OMB and/or USDA direction, as described in implementation plans and consistent with standard industry practices.

1312.16 - Decisions

The Executive Leadership Team shall be briefed on the findings and recommendations of all management studies with nationwide implications. The Chief, in consultation with the ELT, will make and announce all decisions resulting from such studies.

1312.2 - Personnel Considerations

In some cases, management must undertake a reduction-in-force due to organizational changes resulting from implementation of a management action to improve program effectiveness or efficiency. The procedures for assisting displaced persons are outlined in FSM 6100. Human Resource Management and Civil Rights specialists shall assist in this endeavor.

1313 - Sustainable Operations - Managing the Forest Service Environmental Footprint

1313.01 - Authority

1313.01a - Laws

1. Energy Policy Act of 2005 (Public Law 109-58; August 8, 2005). Establishes direction and standards for energy efficiency for Federal agencies as they deliver their respective missions. Also includes fleet management, facility management, and water conservation.
2. Energy Independence and Security Act of 2007 (Public Law 110-140). The Act is an omnibus energy policy law that mainly addresses increased energy efficiency and availability of renewable energy. The Act includes a number of provisions that affect the Forest Service, including Federal fleet standards, biomass utilization, Federal building energy efficiency, and carbon capture and sequestration.

1313.01b - Regulations

United States Department of Agriculture Departmental Regulation 5500-001, Facilities Energy and Water Conservation and Utilities Management. U.S. Department of Agriculture passes along direction on (and reporting requirements for) facility, energy, and water conservation as well as utilities management. Much of this direction provides implementation guidance for Executive Order 13423.

1313.01c - Executive Orders

Executive Order 13423 Strengthening Federal Environmental, Energy, and Transportation Management establishes that it is the policy of the United States that Federal agencies conduct their environmental, transportation, and energy-related activities under the law in support of their respective missions in an environmentally, economically and fiscally sound, integrated, continuously improving, efficient, and sustainable manner. The EO consolidates and strengthens five Executive orders and two memorandums of understanding and establishes new and updated goals, practices, and reporting requirements for environmental, energy, and transportation performance and accountability. It directs agency heads to implement sustainable practices within the agency. In its “Instructions for Implementing Executive Order 13423” dated

March 29, 2007, the White House Council on Environmental Quality (CEQ) defines agency requirements and establishes broad strategies for achieving requirements set forth under the EO.

Federal Leadership in Environmental, Energy, and Economic Performance establishes policy intended to create a clean energy economy and directs Federal agencies to lead by example. The EO orders agencies to increase energy efficiency; decrease greenhouse gas emissions; improve water conservation; enhance pollution prevention efforts; leverage agency acquisitions to promote greener purchasing and improve sustainability of agency buildings; strengthen their local communities; and keep Federal employees involved in the achievement of these goals. The EO further requires project prioritization based on economic and social benefits and costs, as well as performance-based annual reprioritization. All efforts and outcomes in this order, including benefits and costs, must be posted to publicly available websites.

1313.02 - Objective

The Forest Service mission is to sustain the health, diversity, and productivity of the Nation’s forests and grasslands to meet the needs of present and future generations. The Agency has two ways where meeting our mission contributes toward sustainability. One is through the outcomes of managing resources on landscapes (sustainable production) and the second is through managing the environmental impacts of our work and business activities (sustainable consumption).

The objective of sustainable operations is to institutionalize a business model that minimizes adverse impacts to the environment resulting from Agency operations and individual employee actions and facilitates an expanded and integrated systems approach to operations and asset management. The agency shall report accomplishments of sustainable business practices that reflect the results of integrated institutional and personal actions and specific place-based actions.

The Forest Service uses Environmental Management System (EMS) to minimize the environmental impacts of facilities and natural resource management programs. In accordance with Executive Order 13423, the Forest Service shall implement and monitor sustainable operations actions through their Environmental Management Systems. Specific Agency direction for Environmental Management Systems is in FSM 1330.

1313.03 - Policy

Within the Agency, line officers, supervisors, and managers shall implement sustainable practices at each unit for:

1. Energy. Improve energy efficiency and reduce greenhouse gas emissions, through the reduction of energy use. Shift toward renewable energy sources such as solar power and biomass.
2. Water Conservation. Reduce water consumption in Agency buildings, grounds and related facilities.
3. Green Purchasing. Increase the sustainability performance of purchased goods and services, and the performance of our suppliers, contractors and partners. Increase procurement of environmentally preferable products where feasible. Increase the number of Forest Service buildings that are Leadership in Energy and Environmental Design (LEED) certified.
4. Fleet and transportation. Improve transportation and travel practices, which in turn will reduce harmful emissions, increase operational and fuel efficiency, and reduce the use of non-renewable fuel.
5. Waste Prevention and Recycling. Minimize waste generation and reduce landfill use. Reduce consumption, reuse and recycle materials.
6. Sustainability leadership. Proactively support sustainable practices.

Forest Service Sustainable Operations Principles, and long-term goals are summarized in the following table.

	A	
Waste Prevention and Recycling	C	Zero Waste
Fleet/Transportation Monitoring	H	Zero Emissions
Energy Awareness	I	Zero Net Energy Usage
Green Purchasing	E	Zero Toxics
Water Conservation	V	Zero Watershed Impact
Leadership	E	No Habit Left Unexamined
	S	

1313.04 - Responsibility

1313.04a - Chief and Associate Chief

The Chief and Associate Chief provide leadership and oversight for implementing, monitoring, and reporting of sustainable operations by region/station/Area/IITF.

1313.04b - Deputy Chiefs

1. Forest Service Climate Council. The Forest Service Climate Council provides oversight for and coordination of Agency sustainable operations policy and practices. The Forest Service Climate Council is composed of an Associate Deputy Chief from each deputy area.
2. Deputy Chief for Business Operations. The Deputy Chief for Business Operations maintains policy and direction for sustainable operations, coordinates review of region/station/Area/IITF reporting on sustainable operations.
3. Deputy Chief for National Forest Systems. The Deputy Chief for National Forest Systems maintains policy and direction for sustainable resource management.
4. Deputy Chief for State and Private Forestry. The Deputy Chief for State and Private Forestry serves as primary contact for supporting sustainable operations with our major partners and stake holders.
5. Deputy Chief for Research and Development. The Deputy Chief for Research and Development, in conducting research on sustainable natural resource management, provides leadership in implementing, monitoring, and reporting and coordinates sustainable operations within research programs.

1313.04c - Director of International Programs

The Director of International Programs maintains policy and direction for sustainable operations and is the International Lead for Sustainability (sustainable resource management).

1313.04d - Region Directors, Station Directors, Area Director, IITF Director, Line Officers, and Leaders

Regional foresters, station directors, Area Director, IITF Director, other line officers, and leaders are responsible for providing leadership in implementing, monitoring and reporting on, sustainable operations actions within their respective units.

1313.05 - Definitions

Energy Efficiency. Measures, practices, or programs that reduce the energy used by specific devices and systems, typically without adversely affecting the services provided.

Such savings are generally achieved by substituting technically more advanced equipment or by improving operating procedures (for example, operations and maintenance procedures) to produce the same level of end-use services (for example, lighting, heating, motor drive) with less energy input.

Energy Management. Reducing the consumption of energy used in our buildings and laboratory facilities as measured by energy intensity (consumption per gross square foot of building space). For more information, see FSM 2170 and FSM 7180.

Environmental Management System (EMS). A set of processes and practices that enable an organization to increase its operating efficiency, continually improve overall environmental performance and better manage and reduce its environmental impacts, including those environmental aspects related to energy and transportation functions. EMS implementation reflects accepted quality management principles based on the “Plan, Do, Check, Act,” model found in the ISO 14001:2004(E) International Standard and using a standard process to identify and prioritize current activities, establish goals, implement plans to meet the goals, evaluate progress, and make improvements to ensure continual improvement. For more information, see FSM 1330.

Environmentally Preferable. Products or services that have a lesser or reduced effect on human health and the environment when compared with competing products or services that serve the same purpose. This comparison may consider raw materials acquisition, product, manufacturing, packaging, distribution, reuse, operation, maintenance, or disposal of the product or service.

Green Team. An organized group of employees, within an office (or unit) that guides, supports, and reinforces implementation of sustainable operations within that office or unit.

Greenhouse Gases. Carbon dioxide, methane, nitrous oxide, hydrofluorocarbons, perfluorocarbons, and sulfur hexafluoride.

Pollution Prevention. Source reduction as defined in the Pollution Prevention Act of 1990 (42 U.S.C. 13102), and other practices that reduce or eliminate the creation of pollutants through (a) increased efficiency in the use of raw materials, energy, water, or other resources, or (b) the protection of natural resources by conservation.

Recycling. A series of activities, including collection, separation, and processing, by which products or other materials are recovered from the solid waste stream for use in the form of raw materials in the manufacture of new products.

Re-Use. Use of materials from the collection, separation, and processing of products or other materials that result in the diversion of non-hazardous waste from entering disposal facility.

Sustainability. Meeting needs of the present generation without compromising the ability of future generations to meet their needs. Sustainability is composed of desirable social, economic, and ecological conditions or trends interacting at varying spatial and temporal scales, embodying the principles of multiple-use and sustained-yield (FSM 1905).

Sustainable. To create and maintain conditions, under which humans and nature can exist in productive harmony, that permit fulfilling the social, economic, and other requirements of present and future generations of Americans

Sustainable Operations. Minimizing the environmental impacts of agency operations that deliver the mission.

Waste Management. Planning the purchase and use of products and materials, including packaging, to reduce the amount of solid waste entering disposal facilities. Techniques include waste prevention, re-use, composting, mulching, recycling, and donating of products and materials.

1313.06 - Reporting Requirements

Forest Service Environmental Management System, Legislation, Executive Orders, and regulations require the Agency to report on energy consumption, water conservation, and other aspects of Sustainable Operations. As the Forest Service aims to better utilize scarce management resources, it also should monitor and report on the effectiveness of business operations.

The Deputy Chief for Business Operations shall direct the overall reporting efforts and appoint a coordinator for each reporting category to ensure that required data is collected and reported on a recurring and consistent basis.

All units are encouraged to monitor the way they carry out their business and take advantage of opportunities to improve their business operations. Guidelines for measuring and monitoring are found in program-specific sections of the directive system.

1313.07 - Methods

1313.07a - Implementation

Implementing Sustainable Operations actions through the Environmental Management System will enable the Agency to:

1. Deliver the mission, and
2. Maximize ecosystem benefits of landscape-scale management of natural resources while minimizing the negative environmental impacts of management actions.

Successes will be shared utilizing a national Sustainable Operations Web site and through the bi-annual report “Forest Service Environmental Footprint.”

1313.07b - Forest Service Climate Council

The Forest Service Climate Council serves to incorporate an awareness of climate change into agency culture, to identify appropriate responses to climate change in all program areas, and to develop agency strategy in response to climate change.