

**Forest Service Manual
National Headquarters (WO)
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Forest Service Manual 1900 – Planning

Chapter 1910 - National Resource Planning

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Approved by: F. Dale Robertson, Chief

Date approved:

Responsible Staff:

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

POSTING NOTICE. Amendments are numbered consecutively by title and calendar year. Post by document name. Remove entire document and replace with this amendment. Retain this transmittal as the first page of this document. The last amendment to this Title was Amendment 1900-90-3 to FSM 1900 Zero Code.

1912.3: Removes reference to FSH 4809.13 and adds reference to FSH 1909.14.

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This chapter provides policy and direction to guide national level resource planning.

1910.1 - Authority

The primary authority for conducting resource planning on a national basis is the Forest and Rangeland Renewable Resources Planning Act, as amended (88 Stat. 476, as amended; 16 U.S.C. 1600-1614). This act directs the Secretary of Agriculture to periodically assess the status of the Nation's forest and rangeland resources and to submit, at regular intervals, recommendations to Congress for Forest Service programs designed to respond to future renewable resource needs.

Section 3 of the act requires the preparation of a Renewable Resource Assessment. Section 4 requires the preparation of a Renewable Resource Program. Section 6 includes National Forest System land and resource management plans as part of the Renewable Resources Program and establishes requirements for conducting forest planning. Section 8 requires the submission of a Presidential Statement of Policy to accompany the Program and also requires an annual evaluation report.

Other major authorities for national level resource planning are:

1. The Cooperative Forestry Assistance Act of 1978 (92 Stat. 365; 16 U.S.C. 2101 note, 2101-2110, 1606, 2111).
2. The Forest and Rangeland Renewable Resources Research Act of 1978 (92 Stat. 353, as amended; 16 U.S.C. 1600 note, 1641 note, 1641-1647). FSM 1901 summarizes the provisions of these acts pertinent to planning.

1910.2 - Objectives

The objectives of national resource planning are to:

1. Provide a long-term framework for developing budgets and programs.
2. Provide a mechanism for analyzing the effects of implementing alternative programs and policies.

1910.3 - Policy

1. Display results of the planning process in a simple, logical format that is easy to understand and use.
2. Use an interdisciplinary approach throughout the development and planning of the Assessment and Program.

3. Direct annual program management actions toward attainment of goals identified in long-term national resource planning.

1910.4 - Responsibility

1910.41 - Chief

The Chief reserves the authority to approve:

1. The Assessment.
2. The Program goals.
3. The Program recommended to the Secretary.
4. The proposed Presidential Statement of Policy.
5. The annual evaluation report.
6. The national public participation plan.

1910.42 - Deputy Chiefs

1. The Deputy Chief for Programs and Legislation (P&L) is responsible for overseeing the development of the Program, the proposed Presidential Statement of Policy, and the annual evaluation report. This responsibility includes:

- a. Coordinating national resource planning within the Forest Service and among other Federal and State agencies, Indian tribes, and private organizations.
- b. Appointing interdisciplinary teams.
- c. Approving levels of public participation.
- d. Issuing policy guidance for preparing the Program.

2. The Deputy Chiefs for P&L and Research are jointly responsible for preparation of the Assessment as shown in exhibit 01.

3. Each Deputy Chief shall:

- a. Supply timely and accurate information needed to develop the Assessment and Program.

- b. Assist in conducting analyses to identify problems, opportunities, and policy issues.
- c. Evaluate the adequacy of the Assessment and Program documents.

1910.42 - Exhibit 01

Assessment Responsibilities

PROGRAMS AND LEGISLATION

(Resources Program and
Assessment Staff)

1. Policy guidance
2. External coordination
analyses
3. Basic assumptions, projec-
tions and futures analysis
4. Structure and content
5. Identification of needs
and opportunities
6. Data base maintenance
7. Time schedule development

RESEARCH

(Forest Research Staff
Resources Economics)

1. Analysis guidance
2. Land capability
3. Resource analyses
including:
 - a. Outdoor recreation
 - b. Wilderness
 - c. Wildlife & fish
 - d. Range
 - e. Timber
 - f. Water
 - g. Minerals
4. Multi-resource use
interaction analysis
5. Long-term supply and
demand projections

1910.43 - Planning Coordination Group

The Planning Coordination Group (FSM 1904.2) conducts reviews to ensure the coordination of national resource planning with other planning efforts such as Regional planning, forest planning, State Forest resource planning, and research planning.

1910.44 - Staff Directors, Washington Office

The Director of the Resources Program and Assessment Staff is responsible for the preparation of the Program and the proposed Presidential Statement of Policy. The Director is also responsible for making recommendations on requirements, processes, information, and analyses needed for the Assessment and Program to the Deputy Chief for Programs and Legislation.

The Staff Directors of Forest Resources Economics Research and Resources Program and Assessment are jointly responsible for the development of the Assessment (ex. 01, sec. 1910.42).

The Director of Program Development and Budget is responsible for preparation of the Annual Evaluation Report.

The Director of the Office of Information is responsible for planning and executing public involvement activities related to the Assessment and Program.

All other Washington Office Staff Directors are responsible for ensuring accurate development of information for the Assessment, Program, and Annual Evaluation Report, as well as for transmitting such information in a timely manner to the appropriate Staff Directors of Forest Resources Economics Research, Resources Program and Assessment, and Program Development and Budget.

1910.45 - Regional Foresters

Regional Foresters shall:

1. Supply information requested by the Washington Office for developing the Assessment and Program.
2. Work with State Foresters to develop information for the State and Private Forestry portions of the Assessment and Program. Region 9 shall coordinate with the Area Director to develop this information.
3. Cooperate with Station Directors to provide relevant information for analysis.
4. Perform assigned public involvement activities.

5. Provide notice of Assessment and Program activities to State clearinghouses; tribal or Alaskan native groups; and other Federal, State, and local agencies.

6. Work with Governors and their staffs to coordinate State involvement.

7. Review the Assessment and the Program; indicate their compatibility with Regional, Forest, and State plans; and recommend ways to resolve major incompatibilities.

1910.46 - Area Director

The Area Director shall:

1. Provide Assessment and Program information developed through the State Forest Resource plans, as requested by the Washington Office.

2. Coordinate development and review of the Assessment and Program with Station Directors, State Foresters or equivalent State officials, Regional Foresters, other agencies, and landowners.

3. Work with Regional Foresters on public involvement activities.

1910.47 - Station Directors

Station Directors shall:

1. Provide information requested by the Washington Office for use in the development of the Assessment and Program.

2. Coordinate, collect, and analyze needed information.

3. Work with Regional Foresters on public involvement activities and in reviewing the Assessment and Program.

1911 - General Requirements for National Planning

This section establishes standards for national planning beyond the minimum standards required by law. These requirements apply to the total Resources Planning Act planning process. Requirements specific to the Assessment Program, annual budget and annual evaluation are addressed in FSM 1912 through 1916.

1911.04 - Responsibility

Regional Foresters, the Area Director and Station Directors shall establish and maintain data to support the Assessment, Program, and annual evaluation report.

1911.1 - National Public Participation Plan

Public participation in the National resource planning process is guided by a national plan that is supplemented by plans prepared by Regions, Stations, and the Area. At a minimum, the national plan must ensure that:

1. The draft Assessment and Program documents are available for public review for at least 45 days.
2. Consideration of and response to the comments and recommendations of the public and Government officials conforms to direction in FSM 1620.
3. Washington, Regional, Station, and the Area offices retain, in an accessible location, copies of the current draft and final Assessment and Program for public review.

1911.2 - Coordination

In coordinating national resource planning with the activities of other affected agencies and Indian tribes, responsible line officers shall:

1. Provide notice of preparation or revision of the Assessment and Program and a schedule of anticipated planning steps.
2. Seek to create an understanding of the Forest Service planning process and to enhance the probability that all agencies planning for the same geographic area will adopt compatible objectives.
3. Avoid duplication of analyses and data gathering.

1911.3 - Data and Information Management

Manage information gathered for national resource planning in accordance with the principles and standards of FSM 1390 and FSH 1309.11a.

1. Limit information to what is essential for the development of the Assessment, Program, President's Statement of Policy, and Annual Evaluation Report.
2. Use information from other Federal, State, and private organizations to avoid duplication.

1912 - Renewable Resources Assessment

1912.01 - Authority

Section 3 of the Forest and Rangeland Renewable Resources Planning Act, as amended, states the minimum requirements of an assessment (FSM 1901; FSM 1910.1).

1912.03 - Policy

To provide the basis for the development of the Renewable Resources Program, prepare data and analysis for the Assessment by the seventh year of each decade (1987, 1997, and so forth) in order to complete the Assessment in the ninth year of each decade. In addition, review and analyze the Assessment data and analyses by the third year of each decade (1983, 1993, and so forth) to develop information for the mid-decade Programs.

1912.04 - Responsibility

The Directors of the Resources Program and Assessment and Forest Resources Economics Research Staffs shall coordinate the collection and maintenance of data for the Assessment.

1912.1 - Basic Assumptions

Developing basic assumptions is a critical first step in assessing the supply of and demand for the Nation's renewable resources. Basic assumptions used for each Assessment must meet the following criteria:

1. Demand and supply projections are consistent with trends in population, gross national product, and disposable personal income.
2. To the degree practicable, assumptions are consistent with those developed in other renewable resource planning (both within the Forest Service and USDA and by external agencies.)

For each successive Assessment, the basic assumptions of the previous Assessment must be tested and re-evaluated.

1912.2 - Geographic Displays of Data

Collect and analyze Assessment data according to a geographical boundary most appropriate for technical accuracy. However, data must also be displayed by the Assessment regions defined by the Directors of the Resources Program and Assessment Staff and the Forest Resources Economics Research Staff. When delineating boundaries for collection and analysis of Assessment data consider:

1. Regional responsibility for collecting, analyzing, and retrieving information conforming to State boundaries.

2. Coordination and consistency in the use of information within the Forest Service and other agencies.

3. Boundary stability over time.

4. Geographical and ecological similarity.

5. Conformity with administrative boundaries.

6. Degree to which boundaries facilitate coordination and interaction among Forest Service programs, including land and resource management planning, program development and budget, Research, and State and Private Forestry.

1912.3 - Resource Inventories

Follow the requirements set forth in FSH 1909.14 for conducting inventories for the Assessment.

Station Directors and Regional Foresters shall coordinate inventory planning, scheduling, and implementation to reduce duplicative data collection and to increase the use of the information.

1912.4 - Assessment Content

In addition to the minimum requirements of the Forest and Rangeland Renewable Resources Planning Act (FSM 1912.01), the Assessment must include:

1. Economic, social, and environmental implications of the relationship between long-run demand and supply projections.

2. Forest Service capability to meet projected demand for renewable resource products.

3. Resource interactions resulting from management changes.

4. A discussion of needs and opportunities based on:

a. Concerns of Government agencies and the public, including those concerns identified during the regional land management planning process.

b. Congressional reviews, such as oversight hearings and General Accounting Office reports.

c. Relevance to the future renewable resource situation.

5. A description of Forest Service programs as required by section 3(a)(3) of the Resources Planning Act. This description must include:

a. Forest Service participation in programs for developing employment and training opportunities for the disadvantaged in support of human and community values.

b. A description of agency goals, administration, and organization as well as trends in funding, accomplishments, and benefits.

1913 - Renewable Resources Program

The Forest and Rangeland Renewable Resources Planning Act directs the Secretary of Agriculture to prepare a Renewable Resources Program in 1975 to cover the activities of the Forest Service, and to revise the program every 5 years. FSM 1906 describes the relationships among this planning effort and other planning levels.

1913.02 - Objective

The objective of developing the Renewable Resources Program is to provide a management strategy to guide the agency for the next 5 years.

1913.03 - Policy

In addition to the minimum requirements of the Forest and Rangeland Renewable Resources Planning Act, the Program shall:

1. Respond to national goals developed in the planning process.
2. Establish production and cost targets for planning and budget formulation for the period between Programs.
3. Establish long-range objectives for investment purposes.
4. Examine net social and economic contributions to the Nation's well being with due consideration given to the regional and local benefits derived.

1913.04 - Responsibility

The Director of the Resources Program and Assessment Staff shall coordinate and maintain the national Program data.

The Director of Program Development and Budget shall maintain the integrated national data for the Program and the budget.

1913.1 - Program Development

1913.11 - Development of National Goals

The Program articulates and seeks to achieve a set of national goals. The following standards guide the development of these goals:

1. The goals address significant concerns of the public, the Forest Service, or the U.S. Department of Agriculture.
2. Forest Service management actions can significantly affect achievement of the goals.
3. The goals derive from analysis of:
 - a. Needs and opportunities reflected in the findings of the latest Assessment and the Resource Conservation Act Appraisal.
 - b. Information gathered from public comments on draft goals or emerging from policy considerations and management needs.

1913.12 - Data Collection

Use the following primary data sources for developing the final program:

1. The Assessment.
2. Regional/Station/Area program proposals.
3. Regional Guides and Forest plans.
4. State Forest Resource plans.
5. Research plans.
6. Data collected by other Federal and State agencies.

1913.13 - Alternatives

1. The alternatives formulated must:
 - a. Respond to Assessment findings.

- b. Reflect a broad range of attainable program levels.
- c. Be structured in a manner that permits description and analysis of the impacts of different levels of National Forest System management, State and Private Forestry assistance, and Research work.

2. Analysis of the alternatives must consider the following factors and conditions:

- a. Costs, outputs, and effects in terms of the Forest Service role and national goals.
- b. Physical, biological, economic, and social impacts of each alternative according to FSM 1950, FSH 1909.15, FSM 1970 and FSH 1909.17.
- c. Responsiveness to legal and administrative requirements.
- d. Sensitivity to assumptions about the future contained in the Assessment.
- e. Sensitivity to major policy issues.
- f. Opportunities to meet demand from other public and private sources.
- g. Implementation requirements, cost effectiveness, economic efficiency, equity considerations, and budgetary constraints.
- h. Responsiveness to congressional oversight and administration policies.
- i. Other Federal, State, and local agency needs.

1913.2 - Implementation

The Chief implements the Program by assigning objectives and targets and issuing policy direction to the Regions, Area, and Stations for use in planning and budgeting.

A Regional Forester, or Area or Station Director may request target adjustment. Any adjustment requires approval of the Chief.

1914 - Use of the Program in the Annual Budget Process

Units must base annual budget development on the Program, including forest land and resource management plans. Evaluate alternative budget levels accommodating changing administration priorities, new laws, and regulations not suggested in the Program in the annual budget process (FSM 1930).

1915 - Annual Program Evaluation Report

The Forest Service publishes the Annual Program Evaluation Report and the Chief's annual report as one document entitled "Report of the Forest Service." Washington Office Staff Directors should display all information submitted for this report by fiscal year.

The Report must be consistent with FSM 1380 and must concisely display progress in implementing the Program.