# APPENDIX P

## DEPARTMENT OF DEFENSE INSTRUCTION 4715.3, ENVIRONMENTAL CONSERVATION PROGRAM

Department of Defense

# INSTRUCTION

NUMBER 4715.3

May 3, 1996

USD(A&T)

SUBJECT: Environmental Conservation Program

References: (a) DoD Directive 4715.1, "Environmental Security," February 24, 1996
(b) DoD Directive 6050.16, "DoD Policy for Establishing and Implementing Environmental Standards at Overseas Installations," September 20, 1991
(c) Overseas Environmental Baseline Guidance Document, October 1992[1]
(d) Sections 1531, 1996 and 4341 of title 42, United States Code
(e) through (gg), see enclosure 1

## 1. PURPOSE

This Instruction:

1.1. Implements policy, assigns responsibilities, and prescribes procedures under reference (a) for the integrated management of natural and cultural resources on property under DoD control.

1.2. Authorizes the publication of "A Resource Manager's Guide to Volunteer and Partnership Programs" and "A Guide to Integrated Natural Resources Management."

1.3. Implements references (d) through (gg).

1.4. Establishes the DoD Conservation committee that reports to the Environmental Safety and Occupational Health (ESOH) Policy Board.

[1] Available from the Office of the Deputy Under Secretary of Defense (Environmental Security), 3400 Defense Pentagon, Washington, DC 20301-3400

1.5. Designates "DoD Executive Agents" to lead DoD implementation of key conservation issues, as specified in enclosure 2.

## 2. APPLICABILITY AND SCOPE

2.1. This Instruction applies to:

2.1.1. The Office of the Secretary of Defense (OSD); the Military Departments (including the Coast Guard when it is operating as a Military Service in the Navy), the Chairman of the Joint Chiefs of Staff, the Unified Combatant Commands, the Inspector General of the Department of Defense, the Defense Agencies, and the DoD Field Activities, including any other integral DoD organizational entity or instrumentality established to perform a Governmental function (hereafter referred to collectively as "the DoD Components"). The term "Military Services," as used herein, refers to the Army, the Navy, the Air Force, and the Marine Corps.

2.1.2. DoD operations, activities, and installations in the United States; U.S. territories, trusts, and possessions; and including Government-owned and contractor-operated facilities. Outside the United States, DoD Directive 6050.16 (reference (b)) shall apply, consistent with international agreements, status of forces agreements, final governing standards (FGS) issued for host nations, or where no FGS have been issued, the criteria under the Overseas Environmental Baseline Guidance Document (reference (c)).

2.1.3. Public lands withdrawn from all forms of appropriation under public land laws and reserved for use by the Department of Defense.

2.2. This Instruction does not apply to the Civil Works function of the Army.

## 3. DEFINITIONS

Terms used in this Instruction are defined in enclosure 3.

## 4. POLICY

### 4.1. General Conservation Management

4.1.1. All DoD conservation programs shall work to guarantee continued access to our land, air, and water resources for realistic military training and testing while ensuring that the natural and cultural resources entrusted to DoD care are sustained in a healthy condition for scientific research, education, and other compatible uses by future generations.

4.1.2. All DoD facilities and installations shall within available resources plan, program, and budget to achieve, monitor, and maintain compliance with all applicable Executive orders and Federal natural and cultural resources statutory and regulatory requirements, and State regulations as required by applicable references to this Instruction.

4.1.3. Internal conservation self-assessments shall be conducted at least annually and external conservation self-assessments at least once every 3 years at all installations that require an integrated natural resources management plan (INRMP) and/or an integrated cultural resources management plan (ICRMP). At a minimum, those reviews shall assess adherence to the finding priorities defined in enclosure 4, and the status of the measures of merit defined in enclosure 5. Results should not normally be released to regulators.

4.1.4. The principal purpose of DoD lands and waters is to support mission-related activities. Those lands and waters shall be made available to the public for educational or recreational use of natural and cultural resources when such access is compatible with military mission activities, ecosystem sustainability, and with other considerations such as security, safety, and fiscal soundness. Opportunities for such access shall be equitably and impartially allocated. INRMPs and ICRMPs shall describe areas appropriate for public access.

4.1.5. Native Americans shall have access to DoD sites and resources that are of religious importance, or that are important to the continuance of their cultures (e.g., areas containing traditionally used plants and traditionally used hunting areas), consistent with the military mission, appropriate laws (42 U.S.C. 1996, reference (d)), and regulations, and subject to the same safety, security, and resource considerations as the general public.

4.1.6. Federal or State conservation officials shall be given access to DoD-controlled natural and cultural resources to conduct official business consistent with an installation's operational, security, and safety policies and procedures, and with applicable requirements of laws and regulations (e.g., Section 1531 et seq. of 42

U.S.C. and 36 CFR 60 (references (d) and (e)).

4.1.7. DoD installations may use appropriate partnerships and volunteers to enhance conservation programs when practicable (10 U.S.C. 1588(a)(2), reference (f)). When practicable, that work shall be performed under the direction of professionally trained natural or cultural resources personnel.

4.1.8. Conventional procurement methods as well as cooperative agreements in accordance with 31 U.S.C. 6301-6308 and 16 U.S.C. 670 et seq. (references (g) and (h)) may be used to accomplish work identified in installation INRMPs. Authority for approving cooperative agreements is hereby delegated to the Secretaries of the Military Departments. This authority may be further delegated to lower echelons of a Military Department at the discretion of the pertinent Secretary.

4.1.9. DoD installations may engage in public awareness and outreach programs to educate the public regarding the resources on military lands and DoD efforts to conserve those resources.

4.1.10. Personnel assigned duties involving natural or cultural resources shall have the appropriate knowledge, skills, and professional training and education to carry out those responsibilities. Necessary supplemental training to ensure that proper and efficient management of those resources shall be provided quickly. Staffing levels and authority adequate to ensure that appropriate resource management and protection shall be provided, in accordance with Section 328 of NDA Report 103-701 and Section 2852 of NDA Report 103-499 (references (i) and (j)).

4.1.11. The natural and cultural resources identified on installations proposed for closure shall be addressed during disposal and reuse planning (e.g., 40 CFR 1500-1508 and Section 4341 of 42 U.S.C., references (k) and (d)). Conservation easements may be granted on portions of installation real property that have significant ecological, cultural, scenic, recreational, or educational value when specifically authorized (e.g., E.O. 11990 and E.O. 12898, references (l) and (m)). Where appropriate, and in accordance with requirements governing property disposal, the DoD Components shall give consideration to providing excess property to conservation agencies or organizations.

4.1.12. Professional natural and cultural resources staff shall oversee the enforcement of applicable laws as an integral part of an installation's conservation program.

4.1.13. The management and conservation of natural and cultural resources under DoD control, including planning, implementation, and enforcement functions, are inherently Governmental functions that shall not be contracted (DoD 3210.6-R, reference (n)). DoD Components that have contractor-operated installations or facilities shall ensure that contract instruments clearly address contractor and Government functions as they relate to natural and cultural resources.

4.2. Natural Resources Management

4.2.1. Natural resources under the stewardship and control of the Department of Defense shall be managed to support and be consistent with the military mission, while protecting and enhancing those resources for multiple use, sustainable yield, and biological integrity. Land use practices and decisions shall be based on scientifically sound conservation procedures and techniques, and use scientific methods and an ecosystem approach.

4.2.2. INRMPs shall incorporate the principles of ecosystem management (enclosure 6). INRMPs shall be prepared, maintained, and implemented for all lands and waters under DoD control that have suitable habitat for conserving and managing natural ecosystems. Each plan shall contain information needed to make appropriate decisions about natural resources management, including that identified in enclosure 7.

4.2.3. Biologically or geographically significant or sensitive natural resources (e.g., wetlands, forests, floodplains, watersheds, estuaries, riparian areas, coastal barrier islands, marine sanctuaries, critical habitats, animal migration corridors) or species (e.g., threatened or endangered species, certain marine mammals, and migratory birds) shall be inventoried and managed to protect these resources, and to promote biodiversity, using the goals identified in paragraph 6.2.2., below.

4.2.4. Threatened and endangered species management and recovery efforts on DoD lands and waters shall be consistent with Section 1531 et seq. of 42 U.S.C. (reference (d)) and other legal mandates. Procedures to comply with these mandates shall emphasize military mission requirements and interagency cooperation during consultation, species recovery planning, and management activities. Opportunities to conserve Federally listed species and the ecosystems on which those species depend shall be identified. The Department of Defense shall accept an unequal or disproportionate burden for the conservation of threatened and endangered species only when it is required by legal authority or it has been expressly determined that it is in the Department of Defense's best interest.

4.2.5. DoD lands shall be reviewed for their suitability for commercial forestry and agricultural outlease purposes. Any such uses must be compatible with use of the land to support the military mission. Forestry and agricultural operations shall also be consistent with long-term ecosystem management goals. Such operations shall be balanced with and used to achieve or maintain other needs for the land, including threatened and endangered species protection, biodiversity conservation, native plant landscaping, watershed protection, wildlife enhancement, outdoor recreation, and natural beauty. Forestry proceeds shall be distributed as in Section 2665 of 10 U.S.C. and DoD Instruction 7310.5 (references (f) and (o)).

4.2.6. Best management practices shall be used to minimize nonpoint sources of water pollution. DoD actions that might cause nonpoint source pollution, shall be consistent with 32 U.S.C. 1251 et seq. (reference (p)).

4.2.7. DoD operations, activities, projects, and programs that affect the land, water, or natural resources of any coastal zone shall be consistent with Sections 1451 et seq., 3501 et seq., and 1431 et seq. of 16 U.S.C. (reference (h)).

4.2.8. Management measures for the removal or control of exotic species shall be included in installation INRMPs, when applicable.

4.2.9. Environmentally and economically beneficial landscaping practices shall be used on all DoD lands (the Presidential Memorandum and 60 FR 40837, references (q) and (r)). Each installation shall, to the extent practical, use regionally native plants for landscaping and other beneficial techniques.

4.2.10. DoD lands shall be managed for the goal of no net loss of wetlands. DoD operations and activities shall avoid the net loss of size, function, or value of wetlands. Additionally, the Department of Defense will preserve the natural and beneficial values of wetlands in carrying out its activities (E.O. 11990, reference (l)). The development of mitigation "banks" is encouraged as sound conservation planning.

4.2.11. Adverse impacts on floodplains shall be avoided when possible. The direct or indirect support of floodplain development shall be avoided where there is a practicable alternative (E.O. 11988, reference (s)).

4.2.12. Consistent with ecosystem-based management, altered or degraded landscapes and associated habitats shall be restored and rehabilitated whenever practical.

4.2.13. All DoD Components shall develop and promulgate criteria and procedures for assessing natural resource damage claims in the event natural resources under DoD control are damaged by oil or a hazardous substance released by another party. The funds recovered by the Department of Defense as a result of natural resources damage claims shall be used for restoration, replacement, or acquisition of equivalent natural resources (33 U.S.C. 2701 et seq., reference (t)) on the installation where the damages occurred.

4.2.14. Fire is an integral element of natural processes. All DoD Components shall manage fire in a manner to preserve health and safety, protect facilities, and facilitate the health and maintenance of natural systems.

4.3. Cultural Resources Management

4.3.1. Cultural resources under the control of the Department of Defense shall be identified, protected, curated, and interpreted through a comprehensive program that complies with legally-mandated requirements and results in sound and responsible cultural resources stewardship.

4.3.2. DoD installations shall develop a program to preserve the historic character and function of military properties in a cost-effective manner that supports the military mission and protects the health and safety of the occupants and employees.

4.3.3. ICRMPs shall be prepared, maintained, and implemented for all lands and waters under DoD control that contain cultural resources. Each plan shall contain information needed to make appropriate decisions about cultural resources management, including that identified in enclosure 7.

4.3.4. All properties, including those from the "Cold War" era, shall be evaluated in a manner fully consistent with military mission requirements and using the appropriate criteria in 36 CFR 800 (reference (e)) to determine eligibility for nomination to the National Register of Historic Places (National Register). Eligible properties shall be used for mission purposes to the maximum extent possible before acquiring, constructing, or leasing other buildings (Section 470 et seq. of 16 U.S.C., reference (h)).

4.3.5. An economic analysis shall be conducted on all National Register-eligible historic properties that are being considered for demolition and replacement (Section 2825 of 10 U.S.C., reference (f)). The economic analysis should include an evaluation of life-cycle maintenance costs, utility costs, replacement costs,

and other pertinent factors.

4.3.6. Native American human remains and cultural items shall be managed and repatriated to culturally-affiliated or lineally-descended Native American organizations in accordance with 25 U.S.C. 3001 and 43 CFR 10 (references (u) and (v)).

4.3.7. Consultations with Federally-recognized tribal governments and other Native American organizations shall be carried out in accordance with Sections 1996 and 4341 of 42 U.S.C., 36 CFR 800, 25 U.S.C. 3001, 43 CFR 10, 32 CFR 22, and Section 470 aa-ll of 16 U.S.C. (references (d), (e), (u), (v), (w), and (h)), and shall follow the principles established in enclosure 8.

## 5. RESPONSIBILITIES

5.1. The Under Secretary of Defense for Acquisition and Technology, through the Deputy Under Secretary of Defense for Environmental Security, shall:

5.1.1. Establish additional conservation policy and guidance, where necessary, in accordance with DoD Directive 4715.1 (reference (a)).

5.1.2. Designate responsibilities and provide procedures for implementing the DoD conservation program.

5.1.3. Ensure that the conservation ethic is integrated throughout the Department of Defense through education, training, and awareness programs.

5.1.4. Support DoD Component conservation budget requirements.

5.1.5. Monitor implementation of this Instruction, including adherence to finding priorities for conservation (enclosure 4), the use of appropriate measures of merit (enclosure 5), and the periodic review of the DoD Component conservation programs.

5.1.6. Identify opportunities for improved efficiency through increased interagency and DoD Component cooperation, information sharing, technology demonstration and transfer, and public communication.

5.1.7. In coordination with the DoD Components, establish goals and objectives for the DoD conservation program.

5.1.8. Integrate the DoD conservation program with other environmental security programs.

5.1.9. Coordinate with other Federal Agencies on conservation matters of national or regional scope.

5.1.10. Oversee the DoD Conservation Committee. The DoD Conservation Committee shall:

5.1.10.1. Recommend natural and cultural resources policy and program improvements to the ESOH Policy Board.

5.1.10.2. Review, analyze, and make recommendations on conservation issues of common interest to the DoD Components.

5.1.10.3. Review compliance with this Instruction.

5.1.10.4. Coordinate natural and cultural resources management programs among the DoD Components.

5.1.10.5. Coordinate periodic natural and cultural resources training opportunities for DoD employees.

5.1.11. In coordination with the DoD Components, designate and oversee "DoD Executive Agents" for specific conservation-related issues or areas. Designated "DoD Executive Agents" are in enclosure 2.

5.1.12. In coordination with the DoD Comptroller, establish policy for administration of the DoD Reserve Account established by Section 2665 of 10 U.S.C. (reference (f)) and the forestry funds therein.

5.1.13. Ensure that the demonstration, validation, and certification of critical conservation technologies emerging from the technology base.

5.1.14. Gather information from the DoD Components and prepare a consolidated DoD response for statutory reporting requirements.

5.2. The Secretaries of the Military Departments and the Directors of the Defense Agencies, under OSD Principal Staff Assistants and those that report directly to the Secretary or Deputy Secretary of Defense, shall:

5.2.1. Integrate the DoD conservation program with mission activities, including environmental programs.

5.2.2. Ensure compliance with this Instruction, including compliance by tenant activities. Develop and implement programs to monitor, achieve, and maintain compliance with applicable Federal statutory requirements and State regulations as required by applicable references in enclosure 1.

5.2.3. Plan, program, and budget for conservation requirements necessary to execute conservation programs consistent with DoD guidance and fiscal policies, and within available resources.

5.2.4. Lead in the stewardship of natural and cultural resources under their jurisdiction.

5.2.5. Ensure that internal conservation self-assessments are conducted at least annually and external conservation self-assessments are conducted at least once every 3 years at all appropriate installations. Promptly correct identified "problem areas," using priorities defined in paragraph 6.1.3., below.

5.2.6. Present annual reviews on the status of the DoD Components' conservation programs to the Deputy Under Secretary of Defense for Environmental Security (DUSD(ES)) or designated representative.

5.2.7. Advise and consult on conservation issues and policies of general DoD interest through participation with the DoD Executive Agent, the DoD Conservation Committee, the ESOH Policy Board, and the Defense Environmental Security Council.

5.2.8. Ensure that installations prepare, maintain, and implement INRMPs and ICRMPs, and that those plans are fully coordinated with appropriate installation offices responsible for preparing and maintaining training plans and master plans. Ensure that each plan is reviewed, and updated, as appropriate, every 5 years, or earlier, as changing circumstances warrant.

5.2.9. Carry out the responsibilities of "DoD Executive Agents" for specific environmental conservation areas when designated by the DUSD(ES) under paragraph 5.1.11., above. "DoD Executive Agents" shall:

5.2.9.1. Monitor and analyze legislation, regulations, and emerging trends, as appropriate, and coordinate input or responses, where necessary.

5.2.9.2. Identify, participate in, and promote the establishment of regional ecosystem management efforts.

5.2.9.3. Provide analysis and point papers for issues of concern.

5.2.9.4. Recommend policy changes and positions for all of the Department of Defense.

5.2.9.5. Develop technical alerts for the DoD Components on upcoming changes.

5.2.9.6. Support public affairs offices, as necessary.

5.2.9.7. Develop a Charter outlining functions and responsibilities, as necessary.

5.2.9.8. Brief the DoD Conservation Committee, the ESOH Policy Board, or the Defense Environmental Security Council, as required, on the status of the DoD Executive Agent program.

5.2.10. Promptly notify the DUSD(ES) of significant conservation issues.

5.3. The Under Secretary of Defense for Personnel and Readiness shall:

5.3.1. Incorporate conservation values into DoD education, training, construction programs, and performance evaluation policies.

5.3.2. Ensure that sufficient qualified personnel and training are available to carry out the requirements of this Instruction.

5.3.3. Identify opportunities for efficiencies in providing conservation training through increased interagency and DoD Component cooperation.

5.4. The Director, Defense Research and Engineering, under the Under Secretary of Defense for Acquisition and Technology, shall:

5.4.1. Develop an integrated and coordinated science and technology program to address the conservation program requirements identified by the DUSD(ES).

5.4.2. Issue guidance to the DoD Components on conservation science and

technology programs.

## 6. PROCEDURES

### 6.1. General Conservation Management

6.1.1. Conservation management is a dynamic process. A consistent conservation management approach includes those systematic procedures that should be used by each DoD installation or activity, as follows:

6.1.1.1. Assess military mission.

6.1.1.2. Prepare detailed inventory of resources.

6.1.1.3. Analyze and assess risk to the resources.

6.1.1.4. Prepare management plans.

6.1.1.5. Implement management plans.

6.1.1.6. Monitor and assess results.

6.1.1.7. Conduct needs assessment survey.

6.1.1.8. Reassess inventories.

6.1.1.9. Reanalyze and reassess risk to resources.

6.1.1.10. Adjust program, as necessary.

6.1.2. Each DoD Component shall ensure that current and planned installation programs, plans, and projects (e.g., training and test range management plans, master plans, integrated pest management plans, endangered species recovery plans, golf course management plans, grounds maintenance plans, facilities construction site approvals, and other land use activities) are integrated and compatible with natural and cultural resources programs, plans, and projects.

6.1.3. All natural and cultural resources compliance requirements shall be categorized based on the "Environmental Quality Conservation Compliance Classes" defined in enclosure 4. All projects in Classes 0, I, and II shall be funded consistent with timely execution to meet future deadlines. Each DoD Component shall use

Defense Planning Guidance to determine funding priority for the Environmental Quality Conservation Compliance Classes.

6.1.4. Each DoD Component shall ensure that proven and scientific data collection methods and sampling techniques are used to develop and update natural and cultural resources inventories.

6.1.5. Cooperative agreements may be entered into with other Federal Agencies, States, local governments, nongovernmental organizations, and individuals to provide for the maintenance and improvement of natural resources or conservation research on DoD installations Agreements authorized by 10 U.S.C. 1588(a)(2) (reference (f)) are not subject to 31 U.S.C. 6301 (reference (g)), but must comply with the procedural requirements of DoD 3210.6-R (reference (n)). Those agreements may be used; e.g., for inventories, monitoring, research, minor construction and maintenance, public awareness, and other work that supports the DoD conservation program. All such agreements must contain language that state the DoD Component shall carry out its obligations under the agreement to the extent that funding is available.

6.1.6. INRMPs and ICRMPs shall be developed with the active involvement of installation and higher command personnel, in coordination with relevant outside authorities and partners (DoD Directive 4165.61, reference (x)), and with their users. They shall be reviewed annually, updated as mission or environmental changes warrant, and revised and approved by appropriate command levels at least every 5 years. The DoD Components shall ensure that consultation, agreements, concurrence, and approvals required by law are carried out.

6.1.7. The DoD Conservation Committee shall be chaired by the Director, Conservation, or other designated "representative of the DUSD(ES)." Each Military Department, each Military Service, the Defense Logistics Agency, and the "representative of the DUSD(ES)" shall have one vote. "Primary voting members" and "alternates to the DoD Conservation Committee" shall be designated in writing. Each Military Department shall designate up to 4 individuals eligible to vote. The Armed Forces Pest Management Board and the Office of General Counsel shall each have one "nonvoting member to the DoD Conservation Committee." Other DoD offices shall attend at the invitation of the Chair of the DoD Conservation Committee, after seeking concurrence from the appropriate DoD Component. Ad hoc subcommittees may be established, as needed.

6.1.8. A planning level survey, as follows, is an essential initial step in

managing an installation's natural and cultural resources:

6.1.8.1. The biological inventory should include, at a minimum, soils, vegetative communities, critical species (e.g., threatened and endangered, locally rare, keystone), and delineation of wetlands and water sources.

6.1.8.2. The cultural resources inventory of historic buildings should include, at a minimum, the identification and preliminary assessment of all National Register-eligible historic buildings and structures. Objects, districts, and landscapes covered by Section 470 et seq. of 16 U.S.C., (reference (h)) should also be included.

6.1.8.3. The cultural resources inventory of archeological resources should include, at a minimum, the analysis, identification, and prioritization of all potential archeological locations on the installation and verification of the presence or absence of archeological resources in all areas that might be adversely impacted by military activities.

6.1.9. Partnerships and interagency agreements can be useful for meeting DoD conservation goals. Each partnering or cooperating agreement in which DoD formally participates should recognize that:

6.1.9.1. The primary DoD mission is the protection of national security. DoD activities on military lands are vital to fulfillment of that mission.

6.1.9.2. Actions specified in those agreements should not detract from the military mission.

6.1.9.3. Military lands cannot be used for the mitigation of impacts of actions occurring off the installation that affect the environment.

6.1.9.4. Military lands cannot be set aside as permanent environmental preserves. The Department of Defense must maintain the flexibility to adapt our defense mission to political and technological developments.

6.1.9.5. The Department of Defense cannot commit funding before the Congress makes it available.

6.1.10. Portions of installation real property that have significant ecological, cultural, scenic, recreational, or educational value may be set aside for conservation of those resources, where such conservation is consistent with the military mission. Such areas shall be reassessed if the military needs of the installation change, during any

base realignment or closure action involving the property, or if the property becomes excess and requires disposal.

6.1.11. When an installation determines that the disclosure of information on the location or character of natural or cultural resources may create a substantial risk of harm, theft, or destruction of such resources, invasion of privacy, trespass on Government property, interference with the military mission, and/or interference with the rights guaranteed to Native American groups under 42 U.S.C. 1996 (reference (d)), the installation shall ensure that documents and other data provided to the public do not disclose such information. That information may be provided to other Agencies and other parties in accordance with DoD Component policies and procedures.

6.1.12. Before disposing of DoD properties, the DoD Component with responsibility for the property involved shall:

6.1.12.1. Identify all significant natural and cultural resources, and determine whether they may be affected by the disposal action.

6.1.12.2. Provide disposal plans to appropriate Agencies, organizations, and individuals, and provide a reasonable opportunity for review and comment before proceeding with the disposal action.

6.1.12.3. Ensure that "museum objects and documents" are identified and preserved.

6.1.12.4. Dispose of the property in accordance with any other legal requirements.

6.2. Natural Resources Management

6.2.1. Ecosystem management shall do the following:

6.2.1.1. Include a shift from single species to multiple species management, insofar as that is consistent with the requirements of Section 1531 et seq. of 42 U.S.C. (reference (d));

6.2.1.2. Consider the formation of partnerships necessary to assess and manage ecosystems that cross political boundaries;

6.2.1.3. Use the best available scientific information in decision-making and adaptive management techniques in natural resource management;

6.2.1.4. Include associated cultural values.

6.2.1.5. Use principles and guidelines defined in enclosure 6 for all DoD lands and waters.

6.2.2. Biodiversity conservation on DoD lands and waters shall be promoted when consistent with the mission and practicable to achieve the following goals:

6.2.2.1. Maintain or restore remaining native ecosystem types across their natural range of variation.

6.2.2.2. Maintain or reestablish viable populations of all native species in an installation's areas of natural habitat, when practical.

6.2.2.3. Maintain evolutionary and ecological processes, such as disturbance regimes, hydrological processes, and nutrient cycles.

6.2.2.4. Manage over sufficiently long-time periods for changing system dynamics.

6.2.2.5. Accommodate human use in those guidelines.

6.2.3. Ecosystem management and biodiversity conservation are closely interrelated. Key elements of that relationship are as follows:

6.2.3.1. Integrate ecosystem management with mission readiness in the context of a shrinking DoD land base and budget.

6.2.3.2. Perform operational, testing, training, and maintenance activities in concert with natural resources conservation.

6.2.3.3. Integrate ecosystem conservation considerations into marine and oceangoing operations plans.

6.2.3.4. Biodiversity conservation contributes to overall ecosystem integrity and sustainability, which in turn supports the military mission.

6.2.3.5. Ecosystem management and responsibilities under existing environmental protection and natural resources management authorities and directives are related.

6.2.3.6. A full and evolving array of ecosystem management tools as options shall be considered and retained.

6.2.3.7. Regional approaches incorporating cooperation with other DoD Components, other Federal Agencies, and with adjoining property uses should be encouraged. That cooperation can result in significant conservation, public relations, and compliance benefits for DoD installations.

6.2.4. Agricultural and forest products shall not be given away, abandoned, carelessly destroyed, used to offset contract costs or traded for services, supplies, or products, or otherwise be improperly removed. Forest products may be harvested to generate electricity, heat, steam, or for other uses only if the Military Services' forestry account is paid fair market value. Planned forest product sales shall continue on land reported as excess until actual closure, disposal, or transfer occurs. That portion of the proceeds from sales of land that is attributable to the value of standing timber on the land sold shall be deposited in the Military Service's forestry account. Agricultural proceeds shall be used exclusively to fund natural resources management program requirements and the administrative expenses of agricultural and grazing leases (Section 2667(d) of 10 U.S.C., reference (f)). Authorized uses of cropland and grazing funds are personnel salaries (limited to professional and technical support of the grazing and cropland programs in support of management goals and objectives); development of INRMPs; administrative expenses (training, scientific meetings, parts, supplies); and improvements to the land to include increased productivity, reduced soil erosion, and fencing.

6.2.5. Areas on DoD installations that contain natural resources that warrant special conservation efforts, after appropriate study and coordination, may be designated as special natural areas. The integrated natural resources management plan for the installation shall address special management provisions necessary for the protection of each area. Special natural areas include botanical areas, ecological reserve areas, geological areas, natural resources areas, riparian areas, scenic areas, zoological areas, "watchable wildlife" areas, and traditional cultural places having officially recognized special qualities or attributes.

6.2.6. Procedures shall be established to ensure that no Federal funds are expended in the undeveloped and unprotected coastal barriers of the Coastal Barrier Resource System unless those expenditures are for military activities essential to national security. If such expenditures are necessary, the actions shall be coordinated with the Department of the Interior (Section 3501 et seq. of 16 U.S.C., reference (h)).

6.3. Cultural Resources Management

6.3.1. Routine DoD management of historic buildings, districts, sites, ships, aircraft, objects, and structures, and other cultural resources should include sound and cost-effective preservation techniques.

6.3.2. At the earliest planning stage of any undertaking that might affect a cultural resource, the affected DoD Component shall start interagency consultation procedures to explain the undertaking, its area of potential effect, and a preliminary determination on whether or not the resources will be affected. Consultation shall be undertaken, as appropriate, with the Advisory Council on Historic Preservation, the State Historic Preservation Office, Federally-recognized Indian tribes and other Native American organizations and other interested organizations and individuals as provided in 42 U.S.C. 1996, 36 CFR 800; 25 U.S.C. 3001, and Section 470 aa-ll of 16 U.S.C. (references (d), (e), (u) and (h)).

6.3.3. If the economic analysis described in paragraph 4.3.5., above, demonstrates that revitalization cost of historic properties exceeds 70 percent of replacement cost, replacement construction may be used. However, the 70 percent value may be exceeded where the significance of a particular historic structure warrants special attention, or if warranted by long-term life-cycle cost comparisons. An assessment of new construction must evaluate life-cycle maintenance cost and replacement cost as alternatives for consideration by the decisionmaker. Replacement cost shall not be based on replacement in kind, but shall be based on a design that is architecturally compatible with the historic property. Federal Agencies are required to make maximum reuse of historic buildings before disposal, new construction, or leasing (Section 470 et seq. of 16 U.S.C., reference (h)). If the building to be disposed of is historic, potential reuses of the building must be analyzed prior to making a decision to dispose of it.

6.3.4. Consultation with Federally-recognized Indian tribes or other Native American organizations is required by law when some human remains or cultural items, as defined in 25 U.S.C. 3001 (reference (u)), or when a site of religious or cultural importance are found on DoD property. If such items are unearthed, the requirements of reference (u) must be met. The installation should consult with the tribe(s), to the extent possible early in the planning process, and should take into account the interests of the potentially affected tribe(s) when carrying out the action.

7. EFFECTIVE DATE

This Instruction is effective immediately.

Paul Kaminski

Paul Kaminski
Under Secretary of Defense
for Acquisition and Technology

Enclosures - 8

E1. References, continued
E2. DoD Executive Agents for Conservation Issues
E3. Definitions
E4. Programming and Budgeting Priorities for Conservation Program
E5. Conservation Measures of Merit
E6. Ecosystem Management Principles and Guidelines
E7. Contents of INRMPs and ICRMPs
E8. Principles for Consultations with Native American

# E1. ENCLOSURE 1

## REFERENCES, continued


(e) Title 36, Code of Federal Regulations, Parts 60, 78, 79, 800 and 1228, "National Register of Historic Places," current edition

(f) Sections 1588(a)(2), 2665, 2667(d) and 2825 of title 10, United States Code

(g) Sections 6301-6308 of title 31, United States Code

(h) Sections 431-433, 470 et seq., 670 et seq., 1361-1407 1431 et seq., 1531 et seq. and 3501 et seq. of title 16, United States Code

(i) Section 328 of National Defense Authorization Report 103-701

(j) Section 2852 of National Defense Authorization Report 103-499

(k) Title 40, Code of Federal Regulations, Parts 1500-1508, "Regulations for Implementing the Procedural Provisions of the National Environmental Policy Act" current edition

(l) Executive Order 11990, "Protection of Wetlands," May 24, 1977

(m) Executive Order 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations," February 11, 1994

(n) DoD 3210.6-R, "DoD Grant and Cooperative Agreement Regulations," March 1995, authorized by DoD Directive 3210.6, April 4, 1991

(o) DoD Instruction 7310.5, "Accounting for Production and Sale of Forest Products," January 25, 1988

(p) Section 1251 et seq. of title 32, United States Code

(q) Presidential Memorandum, "Environmentally and Economically Beneficial Practices on Federal Landscaped Grounds," April 26, 1994

(r) Federal Register, Volume 60, page 40837, August 10, 1995

(s) Executive Order 11988, "Floodplain Management," May 24, 1977, as amended

(t) Section 2701 et seq. of title 33, United States Code

(u) Section 3001 of title 25, United States Code

(v) Title 43, Code of Federal Regulations, Part 10, "Native American Graves Protection and Repatriation Act Regulation," December 4, 1995

(w) Title 32, Code of Federal Regulations, Parts 22 and 229, "Archeological Resources Protection Act of 1979; Uniform Regulations."

(x) DoD Directive 4165.61, "Intergovernmental Coordination of DoD Federal Development Programs and Activities," August 9, 1983

(y) Presidential Memorandum, "Government-to-Government Relations with Native American Tribal Governments," April 29, 1994

(z) DoD Directive 4100.15, "Commercial Activities Program," March 10, 1989

(aa) Federal Register, Volume 53, page 4742, February 17, 1988
(bb) Federal Register, Volume 48, page 44716, September 29, 1983
(cc) Executive Order 12962, "Recreational Fisheries," June 7, 1995
(dd) Executive Order 11644, "Use of Off-Road Vehicles on the Public Lands," February 8, 1972
(ee) Executive Order 11989, "Off-Road Vehicles on Public Lands," May 24, 1977
(ff) Executive Order 11593, "Protection and Enhancement of the Cultural Environment," May 13, 1971
(gg) DoD Instruction 4715.9, "Environmental Planning and Analysis," May 3, 1996

# E2. ENCLOSURE 2

## DoD EXECUTIVE AGENTS FOR CONSERVATION ISSUES

E2.1. NAVY.

The DoD Executive Agent for the Chesapeake Bay Program.

E2.2. NAVY.

The DoD Executive Agent for the Gulf of Mexico Program.

E2.3. ARMY.

The DoD Executive Agent for the Mojave Desert Ecosystem Initiative.

E2.4. NAVY.

The DoD Executive Agent for the Partners In Flight Initiative.

E2.5. AIR FORCE.

The DoD Executive Agent for the Biodiversity Initiative.

E2.6. NAVY.

The DoD Executive Agent for the Coastal America Initiative.

E2.7. AIR FORCE.

The DoD Executive Agent for the Cold War Initiative.

E2.8. ARMY.

The DoD Executive Agent for the DoD Forestry Reserve Account Program.

# E3. ENCLOSURE 3

## DEFINITIONS

E3.1.1. Best Management Practices. Resource management decisions that are based on the latest professional and technical standards for the protection, enhancement, and rehabilitation of natural and cultural resources.

E3.1.2. Biodiversity. The variety of life forms and processes and the environment in which they occur. Biodiversity includes the number and variety of living organisms, the genetic differences among them, the communities and ecosystems in which they occur, and the ecological and evolutionary processes that keep them functioning, yet ever changing and adapting.

E3.1.3. Candidate Species. Any species, plant or animal, which is being considered for listing as threatened or endangered by the U.S. Department of the Interior.

E3.1.4. Conservation. Planned management, use, and protection of natural and cultural resources to provide sustainable use and continued benefit for present and future generations, and the prevention of exploitation, destruction, waste, and/or neglect.

E3.1.5. Conservation Self-assessment. A multimedia inspection or evaluation of an installation's natural and cultural resources program. EXTERNAL CONSERVATION SELF-ASSESSMENTS are conducted by designated DoD representatives from outside the installation being inspected. INTERNAL CONSERVATION SELF-ASSESSMENTS are usually conducted by installation personnel.

E3.1.6. "Cold War" Historic Resources. Buildings, structures, sites, objects, and districts built, used or associated with critical events or persons during the "Cold War" period (1945-1989) and that possess exceptional historic importance to the nation or that are outstanding examples of technological or scientific achievement.

E3.1.7. Cultural Resources. Buildings, structures, sites, districts, and objects eligible for or included in the National Register of Historic Places; "cultural items" as defined in 25 U.S.C. 3001 (reference (u)); American Indian, Eskimo, Aleut, or Native Hawaiian sacred sites for which access is protected under 42 U.S.C. 1996 (reference

(d)); "archeological resources" as defined by Section 470 aa-ll of 16 U.S.C. (reference (h)); and "archeological artifact collections and associated records" defined under 36 CFR 79 (reference (e)).

E3.1.8. Ecosystem. A dynamic and natural complex of living organisms interacting with each other and with their associated nonliving environment.

E3.1.9. Ecosystem Management. A goal-driven approach to managing natural and cultural resources that supports present and future mission requirements; preserves ecosystem integrity; is at a scale compatible with natural processes; is cognizant of nature's timeframes; recognizes social and economic viability within functioning ecosystems; is adaptable to complex and changing requirements; and is realized through effective partnerships among private, local, State, tribal, and Federal interests. Ecosystem management is a process that considers the environment as a complex system functioning as a whole, not as a collection of parts, and recognizes that people and their social and economic needs are a part of the whole.

E3.1.10. Exotic Species. Species that occur in a given place, area, or region as the result of direct or indirect, deliberate or accidental introduction of the species by human activity.

E3.1.11. Integrated Cultural Resources Management Plan. A plan that defines the process for the management of cultural resources on DoD installations.

E3.1.12. Integrated Natural Resources Management Plan. An integrated plan based, to the maximum extent practicable, on ecosystem management that shows the interrelationships of individual components of natural resources management (e.g., fish and wildlife, forestry, land management, and outdoor recreation) to mission requirements and other land use activities affecting an installation's natural resources.

E3.1.13. Mitigation. Lessening the adverse effects an undertaking may cause relative to natural or cultural resources. Mitigation can include limiting the magnitude of the action; repairing, rehabilitating, or restoring the affected resource; avoiding the effect altogether; reducing or eliminating the effect over time by preservation and maintenance operations during the life of the action; and/or compensating for the effect by providing substitute resources or environments.

E3.1.14. Mitigation Banking. Actions taken to compensate for future adverse effects of undertakings by providing substitute resources or environments in advance of any specific undertaking.

E3.1.15. Multiple Use. The integrated, coordinated, and compatible use of natural resources so as to achieve a sustainable yield of a mix of desired goods, services, and direct and indirect benefits while protecting the primary purpose of supporting and enhancing the military mission and observing stewardship responsibilities.

E3.1.16. Operational Carrying Capacity. The amount of military operations a given area can support without causing permanent environmental damage.

E3.1.17. National Register of Historic Places. The official Federal list of sites, districts, buildings, structures, and objects worthy of preservation consideration because of significance in American history, architecture, archeology, engineering, or culture. Significance may be local, State, or national in scope. National Register eligibility criteria are published in 36 CFR 60 (reference (e)).

E3.1.18. National Register Resource and/or Historic Property. Any resource that meets eligibility criteria for the National Register of Historic Places, whether or not it has been formally registered, identified or acknowledged as "eligible." "Historic property" is used synonymously with "National Register resource."

E3.1.19. Native Americans. American Indians, Eskimos, Aleuts, and Native Hawaiians.

E3.1.20. Natural Resources. All elements of nature and their environments of soil, air, and water. Those consist of two general types, as follows:

E3.1.20.1. Earth Resources. Nonliving resources such as minerals and soil components.

E3.1.20.2. Biological Resources. Living resources such as plants and animals.

E3.1.21. Needs Assessment Survey. An inventory of an installation's inventories, management plans, personnel, training, supplies, equipment, and other management tools to identify future actions and resources needed for the installation to comply with the requirements of this Instruction.

E3.1.22. Planning Level Survey and/or Inventory of Biological, Cultural, or Earth Resources. An inventory of "sensitive and significant resources" that must be identified to integrate legal and stewardship requirements with military requirements

so that defense preparedness is maintained.

E3.1.23. Sensitive Resources. "Resources" identified as "highly responsive or susceptible to modification by external agents or influences."

E3.1.24. Significant Resources. "Resources" identified as "having special importance," or as "having or likely to have more influence on a particular aspect of the environment than other components."

E3.1.25. Stewardship. The management of resources entrusted to one's care in a way that preserves and enhances the resources and their benefits for present and future generations.

E3.1.26. Sustainable Yield. Managing a renewable natural resource to provide an annual or periodic yield of goods, services, and direct and indirect benefits, into perpetuity. That may include, but is not limited to, maintaining economic benefits, ecological processes and functions, and biodiversity.

E3.1.27. Tribe. A Federally-recognized tribe or other Federally-recognized Native American group or organization.

E3.1.28. Undertaking. Any Federal, Federally-assisted, or Federally-licensed action, activity, or program, new or continuing, that may have an effect on National Register resources and thereby triggers procedural responsibilities under Section 470 et seq. of 16 U.S.C. (reference (h)).

E3.1.29. Wetlands. Lands where saturation is the dominant factor determining the nature of soil development and the types of plant and animal communities living in the soil and on its surface. Common terms used to describe various wetlands include "marshes," "bogs," "swamps," "small ponds," "sloughs," "potholes," "vernal pools," and "wet meadows."

# E4. ENCLOSURE 4

## PROGRAMMING AND BUDGETING PRIORITIES FOR CONSERVATION PROGRAMS

### E4.1. CLASS 0: RECURRING NATURAL AND CULTURAL RESOURCES CONSERVATION MANAGEMENT REQUIREMENTS.

Includes activities needed to cover the recurring administrative, personnel, and other costs associated with managing DoD's conservation program that are necessary to meet applicable compliance requirements (Federal and State laws, regulations, Presidential Executive orders, and DoD policies) or that are in direct support of the military mission. Also included are environmental management activities associated with the operation of facilities, installations, and deployed weapons systems. Recurring costs consist of manpower, training, supplies, hazardous waste disposal, operating recycling activities, permits, fees, testing and monitoring and/or sampling and analysis, reporting and recordkeeping, maintenance of environmental conservation equipment, and compliance self-assessments.

### E4.2. CLASS I: CURRENT COMPLIANCE.

Includes projects and activities needed because an installation is currently out of compliance (has received an enforcement action from a duly authorized Federal or State agency, or local authority); has a signed compliance agreement or has received a consent order; has not met requirements based on applicable Federal or State laws, regulations, standards, Presidential Executive orders, or DoD policies, including those listed in enclosure 2; and/or are immediate and essential to maintain operational integrity or sustain readiness of the military mission. "Class I" also includes projects and activities needed that are not currently out of compliance (deadlines or requirements have been established by applicable laws, regulations, standards, DoD policies, or Presidential Executive orders, but deadlines have not passed or requirements are not in force) but shall be if projects or activities are not implemented in the current program year. Those activities include the following:

E4.2.1. Environmental analyses for natural and cultural resource conservation projects, and monitoring and studies required to assess and mitigate potential impacts of the military mission on conservation resources.

E4.2.2. Planning (e.g., 42 U.S.C. 4341 (reference (d)) documentation, master

plans, and integrated natural and cultural resource management plans, etc.).

E4.2.3. Baseline inventories of natural and cultural resources.

E4.2.4. Biological assessments, surveys, or habitat protection for a specific listed species, critical for the protection of the species so that proposed or continuing actions can be modified in consultation with the U.S. Fish and Wildlife Service or the U.S. National Marine and Fisheries Service to prevent "taking" of the species.

E4.2.5. Inventories and surveys of historical and archeological sites critical for the protection of cultural resources so that continuing actions can be modified in consultation with the Advisory Council for Historic Preservation.

E4.2.6. Mitigation to meet existing regulatory permit conditions or written agreements, such as those required under Section 4341 of 42 U.S.C., Sections 1361-1407, 703, and 470 et seq. of 16 U.S.C., and Section 1251 et seq. of 32 U.S.C., and (references (d), (h), and (p)), and included in documents required by Section 4341 of 42 U.S.C. (reference (d)).

E4.2.7. Nonpoint source pollution or watershed management studies or actions needed to meet compliance dates cited in approved State coastal nonpoint source pollution control plans, as required to meet consistency determinations under Sections 1451 et seq. and 703 et seq. of 16 U.S.C. (reference (h)).

E4.2.8. Wetlands delineation, following existing statutory requirements, critical for the prevention of adverse impacts to wetlands without a permit so that continuing actions can be modified to ensure mission continuity, as required by 32 U.S.C. 1251 et seq. (reference (p)).

E4.2.9. Efforts to achieve compliance with requirements that have deadlines that have already passed, as cited in DoD executed agreements, such as support for the Chesapeake Bay Agreement Action Plan and the DoD Mojave Desert Ecosystem Management Initiative.

E4.2.10. Initial curation of archeological materials, as required under 32 CFR 22 and 229, Section 470 aa-ll of 16 U.S.C, and 36 CFR 78 and 79, and (references (w), (h), and (e)).

E4.2.11. Consultations with Native American groups, if reinterment of Native American remains under 25 U.S.C. 3001 (reference (u)) is part of their wishes.

E4.3. CLASS II: MAINTENANCE REQUIREMENTS.

Includes those projects and activities needed that are not currently out of compliance (deadlines or requirements have been established by applicable laws, regulations, standards, Presidential Executive orders, or DoD policies) but deadlines have not passed or requirements are not in force), but shall be out of compliance if projects or activities are not implemented in time to meet an established deadline beyond the current program year. Examples include the following:

E4.3.1. Compliance with future requirements that have deadlines.

E4.3.2. Conservation and Geographic Information System mapping in order to be in compliance with Federal, State and local regulations, Presidential Executive orders, and DoD policy.

E4.3.3. Efforts undertaken in accordance with non-deadline specific compliance requirements of leadership initiatives, such as Coastal America, the "Chesapeake Bay Agreement Action Plan," and "Mojave Desert Ecosystem Management Initiative."

E4.3.4. Wetlands enhancement, in order to achieve the President's order for "no net loss" or to achieve enhancement of existing degraded wetlands, as required under E.O. 11990 (reference (l)) and 32 U.S.C. 1251 et seq. (reference (p)).

E4.3.5. Public education programs that educate the public on the importance of protecting archeological resources as required by Section 470 aa-ll of 16 U.S.C. (reference (h)).

E4.4. CLASS III: ENHANCEMENT ACTIONS, BEYOND COMPLIANCE

Includes those projects and activities that enhance conservation resources or the integrity of the installation mission, or are needed to address overall environmental goals and objectives, but are not specifically required under regulation or Executive order and are not of an immediate nature. Examples include the following:

E4.4.1. Community outreach activities, such as "Earth Day" and "Historic Preservation Week" activities.

E4.4.2. Educational and public awareness projects, such as interpretive displays, oral histories, "watchable wildlife" areas, nature trails, wildlife checklists, and

conservation teaching materials.

E4.4.3. Biological assessments, surveys, or habitat protection for a candidate species for listing as "endangered or threatened."

E4.4.4. Restoration or enhancement or cultural or natural resources when no specific compliance requirement dictates a course or timing of action.

E4.4.5. Reinterment of Native American remains on land managed or controlled by the Department of Defense.

E4.4.6. Management and execution of volunteer and partnership programs.

# E5. ENCLOSURE 5

## CONSERVATION MEASURES OF MERIT

### E5.1. PREPARATION OF INRMPs (NUMBER OF INSTALLATIONS)

E5.1.1. Requiring integrated plans.

E5.1.2. With up-to-date, approved plans.

E5.1.3. Where an existing plan needs to be updated.

E5.1.4. Where a plan is appropriate or needed, but does not exist.

E5.1.5. Where a plan is not appropriate.

### E5.2. PREPARATION OF ICRMPs (NUMBER OF INSTALLATIONS)

E5.2.1. Requiring plans.

E5.2.2. With up-to-date, approved plans.

E5.2.3. Where an existing plan needs to be updated.

E5.2.4. Where a plan is needed but does not exist.

E5.2.5. Where a plan is not needed.

### E5.3. COMPLETION OF PLANNING LEVEL SURVEY AND INVENTORY OF BIOLOGICAL RESOURCES (NUMBER OF INSTALLATIONS)

E5.3.1. With completed inventories.

E5.3.2. With partial inventories.

E5.3.3. Without inventories, but needed.

E5.3.4. Inventories not needed.

E5.4. COMPLETION OF WETLAND INVENTORIES (NUMBER OF INSTALLATIONS)

E5.4.1. With completed inventories.

E5.4.2. With partial inventories.

E5.4.3. Without inventories, but needed.

E5.4.4. Inventories not needed.

E5.5. COMPLETION OF PLANNING LEVEL SURVEY AND INVENTORY OF CULTURAL RESOURCES (NUMBER OF INSTALLATIONS)

E5.5.1. With completed historic building inventories.

E5.5.2. With partial historic building inventories.

E5.5.3. Without historic building inventories, but needed.

E5.5.4. Historic building inventories not needed.

E5.5.5. With completed archeological inventories.

E5.5.6. With partial archeological inventories.

E5.5.7. Without archeological inventories, but needed.

E5.5.8. Archeological inventories not needed.

E5.6. ARCHEOLOGICAL RESOURCES COMPLIANCE (NUMBER OF INSTALLATIONS)

E5.6.1. With archeological collections.

E5.6.2. With collections curated in accordance with reference (x).

E5.6.3. Where professional curation actions are needed.

E5.6.4. With known archeological sites.

E5.6.5. With site protection procedures in effect.

E5.6.6. Where site protection procedures are needed.

# E6. ENCLOSURE 6

# ECOSYSTEM MANAGEMENT PRINCIPLES AND GUIDELINES

## E6.1. GOAL OF ECOSYSTEM MANAGEMENT

To ensure that military lands support present and future training and testing requirements while preserving, improving, and enhancing ecosystem integrity. Over the long term, that approach shall maintain and improve the sustainability and biological diversity of terrestrial and aquatic (including marine) ecosystems while supporting sustainable economies, human use, and the environment required for realistic military training operations.

## E6.2. PRINCIPLES AND GUIDELINES

E6.2.1. Maintain and Improve the Sustainability and Native Biodiveristy of Ecosystems. Ecosystem management involves conducting installation programs and activities in a manner that identifies, maintains, and restores the "composition, structure, and function of natural communities that comprise ecosystems," to ensure their sustainability and conservation of biodiveristy at landscape and other relevant ecological scales to the maximum extent that mission needs allow.

E6.2.2. Administer with Consideration of Ecological Units and Timeframes. Ecosystem management requires consideration of the effects of installation programs and actions at spatial and temporal ecological scales that are relevant to natural processes. A larger geographic view and more appropriate ecological time frames assist in the analysis of cumulative effects on ecosystems that may not be apparent with smaller and shorter scales. Regional ecosystem management efforts are generally more appropriate than either national or installation-specific efforts. Consideration of sustainability under long-term environmental threats, such as climate change, is also important.

E6.2.3. Support Sustainable Human Activities. People and their social, economic, and national security needs are an integral part of ecological systems, and management of ecosystems depends on sensitivity to those issues. Consistent with mission requirements, actions should support multiple use (e.g., outdoor recreation, hunting, fishing, forest timber products, and agricultural outleasing) and sustainable development by meeting the needs of the present without compromising the ability of future generations to meet their own needs.

E6.2.4. Develop a Vision of Ecosystem Health. All interested parties (Federal, State, tribal, and local governments, nongovernmental organizations, private organizations, and the public) should collaborate in developing a shared vision of what constitutes desirable future ecosystem conditions for the region of concern. Existing social and economic conditions should be factored into the vision, as well as methods by which all parties may contribute to the achievement of desirable ecosystem goals.

E6.2.5. Develop Priorities and Reconcile Conflicts. Successful approaches should include mechanisms for establishing priorities among the objectives and for conflict resolution during both the selection of the ecosystem management objectives and the methods for meeting those objectives. Identifying "local installation objectives" and "urban development trends" are especially important to determine compatibility with ecosystem objectives. Regional workshops should be convened periodically to ensure that efforts are focused and coordinated.

E6.2.6. Develop Coordinated Approaches to Work Toward Ecosystem Health. Ecosystems rarely coincide with ownership and political boundaries so cooperation across ownerships is an important component of ecosystem management. To develop the collaborative approach necessary for successful ecosystem management, installations should:

E6.2.6.1. Involve the military operational community early in the planning process. Work with military trainers and others to find ways to accomplish the military mission in a manner consistent with ecosystem management.

E6.2.6.2. Develop a detailed ecosystem management implementation strategy for installation lands and other programs based on the vision developed in subsection E6.2.4., above, and those principles and guidelines;

E6.2.6.3. Meet regularly with regional stakeholders (e.g., State, tribal, and local governments; nongovernmental entities; private landowners; and the public) to discuss issues and to work towards common goals.

E6.2.6.4. Incorporate ecosystem management goals into strategic, financial, and program planning and design budgets to meet the goals and objectives of the ecosystem management implementation strategy.

E6.2.6.5. Seek to prevent undesirable duplication of effort, minimize inconsistencies, and create efficiencies in programs affecting ecosystems.

E6.2.7. Rely on the Best Science and Data Available. Ecosystem management is based on scientific understanding of ecosystem composition, structure, and function. It requires more and better research and data collection, as well as better coordination and use of existing data and technologies. Information should be accessible, consistent, and commensurable. Standards should be established for the collection, taxonomy, distribution, exchange, update, and format of ecological, socioeconomic, cartographic, and managerial data.

E6.2.8. Use Benchmarks to Monitor and Evaluate Outcomes. Accountability measurements are vital to effective ecosystem management. Implementation strategies should include specific and measurable objectives and criteria with which to evaluate activities in the ecosystem. Efficiencies gained through cooperation and streamlining should be included in those objectives.

E6.2.9. Use Adaptive Management. Ecosystems are recognized as open, changing, and complex systems. Management practices should be flexible to accommodate the evolution of scientific understanding of ecosystems. Based on periodic reviews of implementation, adjustments to the standards and guidelines applicable to management activities affecting the ecosystem should be made.

E6.2.10. Implement Through Installation Plans and Programs. An ecosystem's desirable range of future conditions should be achieved through linkages with other stakeholders. "Specific DoD activities" should be identified, as appropriate, in installation INRMPs and ICRMPs and in other planning and budgeting documents.

# E7. ENCLOSURE 7

## CONTENTS OF INRMPs AND ICRMPs

### E7.1. GENERAL CONTENTS

An INRMP or ICRMP shall do the following:

E7.1.1. Include a summary of general information about the installation's mission and history, as well as specific management information necessary for managing the installation's natural or cultural resources.

E7.1.2. Provide natural or cultural resources context information about the installation's mission and history.

E7.1.3. Identify all legal requirements pertinent to natural or cultural resources management.

E7.1.4. Identify the installation's natural or cultural resources.

E7.1.5. Recommend procedures for managing the installation's natural or cultural resources in a manner that is compatible with the installation mission, satisfies legal requirements, and is consistent with ecosystem management principles and guidelines.

E7.1.6. Establish priorities for natural or cultural resources management that ensure compliance with legal requirements and ongoing stewardship responsibilities.

E7.1.7. Provide management procedures for the ongoing identification, maintenance, and enhancement of natural or cultural resources.

E7.1.8. Promote the use of natural or cultural resources in ways that are beneficial to the military mission, the resources, and other public interests.

E7.1.9. Be thoroughly integrated with other installation plans, including the INRMP, the ICRMP, the installation master plan, the facilities maintenance plan, training and range area management plans, mobilization and deployment plans, and information management systems.

E7.1.10. Establish requirements, goals, and targets that can be easily reflected in budget documents and decisionmaking processes, and addressed in conservation

self-assessments.

E7.1.11. Address natural and cultural resources, ecosystems, and areas of critical or special concern from both technical and policy standpoints.

## E7.2. SPECIFIC CONTENTS OF AN INRMP

An IMRMP shall include, as appropriate:

E7.2.1. A summary of known natural resources information.

E7.2.2. Analysis of the sufficiency of the existing information on natural resources and associated contexts to meet compliance requirements.

E7.2.3. Information on areas that have not been inventoried and a plan for completion of the inventory.

E7.2.4. Identification and prioritization of actions required to implement goals and objectives of the plan.

E7.2.5. Identification of the type and location of actions that may affect natural resources.

E7.2.6. Procedures to ensure that actions of the installation and its tenants are planned and carried out in ways that protect and enhance its natural resources.

E7.2.7. Identification of unique natural resource issues confronting the installation.

E7.2.8. Conservation and mitigation strategies for threatened natural resources.

E7.2.9. Coordination processes between the installation, regulatory agencies and the public that help to ensure proper management of an installation's natural resources.

E7.2.10. Provisions for sharing appropriate natural resources information with Federal and State agencies, nongovernmental organizations, researchers, and the general public.

E7.2.11. Standard operating procedures for routine occurrences and where blanket statements can coordinate a process, such as inventories, repetitive ecosystem maintenance and enhancement, and spill responses where natural resources are

involved and tailored for the particular conditions at the installation.

E7.2.12. Procedures for consultation with all interested groups and individuals that represent an interest in natural resources.

E7.2.13. Provisions for enforcement of natural resource laws and regulations by professionally trained personnel.

E7.2.14. Provisions for public access to natural resources, as appropriate.

## E7.3. SPECIFIC CONTENTS OF AN ICRMP

An ICRMP shall include, as appropriate:

E7.3.1. A summary of known cultural resources information and a list and brief description of properties listed or eligible for listing in the National Register of Historic Places.

E7.3.2. Analysis of the sufficiency of the existing information on cultural resources and associated contexts to meet compliance requirements.

E7.3.3. Information on areas that have not been inventoried and a plan for completion of the inventory.

E7.3.4. Identification and prioritization of actions required to implement goals and objectives of the plan.

E7.3.5. Identification of the type and location of actions that may affect cultural resources.

E7.3.6. Procedures to ensure that actions of the installation and its tenants are planned and carried out in ways that protect and enhance its cultural resources.

E7.3.7. Identification of unique cultural resource issues confronting the installation.

E7.3.8. Preservation and mitigation strategies for threatened cultural resources.

E7.3.9. Coordination processes between the installation, regulatory agencies and the public that help to ensure proper management of an installation's cultural resources.

E7.3.10. Provisions for permanent storage of historic property records, as required by reference (cc) and other recordkeeping requirements.

E7.3.11. Standard operating procedures for routine occurrences and where blanket statements can coordinate a process, such as inventories, repetitive maintenance and repair, unexpected discovery and reporting, and spill responses where cultural resources are involved and tailored for the particular conditions at the installation.

E7.3.12. Procedures for the documentation of historic properties that will be altered or destroyed as a result of DoD action or assistance, in accordance with 36 CFR 79 (reference (e)).

E7.3.13. Procedures for consultation with all interested groups and individuals that represent an interest in cultural resources.

E7.3.14. Procedures for unanticipated discovery of an historic property or other cultural resource.

E7.3.15. Procedures to ensure that all archeological collections are properly processed, maintained and preserved, in accordance with 32 CFR 22 (reference (w)).

E7.3.16. Provisions for sharing appropriate cultural resources information with Federal and State agencies, nongovernmental organizations, researchers, and the general public.

E7.3.17. Provisions for enforcement of cultural resource laws and regulations by professionally trained personnel.

E7.3.18. Provisions for public access to cultural resources, as appropriate.

# E8. ENCLOSURE 8

## PRINCIPLES FOR CONSULTATIONS WITH NATIVE AMERICANS

### E8.1. GENERAL PRINCIPLES FOR NATIVE AMERICAN CONSULTATIONS

Native Americans often have strong religious and cultural ties to natural areas. Where applicable, DoD must consider these interests in land management decisionmaking through consultation to identify and protect Native American cultural resources. The Department of Defense shall carry out consultations with Native American tribal governments in a manner that respects the sovereign status of each such Federally-recognized tribe. The Department of Defense shall consult to the greatest extent practicable and to the extent permitted by law prior to taking actions that affect the protected interests of Federally-recognized tribal governments. Consultation shall be conducted with sensitivity to cultural values, socioeconomic factors, and the administrative structure of the native group.

### E8.2. GOALS OF CONSULTATION PRINCIPLES

The goals of those consultation principles are to do the following:

E8.2.1. Increase DoD awareness of the requirements of Native American cultures and religions, while increasing Native American awareness of DoD mission requirements.

E8.2.2. Increase Native American participation, as appropriate, in consultations on DoD actions and decisions that affect issues of significance to Native Americans.

E8.2.3. Educate DoD personnel about relevant policies and laws on Native Americans.

E8.2.4. Provide access by Native Americans to sacred and religious sites on DoD lands.

E8.2.5. Protect Native American cultural and historical resources on DoD lands or on non-DoD lands used by the Department of Defense.

### E8.3. CONSULTATION PRINCIPLES

E8.3.1. Respect the Sovereign Status of Each Native American Tribal Government. The Department of Defense must work directly with Federally-recognized tribes on a government-to-government basis, recognizing the sovereignty of each tribe. First contact should be made with the tribal leadership under the Presidential Memorandum (reference (y)).

E8.3.2. Recognize the Importance and Variety of Traditional Native American Culture and Authorities. Native Americans have many different cultures, not just one. Consultations may differ from tribe to tribe.

E8.3.3. Recognize Native Americans Have a Strong Connection to Traditional Tribal Lands and Their Resources. Historically, Native Americans have practiced religious ceremonies on lands owned by the Department of Defense or adjacent to lands owned by the Department of Defense. Fishing, hunting, and gathering activities are a pivotal part of the traditional culture of Indian tribes. The Department of Defense shall provide access to sacred sites for Native Americans who wish to perform religious or traditional ceremonies; collect botanical, animal, mineral, or other cultural resources; or to exercise their right to receive repatriated ancestral remains and artifacts when possible. Except where required by competent authority, the Department of Defense shall limit access to those sites when necessary for the military mission, for reasons of safety or security, to ensure compliance with applicable laws and regulations, or to prevent serious negative environmental consequences. Although the Department of Defense is not responsible for protecting natural and cultural resources near DoD lands, the Department of Defense is responsible for considering whether projects on military lands do not create an adverse effect on natural and cultural resources on property adjacent to DoD lands.

E8.3.4. Improve Communications and Coordination Between the Department of Defense and Native Americans. The Department of Defense shall identify institutional, political, economic, social, and other barriers to full communications and coordination, and work towards eliminating them. The Department of Defense shall take a proactive approach to involving tribal governments in the decisionmaking process at the earliest date possible and continue those consultations until completion of the project or action. There is no simple and universally correct way to coordinate or consult with Native American groups. Appropriate approaches vary from tribe to tribe and situation to situation. Oral communications will often be the preferred means of communications. Planning shall be undertaken with an effort to minimize any negative effects on Native Americans or their lands or cultural resources. The Department of Defense shall also comply with all notification and consultation

requirements contained in the National Environmental Policy Act (NEPA) (reference (k)) and Section 4341 of 42 U.S.C. (reference (d)) and other appropriate statutes.

E8.3.5. Comply with All Applicable Executive Orders and Federal, State, and Local Statutory and Regulatory Requirements on Native American Issues. The Department of Defense shall work with Native Americans to ensure the requirements of all appropriate laws and guidelines are met.

E8.3.6. Maintain the Secrecy of Native American Religious and Ceremonial Practices on DoD Lands. Many traditional religious and cultural practices require privacy and cannot be performed in the presence of nonparticipants. The Department of Defense shall work with tribal governments to protect the privacy of those practices. Archeological sites, traditional cultural properties, and sacred sites shall be protected from illegal entry or disturbance in accordance with DoD Directive 4165.61 and 36 CFR 79 (references (x) and (e)).

E8.3.7. Assign Specific Personnel at Each Installation to Work on Cultural Issues and Provide Necessary Training for All Appropriate DoD Personnel. At each DoD installation, the base commander shall choose a staff member to serve as a liaison between the Department of Defense and tribal governments, if present. This person should be trained to deal with Native American issues. Other appropriate DoD personnel shall participate in training courses and workshops to learn about local Indian tribes, including those who currently reside in the area of the installation, and those tribes who historically have lived in the area and may return during the year to participate in religious or ceremonial activities. Those courses should cover Native American traditional, religious, and cultural values and practices, and how best to communicate on an intercultural level keeping in mind that Native Americans often record their history orally.

E8.3.8. Prepare and Distribute Maps Showing Traditional and Contemporary Tribal Lands On and Adjacent to Military Installations. To ensure that tribes who have an interest in DoD lands for religious ceremonies or cultural practices are identified and contacted when proposed actions or projects come up, the Department of Defense shall develop maps identifying traditional and contemporary tribal lands in and around DoD installations.

E8.3.9. Support Cooperative Efforts That Encourage Tribal and Federal Partnerships in the Management of DoD Lands. The Department of Defense supports the use of agreements such as Memoranda of Agreement and Memoranda of Understanding between the Department of Defense and other Federal Agencies, State

governments, nonprofit organizations, or tribes, when possible. The primary goal of formalized agreements with tribal governments is better management of DoD lands in such a manner as to minimize adverse impacts to Native Americans. Cooperative efforts are an important part of an ongoing process to open up communications between DoD personnel and tribes to work together on the shared goal of protection of cultural resources and traditional Native American practices.