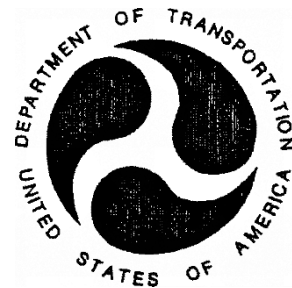


# **INDIAN RESERVATION ROADS PROGRAM STEWARDSHIP PLAN**

*Federal Highway Administration*

*Bureau of Indian Affairs*



**JULY 1996**

***We support the concept of this stewardship plan and, hereby, direct the oversight of the Indian reservation roads and bridge programs to be carried out in a true partnership manner.***

A handwritten signature in cursive script, reading "Ada E. Deer".

**Ada E. Deer**  
**Assistant Secretary - Indian Affairs**  
**Department of the Interior**

A handwritten signature in cursive script, reading "Rodney E. Slater".

**Rodney E. Slater**  
**Administrator**  
**Federal Highway Administration**



U.S. Department of Transportation  
Federal Highway Administration

## **STEWARDSHIP:**

***Stewardship is the oversight of and the accountability of public resources.***

## **FHWA STEWARDSHIP POLICY**

***In cooperation with our partners, (FHWA) continues to tailor its stewardship activities and programs to provide responsible management oversight and accountability for Federal assistance programs through flexible and innovative concepts.***

## ***Foreword***

The partnership between the Department of the Interior (DOI), Bureau of Indian Affairs (BIA) and the Department of Transportation, Federal Highway Administration (FHWA), was established in 1930. This 66-year partnership was formalized with an interagency agreement on May 18, 1948, with a Memorandum of Agreement (MOA) between the Office of Indian Affairs and the Public Roads Administration. The MOA addressed the location, type, and design of all Indian reservation roads (IRR) and bridges and the general supervision of all such IRR construction. Moreover, the agreement specifically set forth the duties of the Office of Indian Affairs to map all roads and trails considered to be part of the IRR system.

The IRR Stewardship Plan details the responsibilities of the BIA, FHWA and Indian tribal governments in the administration and operation of the IRR Program. Work on this plan was started in December 1994 when the IRR Stewardship Team was designated. The team was composed of representatives from the BIA, FHWA, and the Intertribal Transportation Association (ITA). Over a period of 18 months, this document took form and underwent many rewrites. The major re-write occurred in April and May 1996, after comments were received on the plan from the field offices of the BIA and FHWA, Indian tribal governments, and the ITA.

The nature of the comments centered around four things:

1. Tribes did not see themselves in the draft dated December 19, 1995.
2. Tribes believe that there is a lack of communication between the Federal Government and Indian tribal governments.
3. Tribal governments wanted more discussion of Public Law 93-638, Indian Self Determination and Education Act, as amended, within the IRR Stewardship Plan.
4. The FHWA field offices had various views on their oversight responsibility.

This final plan was revised to indicate specific areas where the tribal governments could participate in the stewardship roles of the BIA and FHWA. In addition, in sections where communications could be expanded, this was done. The third item, Public Law 93-638, was not an item for discussion within the stewardship plan. Public Law 93-638 will be discussed in another IRR policy and guidance document. The fourth item was resolved by comparing the requirements of the most current BIA/FHWA MOA and the Federal-aid Program Guide.

The IRR Stewardship Plan was presented to Ms. Ada Deer, Assistant Secretary - Indian Affairs and to Mr. Rodney Slater, Administrator, Federal Highway Administration, on July 9, 1996, at the DOI. This presentation provided an opportunity for Ms. Deer and Mr. Slater to become familiar with the contents of the plan and the impacts it has on the IRR program for each of their agencies. This presentation culminated with the signatures of Ms. Deer and Mr. Slater on the cover sheet showing their support and approval of the concept of the IRR Stewardship Plan.

This Stewardship Plan will reinforce the existing BIA/FHWA partnership while creating and strengthening new partnerships with Indian tribal governments and organizations.

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# ***I. Introduction***

## ***Purpose***

This document describes the basic processes used by the Bureau of Indian Affairs Division of Transportation (BIADOT) and the Federal Lands Highway Office (FLHO) of the Federal Highway Administration (FHWA) to jointly oversee the Indian Reservation Roads (IRR) and Highway Bridge Replacement and Rehabilitation (HBRRP) Programs. The IRR Stewardship Plan describes the roles and responsibilities of the BIA, FHWA, and the Indian tribal governments as defined in Title 23 United States Code (USC), the BIA/FHWA Memorandum of Agreement, and Title 25 of the Code of Federal Regulation (CFR) Part 170. The BIA and the FLHO are developing policies and procedures for working with tribal governments on a government to government basis under Public Law 93-638, as amended, and President Clinton's April 1994 memorandum.

## ***Outline of Stewardship Plan***

Chapter I, Introduction, contains the purpose and outline of the IRR Stewardship Plan, its development process, the history of the IRR and Bridge Programs and related FHWA oversight.

Chapter II, Program Goals, contains the goals of the IRR program.

Chapter III, Oversight Options, describes the fundamental concept of program stewardship as understood by the BIA and FHWA. This plan constitutes the formal agreement under which the two agencies provide oversight of all Federal-aid highway programs.

Chapter IV, Stewardship Approach, describes the administrative and oversight activities the BIA and FHWA, individually or jointly, perform.

Chapter V, Functional Areas, contains detailed information on the seven major functional areas of the programs. The seven functional areas are transportation planning, project development, bridge, contract procurement and administration, construction, maintenance, and financial management. The description, references, guidance, working relationships, required activities and additional monitoring activities are provided for each functional area.

Chapter VI, Glossary, contains an explanation of terms used in the plan.

## ***Stewardship Plan Development Process***

The IRR Stewardship Plan was developed as a cooperative effort of the BIADOT and FLHO. In December 1994, an IRR Stewardship team was designated and the IRR Stewardship Plan development schedule was established. The team consisted of two representatives from the BIADOT, one BIA Area Road Engineer under Certification Acceptance (CA), one BIA Area Road Engineer not under CA, one IRR Program Engineer, and the Federal Lands Highway Program Engineer.

The FLHO and BIADOT team members met January 19-20, 1995, to select the format and topic areas of the plan. These team members prepared the first draft of the plan based on the draft BIA/FHWA Memorandum of Agreement and the revised 25 CFR Part 170. The entire team met March 7-9, 1995, to discuss the first draft. Team members developed a second draft of the plan. The team met on March 28-30, 1995, to discuss and revise the second draft.

In May 1995, the BIADOT distributed the draft IRR Stewardship Plan to all BIA Area Offices for review and comment. In January and February 1996, federally recognized Indian tribal governments and BIA field offices were provided the plan for review and comment by the end of March 1996. In January 1996, the FLHO distributed the draft IRR Stewardship Plan to the FHWA Regional Offices. The team met April 9-10, 1996, and May 29-30, 1996, to discuss comments received and prepare the final plan. The team finalized the plan in June 1996, presented it to top management officials for approval in July 1996. It was printed in September 1996, and distributed in October 1996 to all federally recognized Indian tribal governments, the BIA, and FHWA field offices.

## ***History of the IRR Program, Bridge Program, and FHWA Involvement***

The IRR program was established on May 26, 1928, by Public Law 520 (Codified at 25 USC 318(a)). The act authorized appropriations for survey, improvement, construction, and maintenance of IRR not eligible for Federal-aid highway funding. The partnership with the BIA and FHWA began in 1930 when the Secretary of Agriculture was authorized to cooperate with the State highway agencies and the Department of the Interior (DOI) in the survey, construction, reconstruction, and maintenance of IRR serving Indian lands.

The Federal-aid Highway Act of 1936, Public Law 686, Section 6, required that FHWA approve the location, type, and design of all IRR roads and bridges to be constructed using BIA funds. This requirement was also contained in Section 10(c) of the Federal-aid Highway Act of 1944, Public Law 521. The first BIA/FHWA Memorandum of Agreement was executed in 1948. In 1958, the laws related to highways were revised, codified, and reenacted as Title 23, USC by Public Law 85-767. The new title contained a definition of IRR and bridges and a section on IRR.

Between 1930 and 1982, Congress appropriated funds for IRR in the DOI appropriation acts. The Public Law 97-424, Surface Transportation Assistance Act of 1982, incorporated the IRR program into the Federal Lands Highway Program (FLHP) and provided funding from the Highway Trust Fund. It also repealed Section 208 of Title 23. The law also made the IRR program subject to the other provisions of Title 23.

Under Title 23, the FHWA was required to (1) approve plans, specifications, and estimates (PS&E) for transportation projects, (2) monitor the work in progress, and (3) conduct a final inspection of the projects. Under 23 USC 117, Certification Acceptance, the State highway agency and the BIA could get a waiver from PS&E approval and project monitoring.

In 1991, Congress enacted the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, Public Law 102-240. This law made changes to the IRR program and also created a set-aside of Highway Bridge Replacement and Rehabilitation Program funds for Indian reservation bridges. The law also changed to the oversight role of the FHWA.

### ***Description of the IRR Program***

The IRR program is authorized under the FLHP, 23 USC 204. The use of IRR funds is also defined in 23 USC 204. The authorized funding level (by ISTEA) is \$191 million for each of fiscal years 1996 and 1997. The program is jointly administered by the BIADOT and the FLHO of the FHWA.

The purpose of the IRR program is to provide safe and adequate transportation and public road access to and within Indian reservations, Indian lands and communities for Native Americans, visitors, recreationists, resource users and others while contributing to economic development, self-determination, and employment of Native Americans.

As of 1994, the IRR system consisted of about 41,430 kilometers (25,700 miles) of BIA and tribal owned roads and 41,270 kilometers (25,600 miles) of State, county and local government public roads and 1 ferry boat operation (Inchelium-Gifford Ferry of Washington).

From the \$191 million yearly authorization, the FHWA reserves up to 3.75 percent for FHWA administration. The BIADOT and the FLHO develop a plan for using the remaining funds. This plan includes operating expenses for the Federal Lands Highway Coordinated Technology Implementation Program (CTIP); the Local Technical Assistance Program (LTAP) centers for tribal governments; and BIA administration (not to exceed 6 percent, as authorized in the annual DOI Appropriation Act). The BIADOT administers transportation planning studies for the reservations, bridge inspections, and pays for inventory updates, training, and atlas mapping. An additional 2 percent of the IRR funds are set-aside for transportation planning by tribal governments.

Using the Relative Needs allocation formula, the BIADOT distributes the remaining construction funds (approximately 85 percent) to the 12 BIA Area Offices. The formula is 20 percent population, 30 percent vehicle miles traveled (ADT x mileage), 50 percent cost-to-improve (the cost it would take to bring the road up to a given standard). This formula was to be phased in over a 4-year period, 1993 through 1996. However, it will be implemented in fiscal year (FY) 1997. It replaces an old allocation formula which was based on 1/3 population, 1/3 land area, and 1/3 road mileage. This previous formula had been used since 1970.

The BIA Area Offices divide the funding to approved projects in a variety of ways. Some Area Offices distribute the funds using the formula on a tribal priority basis while others try to ensure that each tribal government gets project funding based on relative need.

The tribal governments develop and submit a priority list of projects to the BIA Area Office accompanied with the tribal government's letter of approval (resolution). The BIA Area Office gathers these project lists and develops a minimum 5-year transportation improvement program (TIP) for IRR and HBRRP funds. The BIADOT reviews, approves and submits these TIPs to the FLHO for approval. After FLHO approval, the BIADOT forwards the approved TIP to the Area Offices and the FLHO forwards copies to the appropriate State highway agency, at which time the State highway agency incorporates the IRR TIP into the STIP approved by the FHWA and the Federal Transit Administration, as a STIP amendment or as part of a new STIP. The BIA Area Offices notify the tribal governments which projects are programmed. The majority of the IRR funds are spent improving the BIA and tribal public roads. Through cooperative agreements with the States and counties, IRR funds are also spent on tribally prioritized projects for improving other roads on the IRR system.

The design of projects is performed by the BIA, tribal governments, other Federal agencies, consultants, or State and local governments. In FY 1995, about 35 percent of the IRR construction was performed by Indian tribal governments under Public Law 93-638 contracts, approximately 40 percent was done by Buy Indian contractors, and approximately 15 percent was performed using Indian labor under BIA force account. The remaining projects were constructed by highway contractors selected by other methods. Public Law 93-638 permits tribal governments to perform part of the functions of an Area Office.

### ***Description of the IRR Maintenance Program***

In 1951, Congress began appropriating general funds for the maintenance of BIA owned roads in the annual DOI appropriation acts. To comply with 23 USC 204, the DOI includes maintenance appropriations in their annual budgets. As a condition for the continuance of Federal Lands Highway funds (Highway Trust Funds) for improvements and in accordance with 23 USC 116, the BIA Area and Agency Offices are responsible for proper maintenance of BIA roads (using DOI funds) to protect the public investment and provide safe transportation for tribal members and the general public.



The BIA currently receives about \$26 million per year for maintenance. The BIA estimates that \$90 million per year is needed to adequately maintain BIA owned roads. The maintenance funds are allocated to BIA Area Offices by formula. The actual maintenance activities are performed by BIA, Indian tribal governments under Public Law 93-638 contracts, compacts, inter-governmental cooperative agreements, or by other methods.

The BIA Area Offices, Agency Offices and FHWA Federal-aid and Federal Lands Highway Division Offices are responsible for conducting random maintenance inspections.

### ***Description of the Indian Reservation Highway Bridge Program***

The Indian Reservation Highway Bridge Program was established by Congress in 1991 under the ISTEA. This program is authorized under 23 USC 144, HBRRP. Not less than 1 percent of the HBRRP funds allocated to a State with Indian reservation(s) is set-aside for the replacement, rehabilitation, seismic retrofits, painting, or application of calcium magnesium acetate to highway bridges serving Indian reservations. A 20 percent matching share is required. In FY 1995, about \$13.7 million was available for this program.

The HBRRP funds are transferred to the BIA for use on eligible bridge projects. To be eligible for funding, a bridge or multiple pipe culverts must (1) have an opening of 20 feet or more, (2) be on a public road which meets the definition of an IRR, (3) be deficient for reasons of condition or function, (4) be more than 10 years old and (5) be recorded in the National Bridge Inventory. Bridges with sufficiency ratings less than or equal to 80 are eligible for rehabilitation while those with a sufficiency rating of less than 50 are eligible for replacement. Bridges eligible for rehabilitation may be replaced if the total life cycle cost for rehabilitation is greater than the cost for replacement.

Each BIA Area Office working with Indian tribal governments, States and local governments identifies the source of the 20 percent matching and develops a priority list of bridge projects. State, local or IRR funds can be used as the 20 percent matching share. Per the Secretary of Transportation's letter dated, May 21, 1986, IRR funds can be used as matching funds for HBRRP funds. If IRR funds are to be used, then a tribal government's letter of approval (tribal resolution) is needed. The BIA Area Offices develop the 5-year TIP for the HBRRP funds. This TIP is sent to the FHWA (FLHO) for approval. The FHWA Bridge Division in Washington, DC, reviews the proposed bridge projects to determine if the bridges are eligible. After the FLHO approval of the TIP, the BIA Area Office notifies the tribal governments and others which projects are programmed. The FHWA also sends copies of the TIP to the States for inclusion in the Metropolitan Planning Organization (MPO) TIP (if applicable) or the STIP.

The design of bridge projects is performed by the BIA, Indian tribal governments, other Federal agencies, consultants, or State and local governments. Bridges are designed in accordance with American Association of State Highway and Transportation Officials (AASHTO) or FHWA approved State standards. Design life for bridge rehabilitations must be a minimum of 10 years or more remaining useful life. Designs must incorporate features

which require little or no bridge maintenance because of limited fiscal resources. The construction of most bridge projects is administered by the owner for the rehabilitation or replacement of the bridge. For non-BIA owned bridges, the BIA Area Offices enter into cooperative agreements with the owner.

Actual replacement and rehabilitation of Indian reservation bridges are performed by Indian tribal governments under Public Law 93-638, BIA force account, Buy Indian contractors, and highway contractors selected by other methods.

## ***II. Program Goals***

### ***The goals of the IRR Program are to:***

- Provide safe and efficient transportation and public road access to and within Indian reservations, Indian lands, Alaskan Native villages, and communities;
- Develop the necessary transportation system to foster and support economic development;
- Rehabilitate or replace deficient bridges which restrict the mobility on or near Indian reservations, lands, Alaskan Native villages and communities;
- Improve the condition of gravel and paved roads;
- Grade, gravel, or stabilize existing earth roads;
- Reduce the number and severity of traffic accidents through an improved transportation system;
- Provide for and to increase opportunities for employment of members of Indian tribes and Alaskan Native villages; and
- Develop Indian tribal government capabilities for managing and increasing their participation in the improvement of their transportation system.

### ***III. Oversight Options***

In 1936, the FHWA began approving the location, type, and design of all IRR roads and bridges to be constructed using BIA funds. This approval continued after the IRR program was incorporated into the FLHP in 1983. In 1988, the first 5 of 12 BIA Area Offices were granted CA for IRR construction projects in accordance with 23 USC 117. Table A contains the list of BIA Area Offices under CA. Figure 1 is a map showing the location of current BIA Area Offices.

Under CA, the BIA Area Office assumes FHWA review and oversight activities such as approval of road construction PS&E and second-level reviews to ensure that work undertaken by the BIA, the tribe and others meet the design, procurement, construction, and contract administration procedures as described in FHWA approved standards and specifications. The FHWA Federal-aid or Federal Lands Division Offices perform the second-level reviews of bridge designs and plans. These reviews may also be performed by BIA bridge engineers in the BIADOT. As noted in Table B and Table C, the FHWA Federal-aid Division Offices make a final inspection of each IRR construction project upon its completion. In Alaska, the FHWA Federal-aid Division Office only makes a final inspection on IRR projects connected to the State highway system. The BIA Area Office schedules and participates in these inspections.

The ISTEA of 1991 changed the review, oversight, and administration of Federal-aid highway projects as follows:

- Projects on the National Highway System (NHS) less than \$1,000,000 may be exempt from FHWA design monitoring, PS&E approval, concurrence in awards, and construction monitoring. Projects must meet FHWA requirements.
- Projects not on the NHS may be exempt from FHWA design monitoring, PS&E approval, concurrence in awards, and construction monitoring. Projects may follow Federal or State laws and regulations.
- Reconstruction, rehabilitation and resurfacing (3R) projects may be exempt from FHWA design monitoring, PS&E approval, concurrence in awards, and construction monitoring. Projects may follow Federal or State laws and regulations.
- For both NHS and non-NHS projects, there is no exemption from FHWA project review and oversight of any non-Title 23 Federal requirements such as National Environmental Policy Act (NEPA), Clean Water Act, National Historic Preservation Act, etc.
- State design and construction standards may be used on non-NHS projects.
- The FHWA does not have to conduct final inspections on projects exempted from FHWA review and oversight.

Table A: BIA Area Offices Under CA

BIA Area Office	Approval Date of Current Certification Plan	Percent of FY 95 Program
Billings	1990	7.3
Juneau	1988	8.9
Minneapolis	1994	3.6
Navajo	1993	29.3
Phoenix	1989	13.5
Totals	5	62.2

Table B and Table C contain the types of oversight activities on IRR and bridge projects for the BIA Area Offices.

### **BIA Elected Options Under ISTEA**

- In both CA and non-CA Area Offices, non-NHS IRR sealing and overlay projects are exempt from FHWA design review, PS&E approval, intermediate, and final inspection.
- Non-NHS IRR and bridge projects performed by the State or other local governments, are exempt from FHWA design review, PS&E approval, intermediate, and final inspection in accordance with State-FHWA stewardship agreements.
- The five BIA Area Offices currently under CA for road construction projects will continue to operate as shown in Table B.

As part of its trust and oversight responsibilities, the BIA will:

- Conduct intermediate inspections of all IRR and bridge projects;
- Conduct/participate in the final inspections of all IRR and bridge projects; and
- Continue to request FHWA review and approval of PS&E for highway safety projects.

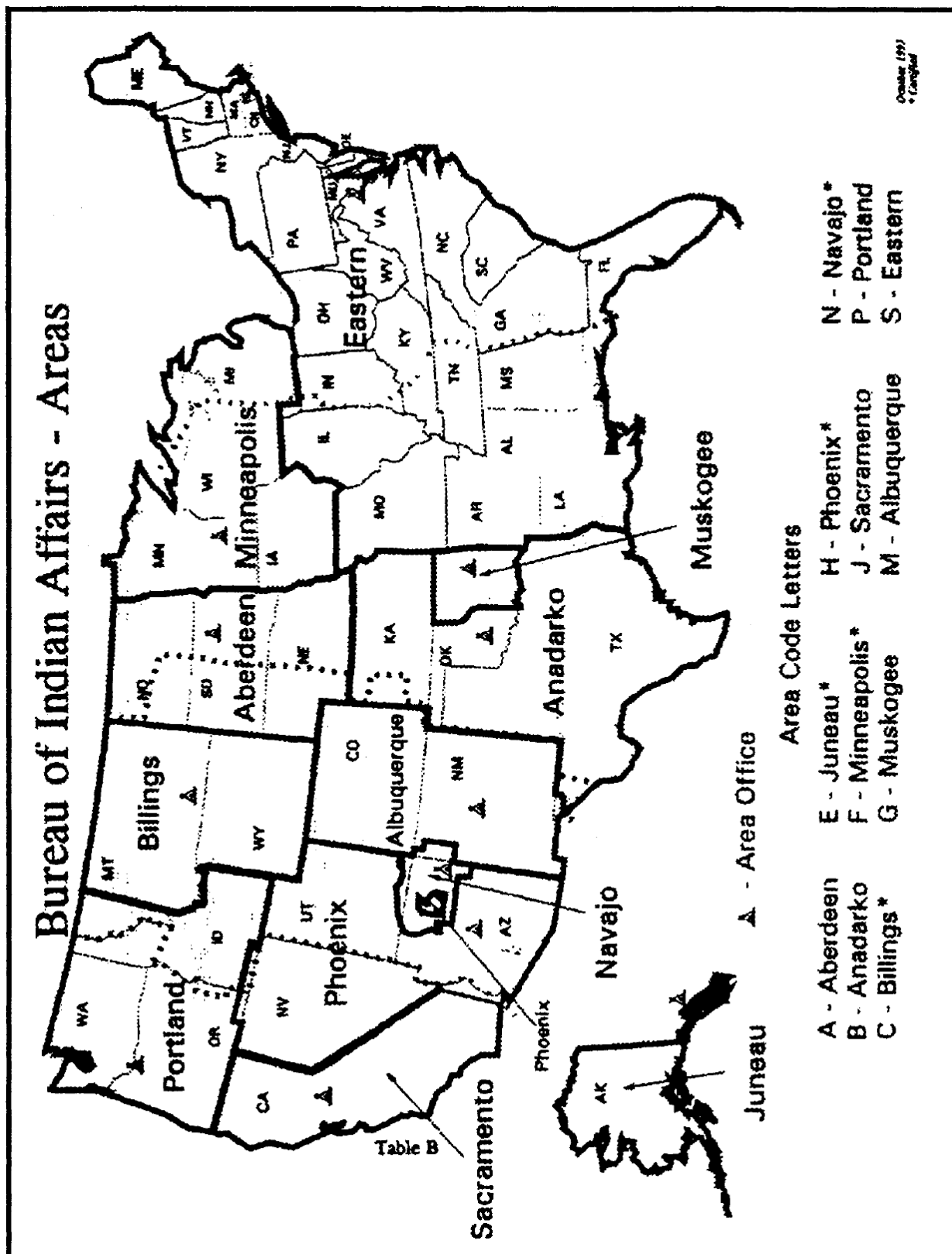


Figure 1

Table B: Oversight on IRR and Bridge Projects in BIA Areas Under CA Using IRR Funds

Type of Project	PS&E Review and Approval by	Intermediate Inspections		Final Inspection	
		BIA	FHWA	BIA	FHWA
All road and bridge projects on NHS more than \$1 million	FHWA@	Yes	Optional@	Yes	Yes@
Road projects on NHS less than \$1 million administered by the BIA	BIA	Yes	No	Yes	No
Road projects on NHS less than \$1 million administered by the State	State/BIA	Yes	No	Yes	No
Road reconstruction projects not on NHS administered by the BIA	BIA	Yes	No	Yes	No
Road reconstruction projects not on NHS administered by the State or local governments	State/BIA	Yes	No	Yes	Optional@
New road construction projects not on NHS administered by the BIA	BIA	Yes	No	Yes	Yes@
New road construction projects not on NHS administered by the State or local governments	State/BIA	Yes	No	Yes	Optional@
Overlay projects not on NHS administered by the BIA	BIA	Yes	No	Yes	No
Overlay projects not on NHS administered by the State or by the local governments	State/BIA	Yes	No	Yes	No
Road sealing projects not on NHS administered by the BIA or tribes	BIA	Yes	No	Yes	No
Bridge projects administered by the BIA	FHWA@*/BIADOT	Yes	Optional@*	Yes	Yes@*
Bridge projects administered by the State or by local governments	State/BIA	Yes	No	Yes	No
All road and bridge projects not on NHS administered by the FHWA	BIA & FHWA*	Yes	Yes*	Yes	Yes*

Notes: \* FHWA Federal Lands Highway Division @ FHWA Federal-aid Division Offices  
Optional in accordance with FHWA Division-State Stewardship Agreement.

Table C: Oversight on IRR and Bridge Projects in BIA Areas Not Under CA Using IRR Funds

Type of Project	PS&E Review & Approval by	Intermediate Inspections		Final Inspection	
		BIA	FHWA	BIA	FHWA
All road and bridge projects on NHS more than \$1 million	FHWA@	Yes	Yes@	Yes	Yes@
Road projects on NHS less than \$1 million administered by the BIA	FHWA@	Yes	Optional@	Yes	Yes@
Road projects on NHS less than \$1 million administered by the State or by the local governments	State/BIA	Yes	No	Yes	No
Road reconstruction projects not on NHS administered by the BIA	FHWA@	Yes@	Optional@	Yes	Yes@
Road reconstruction projects not on NHS administered by the State or local governments	State/BIA	Yes	No	Yes	Optional@
New road construction projects not on NHS administered by the BIA	FHWA@	Yes	Optional@	Yes	Yes@
New road construction projects not on NHS administered by the State or local governments	State/BIA	Yes	No	Yes	Yes
Overlay projects not on NHS administered by the BIA	BIA	Yes	No	Yes	No
Overlay projects not on NHS administered by the State or by the local governments	State/BIA	Yes	No	Yes	No
Road sealing projects not on NHS administered by the BIA or tribes	BIA	Yes	No	Yes	No
Bridge projects administered by the BIA:	BIADOT/ FHWA@*	Yes	Optional@*	Yes	Yes@*
Bridge projects administered by the State or by the local governments	State/BIA	Yes	No	Yes	No
All road and bridge projects not on NHS administered by the FHWA	BIA & FHWA*	Yes	Yes*	Yes	Yes*

Notes: \* FHWA Federal Lands Highway Division @ FHWA Federal-aid Division Offices  
Optional in accordance with FHWA Division-State Stewardship Agreement.



## ***IV. Stewardship Approach***

### ***Introduction***

There has been a strong partnership between the BIA and FHWA for many years. This relationship has been strengthened through increased coordination and review activities since the enactment of the ISTEA of 1991. Since the enactment of the ISTEA, communication and relationships among tribal governments and the BIA and FHWA have improved. This cooperative atmosphere is expected to continue in the foreseeable future and is the cornerstone of the joint oversight of the IRR and related programs. Increased tribal participation in the IRR program has changed the way the BIA and FHWA jointly administer the program.

### ***Oversight Activities***

The BIA and FHWA, individually or jointly, conduct the following types of oversight activities:

#### ***Program Assessment:***

After the close of each FY, the BIADOT prepares a report on IRR program accomplishments, obligation of IRR funds by BIA Area Offices and State highway agencies, statistics on miles of roads and number of bridges funded for improvement, number of long-range transportation plans developed or updated, and distribution of design and construction contracts among Indian tribal governments, Buy Indian firms, BIA force account, and others.

As part of their Government Performance and Results Act (GPRA) pilot project, the FLHO and the BIADOT assess the effectiveness of the IRR program using the information provided by the BIADOT. The GPRA goal for the IRR program is:

"The quality and condition of the Bureau of Indian Affairs public roads and employment of Native Americans improve 5 percent over the next 5 years under the Indian Reservation Roads program."

On an annual basis, the FLHO and BIADOT will include an assessment of the IRR program in their GPRA reports.

Monthly or as otherwise scheduled, joint BIADOT/FLHO meetings are held between various staff of the two offices. During these meetings, current management, funding, and other program issues are discussed. These joint meetings provide opportunities for both offices to gain insight into day-to-day accomplishments, problems, and special emphasis areas. Using this streamlined meeting process, less formal correspondence is used to develop policies and resolve program problems and issues.

### *Communications:*

The BIADOT and FLHO continue to pursue and increase the use of informal meetings, facsimile, electronic mail, and messenger services to improve communications between their offices, BIA Area offices and tribal governments. The FHWA Federal-aid Division and the Federal Lands Highway Division offices continue their partnerships with the BIA Area Offices and maintain the improved communication.

### *Policy Development:*

The BIADOT and FLHO formulate, review and approve IRR policy, regulatory directions and provide interpretation in the implementation of 23 USC and related guidance for the field offices. They jointly prepare and update guidelines, handbooks, and manuals pertaining to field office's operations and provide technical assistance and training materials to the field on state-of-the-art procedures. Jointly the BIADOT and FLHO explain and promote the IRR program to other Federal agencies, national organizations and the public.

### *Liaison Activities:*

The BIADOT and the FLHO meet with other Federal and local agencies on nationwide programs. They respond to inquiries about the IRR program, to congressional inquiries, to DOI and Department of Transportation officials regarding IRR program issues, and to departmental requests for information and data.

### *Approvals:*

- *TIP:* The BIADOT and FLHO review and approve IRR and bridge TIPs in accordance with 23 USC and FHWA regulations. The FHWA also sends copies of the IRR and bridge TIP to States for inclusion in the MPO TIP (if applicable) or the STIP.
- *Certification Acceptance Program (CAP):* The BIADOT reviews and recommends CA plan for approval by the FLRO.
- *Environmental documents:* The BIA Area Offices review and approve environmental documents (EIS, CE, EA) for projects developed by the BIA, consultants, Indian tribal governments and other cooperating agencies. In non-CA Areas, the FHWA Federal-aid Division Office concurs with this approval.

The FHWA Federal-aid Division Offices review and approve environmental documents on projects developed for the IRR program by the State and their consultants.

In general, the Federal Lands Highway Division Offices review and approve environmental documents on the projects which they develop for the IRR program.

Approvals by the BIA or FHWA in the capacity of cooperating agency are provided in accordance with "Required Activities" under the Project Development functional area.

All reviews and approvals are performed in accordance with the NEPA, other Federal laws and executive orders, 23 USC 138 and the National Historic Preservation Act, Section 106.

- *PS&E's*: In the BIA Area Offices with a CA plan, the BIA Area Offices approve PS&E's on federally-funded highway projects in accordance with Table B. In the BIA Area Offices not under CA, the BIA Area Offices and the FHWA review and approve PS&E's on all federally-funded highway projects in accordance with Table C.
- *Inspections*: In the BIA Area Offices with a CA plan, the BIA Area Offices and the FHWA conduct intermediate and final inspections on 23 USC-funded highway projects in accordance with Table B. In the BIA Area Offices not under CA, the BIA and FHWA conduct intermediate and final inspections on all 23 USC-funded highway projects in accordance with Table C.

### ***Program Reviews:***

On an annual basis, the BIADOT and FLHO conduct a program review to examine procedures and identify improvements. This review evaluates the procedures being utilized by the BIA to administer, implement, and monitor the IRR program. The review examines key decision points to determine if sufficient procedures are in place to accomplish program objectives.

In addition, the BIADOT and FLHO jointly conduct an annual BIA Area Road Engineers meeting during the first quarter of the FY. Tribal governments may attend this meeting. At these meetings, previous year accomplishments, current year funding, planned stewardship activities, and other IRR issues are discussed.

### ***Process Reviews:***

Each FY, the BIADOT and FLHO conduct between four and six joint IRR process reviews of BIA Area Offices. These reviews look at the transportation planning, project development, construction procedures, and the manner in which the laws, regulations and policies are adhered to and documented. The review cycle for the BIA Area Offices is shown in Table D. The frequency of reviews is determined based on the size of the program in the Area Office, the findings of the last process review, reported operational problems, and changes in Area Office staffing levels and expertise. The BIADOT and FLHO jointly develop the annual process review schedule and present it at the annual BIA Area Road Engineers meeting. The purpose of these reviews is to evaluate the BIA Area Office's processes and controls in the areas of transportation planning, design, contract administration, construction, and maintenance. The reviews also address the adequacy of resources available for carrying out the IRR program and to identify strengths and weaknesses in Area Office processes, as well as recommend improvements to the processes. In the BIA Area Offices with a certification plan, the reviews determine if the BIA Area Offices are complying with their plans. The reviews also address compliance with Federal requirements and identify program areas needing attention. The FLHO maintains the set of process review forms used for the process review.

A team approach is used to conduct the IRR process reviews. The team consists of at least one BIADOT representative and one FLHO engineer. The desired team consists of one BIA Area Road Engineer, two BIADOT representatives, two FLHO engineers, one FHWA Federal-aid Division Office engineer, and one engineer from a Federal Lands Highway Division Office. This level of staffing allows the team to review more design and construction projects during the review. The BIA Area Office representative(s) and tribal representatives from the Area are encouraged to accompany the review team during their project reviews.

Table D: IRR Program Risk and Process Review Cycle

BIA Area Office	Certification Plan	Date of Last Process Review	Percent of FY 95 Program	Program Risk*	Recent Staffing Changes	Review Cycle in years
Aberdeen	No	08/94	7.9	Medium	No	3
Albuquerque	No	04/96	8.3	Medium	Yes	2
Anadarko	No	05/95	2.4	Low	No	3
Billings	Yes	07/92	7.3	Medium	No	3
Eastern	No	02/95	2.0	Low	Yes	2
Juneau	Yes	07/96	8.9	Medium	Yes	1
Minneapolis	Yes	06/93	3.6	Low	Yes	3
Muskogee	No	03/94	7.8	Medium	Yes	3
Navajo	Yes	05/96	29.3	High	No	2
Phoenix	Yes	11/94	13.5	Medium	Yes	3
Portland	No	05/94	6.9	Medium	Yes	2
Sacramento	No	10/95	2.1	Low	No	3
Totals	5		100.0			

Notes: \* Program Risk: Low = 0-5%, Medium= 5%-10%, High = more than 10%

The FLHO, working with the BIA Area Office and the BIADOT, develops the review itinerary with the Area Office selecting the projects to be reviewed. The BIA Area Office notifies the BIA agencies and the appropriate tribal governments of the review and makes the arrangements for their participation. Each review begins with an entrance interview with the BIA Area Director and concludes with an exit conference with the BIA Area Director. At the exit conference, the review team discusses its findings and recommendations.

During the review, the team visits selected Indian reservation and IRR project sites and also tries to meet with the Agency superintendents, BIA Agency engineers, tribal engineers, and tribal leaders to discuss the operation and effectiveness of the IRR program and BIA road maintenance activities. The

team evaluates the transportation planning, project development, contract procurement, contract administration, construction, and maintenance processes to determine if these processes are adequate and in accordance with the Area Office's certification plans, BIA manuals, and FHWA policies and procedures. The FHWA and BIADOT team members review the development of projects under the various functional areas as defined in Chapter V.

The initial review reports are prepared by the FLHO team members following the standard IRR process review report format. This draft report is reviewed by all team members, the BIADOT, and the BIA Area Office reviewed. Copies of the final report are distributed to the BIADOT by the FLHO, the BIA Area Office reviewed, and the appropriate FHWA Federal-aid and Federal Lands Division Offices. Copies of the report are forwarded to the Indian tribal governments by the Area Office. The BIADOT provides the final review report to the Deputy Commissioner and to the BIA Area Office within 90 - 120 days of the review. As required by the 57 BIAM, each Area Office prepares an action plan to correct identified deficiencies in the final report. The BIA Area Office notifies the BIA Agencies and their respective tribal governments of corrected deficiencies. Within a year of the report, the BIADOT conducts a product review to examine what corrective actions have occurred.

#### ***Product Review:***

Each FY, the BIADOT conducts product reviews of IRR design and construction projects in every BIA Area Office which is not scheduled to have an IRR process review. The BIA Area Offices notify tribal governments when these reviews are scheduled. The BIADOT may also conduct product or follow up reviews in BIA Area Offices which had an IRR process review. During the product review, the BIADOT staff evaluates the project planning, project development, contract procurement, contract administration, and construction activities on individual projects and maintenance on IRR for conformance with the Area Office's CA plans, BIA manuals, and FHWA policies and procedures. The checklist in the 57 BIAM is used to document this review.

The initial product review report is prepared by the BIADOT staff following the standard IRR product review report format. This initial draft is reviewed by all team members, Chief, BIADOT, and the BIA Area Office reviewed. Copies of the final report are distributed to the BIADOT, BIA Area Office reviewed, FLHO and appropriate FHWA Federal-aid and the Federal Lands Division Offices. The BIA Area Offices distribute the final review reports to the appropriate tribal governments. After receipt of the final report, the BIA Area Office, in accordance with 57 BIAM, prepares an action plan for correcting deficiencies identified in the review report. The BIA Area Offices notify the BIA Agencies and the appropriate tribal governments of the corrected deficiencies.

#### ***Surveys:***

Using completed construction project surveys, the BIA Area Offices assess the Indian tribal government's satisfaction with completed highway projects. The FLHO and BIADOT use customer surveys to improve the administration of the IRR program. This customer survey gathers information from the tribes to assess their:

- a. Overall levels of understanding of the IRR program;

- b. Involvement in the IRR program; and
- c. Satisfaction with the IRR program administration and accomplishments.

The customer survey allows tribes to propose recommendations for improving the operation and administration of the IRR and Bridge programs.

***Oversight of other federally-funded transportation projects:  
Emergency Relief for Federally Owned Roads (ERFOJ, NHS, Surface  
Transportation Program, Congressional mandated projects, Scenic  
Byways, Discretionary***

In the BIA Area Offices under CA, the BIA and FHWA have oversight responsibility on all other federally funded highway projects in accordance with Table B.

In the BIA Area Offices not under CA, the BIA and FHWA have oversight responsibility on all other federally funded highway projects in accordance with Table C.

Some of these projects may be reviewed during the IRR process and product reviews.

***CTIP/Technology Transfer Projects***

The FLHO administers the CTIP. The BIADOT solicits potential CTIP projects from the BIA Area Offices, Indian tribal governments, and Indian LTAP centers. A BIADOT representative serves on the CTIP council and distributes CTIP to the BIA Area Offices and the LTAPs.

The BIADOT and the FLHO cooperatively exchange information on all new technology which could improve the IRR program. This includes monitoring of demonstration projects, reference manuals, and videos. In addition, information on "lessons learned" is also exchanged.

***Evaluation of Operation of Stewardship Plan***

The FLHO and BIADOT evaluate this stewardship plan every 2 years to determine the effectiveness of the plan. Revisions to the stewardship plan are made as identified by the evaluation and as required to comply with changes in Federal laws. The appropriate Federal-aid Division Offices are included in the evaluation of the IRR Stewardship Plan during each evaluation cycle.

## **V. Functional Areas**

### ***Transportation Planning***

#### ***Description***

Transportation planning on Indian reservations and lands is a cooperative effort involving Indian tribal governments, transportation planning consultants, and the BIA. Transportation planning is the development of strategies for the design, construction, operation, and maintenance of transportation facilities for moving people and goods in a village, town, pueblo, rancheria, city, borough, county, township, parish, metropolitan area, Indian reservation, State, multi-State region, or country. The transportation planning process is continuing and comprehensive to the degree appropriate and is based on the complexity of the transportation problems. Transportation planning includes, but is not limited to, identification and inventory of transportation facilities; classification of roads; measurement of traffic, transportation needs based on an analysis of current and proposed land use; trip generation studies, safety studies, calculation of the capacity of existing facilities and transportation needs; development and use of management systems; definition of improvement needs; financial planning; development or updating of long range transportation plans; priority analysis; investment analysis; development or updating of TIP; development of transportation system studies; coordination with State and local governments; and public involvement activities.

#### ***Most Frequently Used References/Guidance (but not all inclusive)***

23 USC 134	– Metropolitan planning
23 USC 135	– Statewide planning
23 USC 202	– Allocations
23 USC 204	– FLHP
23 USC 303	– Management Systems
23 USC 307	– Research and planning
23 USC 326	– Education and training program
23 CFR 450	– Statewide Planning and Metropolitan Planning Role
25 CFR 170	– Construction and Maintenance of Roads
Public law 92-582	– Brooks Architect-Engineers Act
	– Memorandum of Agreement between the BIA and FHWA, as amended
BIA	– Area Office CA plan

#### ***Required Activities***

*Long-Range Transportation Planning* – The BIA, working with tribal governments, is responsible for developing long-range transportation plans similar to 23 USC 135 for Indian reservations and communities. These long-range plans have realistic improvement goals consistent with anticipated funding. The BIADOT sets aside IRR funds for developing and updating these plans. Indian tribal governments may elect to use some of the 2 percent IRR transportation planning funds for developing or updating these plans.

The BIADOT furnishes copies of the long-range Indian reservation transportation plans to the FLHO and State highway agencies. The BIADOT also provides a copy to MPOs, if any portion of the Indian reservation is located in a metropolitan planning area.

*Programming of Projects* – The BIA Area Offices, working with project priority lists developed by or in conjunction with tribal governments, develops an Area Office wide list of projects. From this tribal priority listing, the BIA Area Offices develop a 5-year program of projects which balances the transportation needs of the Area Office within the Area Office's allocation of IRR funding.

*Transportation Improvement Program (TIP)* – After BIA Area Offices consult with tribal governments on the Area wide list of projects, BIADOT reviews, approves, and submits to FLHO the 5-year IRR TIP for approval and allocation of funds authorized. The 5-year IRR TIP contains the list of projects selected by tribal governments within the limits of available funding for each year. The FLHO forwards the approved IRR TIP to the appropriate States for inclusion in the MPO TIP (if applicable) or the STIP. After FLHO program approval, BIA Area Offices notify tribal governments of programmed projects.

*BIA Atlas Mapping* – The BIADOT is responsible for maintaining a set of maps showing roads on the IRR system. The BIADOT provides to the FLHO a minimum of three copies of system maps for appropriate distribution to the appropriate FHWA Federal Lands Highway Divisions and the appropriate FHWA Federal-aid Division Administrators who have a BIA Road System Atlas. The maps contained in the Atlas distinguishes, by suitable legends, the IRR system and other connecting roads. Changes to the Atlas are made by the BIA Area Director's submission of copies of revised maps to the FLHP Administrator, the appropriate Federal Lands Division Engineer, and the appropriate FHWA Division Administrator.

*IRR Inventory* – The BIADOT develops and maintains an accurate inventory of IRR in accordance with the BIA manuals. The BIA Area Offices furnish data to the BIADOT for updating the inventory.

*Relative Need Allocation Formula* – The BIADOT allocates the IRR program funding to the BIA Area Offices based on a relative needs formula approved by the FLHO. Each BIA Area Office documents how it distributes these funds and explains to the tribal governments in the Area how the funds are distributed to projects.

*2 Percent IRR Transportation Planning Funds* – The BIA Area Offices solicit transportation planning projects from Indian tribal governments. The BIA Area Offices enter into Public Law 93-638 contracts with their Indian tribal governments. The 2 percent IRR transportation planning funds are used in accordance with BIA and FHWA policy and guidance. Any funds not used for transportation planning at the end of the FY can be used for IRR design and construction projects or activities with the concurrence of the appropriate tribal government. Annually, the BIA Area Offices report to the BIADOT on the use of these funds.

*Management Systems* – The BIADOT develops and the Area Office operates and maintains a pavement management system, a safety management system, and a bridge management system for all public roads on the BIA Roads System. The BIA Area Offices furnish information from these systems to tribal governments to assist them in prioritizing projects.



*Native American LTAP Centers* – The BIA and FHWA support the Native American LTAP centers and provide assistance in educating the tribal governments in transportation planning.

### **Coordination**

To the greatest extent possible, the BIA and FHWA coordinate LTAP activities in transportation planning with Indian tribal governments, other Federal agencies, States, local governments, and MPOs. The FLHO participates on committees or teams established by the BIA to develop or improve transportation planning procedures and management systems.

### **Monitoring**

*Long-Range Transportation Planning* – The BIADOT and FLHO review long-range transportation plans. Plans are updated at a minimum of every 5 years. More frequent updates are recommended if a reservation is experiencing rapid changes in transportation needs resulting from a large economic growth. The FLHO monitors these updates during process reviews.

*Programming of Projects* – The BIA Area Offices review the list of programmed projects and make appropriate changes as projects are constructed and priorities are changed by Indian tribal governments.

*TIP* – The 5-year TIP is a programmed list of projects and is submitted to FLHO before the beginning of the first FY covered by the TIP. The TIP is updated throughout the year, with copies sent to FLHO, as changes are made to meet tribal priorities. Updates to the IRR TIP follow the same process.

*Management Systems* – The BIA monitors the reports generated by these systems. The FLHO monitors the implementation of these systems.

*Native American LTAP Centers* – The BIADOT, FLHO, and the FHWA, Office of Technology Applications (OTA) review quarterly activity reports provided by the Native American LTAP centers. The LTAPs provide yearly financial statements, budget predictions, and technical transportation assistance to tribes within the total transportation subject field. The FLHO, FHWA OTA, and BIADOT conduct annual review and coordination meetings with the LTAP centers. The BIA Area Offices evaluate the services of the LTAP centers within their Area.

## ***Additional Activities***

*Transportation Planning among Indian tribal governments, States, MPOs and local governments* – The BIA and FHWA assist Indian tribal governments in their transportation planning activities. The BIA and FHWA encourage meetings among States, MPOs, local governments, and Indian tribal governments to discuss transportation needs, development of joint projects, tourism, and resolution of problems.

### **Coordination**

The FLHO, BIADOT, and BIA Area Road Engineer participates on committees or teams established to develop or improve the inventory system or the allocation formula.

The BIA and FHWA schedule and participate in meetings among Indian tribal governments, States, MPOs and local governments.

### **Monitoring**

During IRR process reviews, the review team spot check the accuracy of the Area Office's inventory data and document how IRR funds are allocated to Indian tribal government construction projects. The team also reviews the transportation planning activities between the Indian tribal governments and other governments. Findings and recommendations on these activities are included in the Area Office's process review report.

## ***Project Development***

### ***Description***

This functional area covers the scoping, development, review, and approval of projects identified on the 5-year IRR TIP. The BIA Area Offices, in cooperation with tribal governments, have the primary responsibility for the development of projects.

Project development is all activities necessary to improve the condition of highway infrastructure and to improve safety, address environmental, archeological, and right-of-way concerns, ensure compliance with all Federal, State and tribal statutes, and the engineering necessary to prepare PS&E's for highway and bridge construction projects on the IRR system. After a project is approved on the IRR TIP, included in the STIP, and authorized for design, a concept/scoping meeting is held early in the project development process to establish project parameters, outline corridor (environmental, archeological) considerations, identify problem areas and establish project budgets.

### ***Mostly Frequently Used References/Guidance (but not all inclusive)***

#### **Project Planning**

- 23 CFR 771 – Environmental Impact and Related Procedures
- 23 CFR 630, 1010 – Highway Maintenance/Work Zone Safety
- 23 CFR 924 – Highway Safety Improvement Program
- 23 CFR 1204, 1252 – Highway Safety (402) Program
- FHWA – Roadside Improvements for Local Road and Streets
- FHWA – Improving Guardrail Installations and Local Roads and Streets
- BIA – Area Office's CA Plan

#### **Environment**

- 7 CFR 355 – Endangered Species Act
- 7 CFR 658 – Farmland Protection Policy Act
- 16 USC 460L – Land and Water Conservation Fund Act (Section 6(f))
- 16 USC 661-667d – Fish and Wildlife Coordination Act
- 23 USC 138 – Preservation of Parklands
- 33 USC 1251 – Federal Water Pollution Control Act and Clean Water Act
- 49 USC 303 – Preservation of Parklands
- 7 CFR 355 – Endangered Species Act regulations
- 7 CFR 658 – Farmland Protection Policy Act regulations
- 23 CFR 770 – Air Quality Conformity and Priority Procedures for use in Federal-aid Highway and Federally-Funded Transit Programs
- 23 CFR 771 – Environmental Impact and Related Procedures
- 23 CFR 772 – Procedures for Abatement of Highway Traffic Noises and Construction Noises
- 23 CFR 777 – Mitigation of Environmental Impacts to Privately Owned Wetlands

36 CFR 800	– Historic Preservation
40 CFR 1500-1508	– National Environmental Policy Act
40 CFR 260-271	– Resource Conservation and Recovery Act
40 CFR 300	– Comprehensive Environmental Response, Compensation, and Liability Act
E.O. 11990	– Protection of Wetlands
AASHTO	– Highway Drainage Guidelines
AASHTO	– A Guide for Transportation Landscape and Environmental Design
BIA	– Area Office's CA Plan

## **Right-of-Way**

23 USC 108	– Advance acquisition of rights-of-way
23 USC 131	– Control of outdoor advertising
P.L. 100-17	– The Surface Transportation & Uniform Relocation Assistance Act of 1987
23 CFR 710.205	– Right-of-way manuals
23 CFR 635.301	– Right-of-way Certification
25 CFR 169	– Rights-of-Way over Indian Lands
49 CFR 24	– Uniform Act Regulations
BIA	– Area Office's CA Plan

## **Design**

23 USC 106	– PS&E
23 USC 109	– Standards
23 USC 128	– Public Hearings
23 CFR 625	– Design Standards for Highways
23 CFR 630	– Preconstruction Procedures
23 CFR 633	– Required Contract Provisions
23 CFR 635	– Construction and Maintenance
23 CFR 645	– Utilities
23 CFR 646	– Railroads
FHWA	– Manual of Uniform Traffic Safety Devices, latest edition
40 USC 541et feq.	– Brooks Architect-Engineers Act, Public Law 92-582
AASHTO	– Policy on Geometric Design of Highways and Streets
AASHTO	– A Guide for Transportation Landscape and Environmental Design
AASHTO	– Roadside Design Guide, latest edition
AASHTO	– Guide for Selecting, Locating and Designing Traffic Barriers, latest edition
ASCE	– Local Low Volume Roads and Streets
FHWA	– Federal Lands Highway, Project Development and Design Manual
FP	– Standard Specifications for Construction of Roads and Bridges on Federal Highway Projects, latest edition
BIA	– Area Office's Certification Acceptance Plan
DOT	– Metric Conversion Plan, October 31, 1991

### ***Required Activities***

The BIA Area or Agency Offices develop project justifications in consultation with Indian tribal governments for each project.

The BIA Area and Agency Offices monitor projects to ensure that Federal and tribal laws and requirements are met during the preliminary engineering and right-of-way phases of work. The Area or Agency Office has the primary responsibility for documenting that the opportunity for a public hearing/involvement was made. If a public hearing is held, the BIA Area or Agency Offices are responsible for documenting the hearing. If a public hearing is not held, then the BIA Area or Agency Offices are responsible for documenting the reasons in accordance with 25 CFR 170.

For projects in the BIA Area Offices under a CA plan, the BIA Area Offices perform all required activities in their plan and in accordance with Table B.

The BIA Area Offices review and approve environmental documents (EIS, CE, EA) for projects developed by the BIA, consultants, and Indian tribal governments. The FHWA Federal-aid Division Offices review and approve environmental documents on projects developed by the State, their consultants, and local governments in accordance with the current State-FHWA stewardship agreements. The Federal Lands Highway Division Offices review and approve environmental documents on the projects which they develop. Tribal governments are provided copies of environmental documents for their review.

For projects in BIA Area Offices not under CA, the BIA Area Offices and FHWA perform the required activities in accordance with 25 CFR 170 and the BIAM 57. The BIA Area Offices and FHWA review and approve PS&E's in accordance with Table C.

The PS&E's must be signed and sealed by a Registered Professional Engineer, as specified under the Brooks Architect-Engineers Act, Public Law 92-582.

The design and specifications of highway projects are to be in accordance with the applicable provisions of 23 USC, AASHTO (including those developed for low-volume roads and streets), and the FHWA Standard Specifications for Construction of Roads and Bridges on Federal Highway Projects (latest edition of each standard). The FHWA approved State specifications and design standards may be used in lieu of the FHWA specification standards used by FHWA.

*Plan-in-Hand Inspections:* During IRR process and product reviews, the BIADOT and the FLHO evaluate the development of projects. The reviews will address project areas needing attention and assure compliance with Federal requirements.

### ***Additional Activities***

The IRR process and product reviews will be conducted annually by the BIADOT individually or jointly with the FLHO in each area as stated in Chapter IV, Stewardship Approach.

## ***Bridges***

### ***Description***

The IRR bridges consist of bridges which are BIA owned and non-BIA owned. These bridges must be on public roads which meet the definition of an IRR. Most of the IRR bridges on or providing access to Indian reservations are owned/maintained by States, counties or local governments. There are 745 bridges owned and maintained by the BIA in 30 States. Approximately 682 highway bridges meet the National Bridge Inventory (NBI) bridge length definition.

The BIA owned bridges or multiple pipe culverts with an opening of at least 20 feet are subject to the National Bridge Inspection Standards (NBIS) Program requirement for cyclic and in-service inspections and must be included in the NBI. The BIA also maintains and inspects small bridges and culverts with an opening between 10 and 20 feet at the same frequency as the larger structures.

Non-BIA owned IRR bridges are inspected and maintained by the owner. Information on these bridges is contained in the State bridge inventories and the NBI. The BIA-owned bridge maintenance is funded under Interior appropriations and is included under the general heading of "maintenance" and is considered a line item along with road maintenance, snow removal, ferry boat service, and airstrip maintenance.

Interior appropriation funds are used for the maintenance of BIA bridges. The IRR and HBRRP funds can be used for the replacement or rehabilitation of IRR bridges that meet the eligibility criteria. To be eligible for this funding, a bridge or multiple pipe culverts must (1) have an opening of 20 feet or more, (2) be on a public road which meets the definition of an Indian reservation road, (3) be deficient for reasons of condition or function, (4) be more than 10 years old and (5) be recorded in the NBI. Bridges with sufficiency ratings less than or equal to 80 are eligible for rehabilitation while those with a sufficiency rating of less than 50 are eligible for replacement. Also, for those bridges only eligible for rehabilitation, if the total life-cycle cost for rehabilitation is greater than the cost for replacement, the bridge may be approved for replacement.

Non-BIA deficient owned bridges on IRR can also be funded for replacement and rehabilitation under both programs (IRR and HBRRP). The BIA bridge program (funded by IRR, HBRRP, and DOI funds) provides for the inspection, maintenance, designs of repairs, rehabilitation and replacement of eligible bridges. Depending on the effort required, these services can be performed in-house, by BIA force account, by Indian tribal governments under Public Law 93-638 contracts or compact, memorandums of agreement with State/Federal agency, or Architect/Engineering Contractors.

### ***Most Frequently Used References/Guidance (but not all inclusive)***

- |            |   |
|------------|---|
| 23 USC 144 | – Highway Bridge Replacement and Rehabilitation Program |
| 23 USC 151 | – National Bridge Inspection Program                    |
| 23 CFR 625 | – Design Standards for Highways                         |
| 23 CFR 630 | – Preconstruction Procedures                            |
| 23 CFR 635 | – Construction and Maintenance                          |

23 CFR 637	– Construction Inspection and Approval
23 CFR 650	– Bridges, Structures and Hydraulics
23 CFR 650C	– National Bridge Inspection Standards (NBIS)
23 CFR 650D	– Highway Bridge Replacement and Rehabilitation Program
23 CFR 500	– Management and Monitoring Systems
23 CFR 500C	– Bridge Management System
FHWA-PD-91-015	– Bridge Inspection Training Manual/90
FP	– Standard Specifications for Construction of Roads and Bridges on Federal Highway Projects, latest edition
AASHTO	– Standard Specifications for Highway Bridges
AASHTO	– Guide Specifications for Seismic Design of Highway Bridges
AASHTO	– Manual for Condition Evaluation of Bridges
USDA/Forest Serv.	– Timber Bridges
NACE	– Action Guides
	– Memorandum of Agreement Between the FHWA and the BIA as amended
BIA	– 57 BIAM, Supplement 6: Bridges - Inspection, Inventory and Design
BIA	– Area Office's CA Plan

### ***Required Activities***

*Inspection Cycle* – All BIA bridges are inspected every 2 years by the BIADOT. All BIA bridge piers are inspected underwater every 5 years. Scour critical bridge inspections will be performed by FY 1997. All scour critical bridges were identified and a list compiled during FY 1996. A baseline inspection is required to be performed on new bridges. Copies of these reports are provided to the BIA Area Offices by the BIADOT. In compliance with the NBIS, the BIA bridge manager is a Registered Professional Engineer.

New bridges are added to the BIA bridge inventory by BIADOT within 90 days of construction completion. As older bridges are replaced, their bridge numbers are retired and bridge files are maintained in an archive. Bridges that were replaced are added to the bridge inspection data base and a new bridge number assigned.

*The BIA Bridge Inspection Data Base* – The BIADOT bridge inspection data base is maintained and updated within 90 days after completion of the field inspections. Conversion to the International System of units (SI) will be accomplished before September 30, 1997. Bridge data collected during the FY 1997 inspection cycle will be in metric.

*Update of the NBI* – The BIA bridge inspection data is processed through the FHWA Edit/Update Program for a check of the data for correctness prior to formal submission for entry into the NBI. The BIA bridge inspection data is forwarded to FLHO during March each year for inclusion in the NBI. The FHWA Bridge Division enters the bridges in the NBI and forwards information on BIA owned bridges to the States.

*Quality Assurance/Quality Control (QA/QC) of bridge inspections* – Full-time QA/QC over A/E firms performing these bridge inspections is maintained by the BIADOT.

*Bridge Maintenance Program* – The BIADOT coordinates a bridge maintenance training program for the BIA and tribal personnel.

*Training Program for Bridge Inspection* – The BIADOT coordinates a bridge inspection training program for BIA and tribal personnel. This training program meets the requirements of 23 CFR 650, Subpart C.

*Bridge Inspection Documentation* – No later than 90 days after completion of the field inspection, the BIADOT furnishes a detailed report to each Area Office and a courtesy copy to the State highway agencies and tribal governments. The BIA Area Offices distribute reports to the Agencies.

*Bridge Management System (BMS)* – A BMS is being developed and will be maintained by BIADOT. The BIA bridge inspection data base will interface with the BMS. A BMS training program is being developed by the BIADOT for BIA and tribal personnel.

*Bridge Design* – The IRR bridges on the NHS are designed to the FHWA approved AASHTO standards. The IRR bridges not on the NHS are designed in accordance with FHWA approved design standards.

### **Coordination**

The BIADOT notifies BIA Area Offices of the bridge inspections scheduled in their Area. The Area Office invites representatives from the BIA Agency Offices and Indian tribal governments to observe these inspections.

The BIADOT and FLHO each year review the inventory of IRR bridges and determine which States need to reserve the 1 percent HBRRP funds. If these funds are reserved and not used, then the tribal concurrence is requested prior to returning these funds to the respective State.

### **Approval:**

The FLHO reviews and submits for approval proposed bridge projects submitted for HBRRP funding. The FHWA Bridge Division approves IRR bridge projects for HBRRP funding.

The FLHO provides a copy of the approved HBRRP TIPs to the BIADOT and to the States.

The FLHO and FHWA Bridge Division will coordinate with the various States any request from the BIA for the States to expend additional HBRRP funds beyond the one percent set-aside for projects to replace, rehabilitate, seismic retrofit, paint, apply calcium magnesium acetate to highway bridges located on IRR.



## ***Contract Procurement and Administration***

### ***Description***

Contract procurement and administration is the advertising, negotiation, contract awards and monitoring of road and bridge construction and related contracts in accordance with Federal laws and regulations. The procurement and administration of BIA projects may be performed by the BIA Area Offices, BIADOT, FLHD Offices, or other cooperating agencies.

### ***Most Frequently Used References/Guidance (but not all inclusive)***

23 USC 112	– Letting of contracts
23 USC 113	– Prevailing rate of wage
23 USC 121	– Payment to States for construction
P.L. 93-638	– Indian Self-Determination and Education Assistance Act, as amended Memorandum of Agreement between the BIA and the FHWA
25 CFR 170	– Construction and Maintenance of Roads – Federal Acquisition Regulations, Public Law 93-400
48 CFR 31	– Contract Cost Principles and Procedures
BIAM 57	– Road Construction
FP	– Standard Specifications for Construction of Roads and Bridges on Federal Highway Projects, latest edition
BIA	– Area Office CA Plan

### ***Required Activities***

*BIA Area Offices are responsible for.*

#### **Coordination**

Procurement and contracting is a coordinated activity between the BIA Area Office Contracting Office and the BIA Area Branch of Roads. Tribal governments are offered the first right of refusal to contract for IRR program projects in accordance with Public Law 93-638, as amended. A warranted Contracting Officer (CO) located in the Branch of Roads makes this offer to all appropriate area tribes prior to further project development and procurement activities occurring. As required, administration activities are coordinated with the appropriate Federal, State, and tribal governments. Tribal governments are advised of the status of the on-going projects.

#### **Monitoring**

*Intermediate Inspections* – These inspections are held, as required. The responsibility for conducting intermediate inspections is defined in Table B and Table C.

*Final Inspection* – At the conclusion of construction, a final inspection is made by the BIA Area Office to determine that the project was completed in reasonably close conformity with the approved plans and specifications. The responsibility for conducting final inspections is defined in Table B and Table C. The BIA Area Office invites tribal representatives and BIA Agency personnel to participate in this inspection. The FHWA division offices may be invited to participate in these inspections.

Tribal contracts are administered in accordance with 23 USC and Public Law 93-638, as amended. Reports documenting the progress of projects are submitted monthly by the CO Technical Representative (COTR).

*Audits* – Intermediate and final audits are performed by the BIA Area Roads staff during and after construction projects are complete.

### **Reviews**

The IRR process and product reviews are conducted annually by the BIADOT individually or jointly with the FLHO in each area as stated in Chapter IV, Stewardship Approach.

## ***Additional Activities***

### **Coordination**

Upon identification of additional required monitoring, the BIADOT serves as the point of coordination for the required activities.

### **Follow-up activities**

These activities are jointly determined by the BIA Area Office, BIADOT, and FLHO.

## ***Construction***

### ***Description***

Construction is the building of roads and bridges in accordance with approved plans and specifications. Construction includes engineering, surveying, monitoring, materials sampling and testing, and inspecting. It may be performed by BIA force account, tribal governments under Public Law 93-638, as amended, other governmental agencies or by other contracted methods.

### ***Most Frequently Used References/Guidance (but not all inclusive)***

23 USC 114	– Construction
23 USC 121	– Payment to States for construction
33 USC 1251	– Federal Water Pollution Control Act and Clean Water Act
23 CFR 635	– Construction and Maintenance
25 CFR 170	– Construction and Maintenance of Roads
33 CFR 772	– Procedures for Abatement of Highway Traffic Noises and Construction Noises
33 CFR 777	– Mitigation of Environmental Impacts to Privately Owned Wetlands
36 CFR 800	– Historic Preservation
BIAM 57	– Road Construction
	– Memorandum of Agreement between the BIA and the FHWA, as amended
FP	– Standard Specifications for Construction of Roads and Bridges on Federal Highway Projects, latest edition
FHWA	– Manual on Uniform Traffic Control Devices (MUTCD), latest edition
E.O. 11990	– Protection of Wetlands
BIA	– Tribal Laws
	– Area's CA Plan

### ***Required Activities***

The BIA Area Office administers the IRR construction program through monitoring activities and ensures compliance with all applicable Federal, State, and tribal laws. The BIADOT and the FLHO jointly assess the adequacy of the BIA Area Offices' procedures and controls for ensuring that projects are completed in reasonably close conformity with the approved plans and specifications.

### **BIA Area Offices are responsible for:**

The safety of all motorists, pedestrians and personnel is ensured on all construction sites. This includes conforming with the applicable sections of the MUTCD, the Occupational Safety and Health Act and other applicable Federal and local laws. Conformance or non-conformance is documented on the Inspector's Daily Report. Accidents or incidents of significance are documented and reported to the CO and the Area Safety Officer.

## **Monitoring**

*Inspector's Daily Reports* – These reports are completed each day by the project engineer and the project inspector for the project under construction indicating the work activities for that day by the contractor.

*Weekly Narrative Reports* – These reports are submitted to the CO by the project engineer. These reports may be in the format of the project diary. This report includes the weekly safety report and the environmental/erosion control report.

*Monthly Reports* – These reports document the progress of projects and are submitted monthly by the COTR to the CO or designee.

*Final Reports* – These reports are completed and submitted to the CO at the completion of all construction projects. This report includes as-constructed plans, a certification of completion, final payment voucher, inventory updates, the final audit report, project description, modifications, release of claims, final inspection report, construction performance evaluation, and relevant important project information.

## **Inspections**

*Intermediate Inspections* – These inspections are made as required. The responsibility for conducting intermediate inspections is defined in Table B and Table C.

*Final Inspection* – At the conclusion of construction, a final inspection is made by the BIA to determine that the project was completed in reasonably close conformity with the approved plans and specifications. The responsibility for conducting final inspections is defined in Table B and Table C. Tribal representatives and BIA maintenance personnel are invited to participate in this inspection. The FHWA division offices may be invited to participate in these inspections.

## **Measurement**

The BIA Area Offices measure tribal satisfaction of completed construction projects using a questionnaire (survey) for every construction project completed.

The BIADOT is responsible for:

## **Reviews**

The IRR process and product reviews are conducted annually by the BIADOT individually or jointly with the FLHO in each area as stated in Chapter IV.

## **Reports**

A summary report of employment is submitted no later than 30 days after the end of each FY for all projects and includes the hours and amounts paid to Indians and all other employees by contractor and project.

The FHWA is responsible for:

## **Inspections**

*Intermediate Inspections* – These inspections are made as required. The responsibility for conducting intermediate inspections is defined in Table B and Table C.

*Final Inspection* – At the conclusion of construction, a final inspection is made by the BIA to determine that the project was completed in reasonably close conformity with the approved plans and specifications. The FHWA division offices participate in these inspections as outlined in Table B and Table C.

## **Reviews**

The IRR process and product reviews are conducted annually by the FLHO individually or jointly with the BIADOT in each Area Office as stated in Chapter IV and invited representatives from the FHWA division offices.

## ***Additional Activities***

### **Coordination**

Upon identification of additional required monitoring, the BIADOT serves as the point of coordination for the required activities.

### **Follow-up activities**

These activities are jointly determined by the BIA and FLHO or as requested by tribal governments.

## ***Maintenance***

### ***Description***

The policy of the BIA road maintenance program is to preserve, repair, and restore the BIA system of roadways and bridges and to ensure that IRR highway projects are maintained in accordance with the requirements of Title 23 USC. In partnership with the BIADOT, the FLHO assures that completed IRR projects are being satisfactorily maintained and that the BIA is complying with the provisions of its road maintenance program. Tribal governments may perform road maintenance on BIA system roads under P.L. 93-638. The BIA also maintains, or causes to be maintained, other public roads in accordance with agreements with the public agencies responsible for those roads.

### ***Most Frequently Used References/Guidance (but not inclusive)***

23 USC 116	– Maintenance
23 USC 125	– Emergency Relief
23 USC 204	– FLHP
25 USC 318	– Roads on Indian reservation; appropriations
23 CFR 635	– Construction and Maintenance
23 CFR 668	– Emergency Relief Program
25 CFR 170	– Construction and Maintenance of roads
58 BIAM	– Road Maintenance
FHWA	– Maintenance Review Manual
AASHTO	– Maintenance Manual
FHWA	– Vegetation Control for Safety
	– Memorandum of Agreement between the BIA and the FHWA, as amended
BIA	– Area's CA Plan
APWA	– Road and Street Maintenance Supervisor's Handbook
NACE	– Action Guides

### ***Required Activities***

The BIA Area Offices are responsible for:

*Maintenance* – Properly maintain or cause to be maintained BIA system roads and bridges in accordance with industry standards for planning, scheduling, and performing maintenance to meet the requirements of 23 CFR 635.505. After emergency maintenance of the IRR, priority is for Highway Trust Fund constructed roads on the IRR system.

*Budget Coordination* – Develop fund distribution plans and process financial program plans and review financial reports on obligations. Provide statements of impacts in support of budget changes and budget justifications. Provide technical assistance to field office for program budgeting.

*Reports* – Prepare annual data on road maintenance needs, accomplishments, and expenditures for the annual nationwide status report and for budgeting purposes and provide to the BIADOT.

*Technical Assistance* – Provide technical assistance and training materials to the BIA Agency Offices and Indian tribal governments on state-of-the-art procedures.

*Training* – Provide training and training materials to the BIA Agency Offices and Indian tribal governments on state-of-the-art procedures and authorizes expenditures for scheduled training.

The BIADOT is responsible for:

*Policy Development* – Review and approve policy and regulatory direction, provide interpretation in the implementation of 23 USC 116 and related guidance for the field offices. Prepare and update guidelines, handbooks, and manuals pertaining to field office operations and provide technical assistance and training materials to the field on state-of-the-art procedures. Explain and promote the road maintenance program to other Federal agencies, national organizations and the public. Formulate road maintenance policy.

*Liaison Activities* – Meets with FHWA and other Federal and local agencies on nationwide programs. Responds to inquiries about road maintenance, congressional inquiries, Interior officials and Bureau officials regarding road maintenance issues, and Departmental requests for information and data.

*Reporting and Oversight* – Provide year-end reports to the FLHO and tribal governments upon request. Develop status reports and monitor field office management improvement plans. Compile annual data on accomplishments for program financial statements. Review and analyze annual road maintenance reports.

The FHWA is responsible for:

Monitoring of road maintenance through random inspections and IRR process reviews. The FHWA division offices randomly inspect IRR roads which are maintained by a State or local highway agency. Federal Lands Highway Divisions randomly inspect IRR which are maintained by the BIA. Random inspection reports are provided to the BIA by the FHWA division office for documentation of FHWA oversight. The IRR process review reports are provided by the FLHO to the BIADOT and BIA Area Offices. The BIA Area Offices provide reports to BIA Agency and tribal governments upon request.

### ***Additional Activities***

*Program Involvement* – The BIADOT facilitates, coordinates, and participates on teams and working groups to develop maintenance management systems and other management systems including equipment, pavement and safety. Reviews of the BIA maintenance policies/practices are conducted by the BIADOT. These activities address program areas needing attention and assure compliance with Federal requirements.

*Technical Assistance and Technology Transfer* – The BIADOT provides information on and encourages implementation of SHRP products as tested products become available.

*Annual Maintenance Monitoring Program* – The BIA Area Offices and BIADOT performs monitoring of the road maintenance program by reviewing the maintenance management process. The BIA Area Offices perform detailed inspections of highway segments and/or maintenance work sites. All BIA Area Offices encourage staff to observe good maintenance practices and maintenance needs and communicate these observations to the responsible BIA Area Office.



## ***Financial Management***

### ***Description***

Financial management is the accountability of IRR program funds in accordance with government accounting principles and procedures. This includes:

1. Federal funds management and obligation control;
2. General ledger accounting and cost accounting;
3. The Federal billing and payment system;
4. Internal and external audit activities; and
5. Equipment, acquisition, utilization, and maintenance.

### ***Most Frequently Used References/Guidance (but not all inclusive)***

23 USC 123	– Relocation of utility facilities
23 USC 132	– Payments on Federal-aid projects undertaken by a Federal agency
23 USC 144	– HBRRP
23 USC 202	– Allocations
23 USC 203	– Availability of Funds
23 USC 204	– LHP
23 USC 402	– Highway safety programs
25 USC 13 & 47	– Snyder Act of 1921 concerning statutory responsibilities and the Buy Indian Act
31 USC 1341-1342, 1349-1351, 1511-1519; 1101,1104-1108,3324; 1311, 1501-1502; 1112, 1531, 3511-3512, 3524; and 1535	– Anti-Deficiency Act, as amended
48 USC & OMB Circ. A-87	– Budget and Accounting Act of 1921, as amended
P.L. 93-638	– Supplemental Appropriations Act of 1955
P.L. 97-255	– The Budget and Accounting Procedures Act
23 CFR 140	– The Budget and Accounting Procedures Act of 1950, as amended; The Economy Act
23 CFR 1230	– Federal Acquisition Regulation and
48 CFR 31	– Federal Cost Principles for State, Local and Indian Tribal Governments
49 CFR 90 & OMB Circ. A-128	– Indian Self-Determination and Education Assistance Act, as amended
OMB Circ. A-123	– Federal Managers' Financial Integrity Act
OMB Circ. A-34 & (DM 328)	– Reimbursement
	– Highway Safety Programs
	– Contract Cost Principles and Procedures
	– General Audit Requirements for State and Local Governments
	– Instructions on Budget Execution

P.L.	– Annual appropriation acts for the DOI, the DOT and Related Agencies
GAO, Title 7	– General Accounting Office's Policy and Procedures Manual for Guidance of Federal Agencies
GAO, Volume I, 2nd Edition	– Principles of Federal Appropriations Law
P.L. 191-510	– The Omnibus Budget Reconciliation Act of 1990
P.L. 101-576	– Chief Financial Officers Act of 1990
DOI	– Department Manuals (DM) Authority and Legal Requirements of the DOI – Memorandum of Agreement between the BIA and the FHWA, as amended
BIAM 41	– BIA Administrative Control of Funds Handbook
BIAM 42	– BIA Financial Management (Accounting Handbook)
T4540.2	– FHWA Technical Advisory

### ***Required Activities***

#### ***The BIA Area Office is responsible for:***

*Annual Appropriations:* Monitor and control funds and obligations during each FY in accordance with the approved TIPs. Notify BIADOT of changes in construction schedules which impact obligations. Ensure timely payments to vendors, contractors and tribal governments.

*Reports:* Reporting of estimated unobligated funds to the BIADOT for redistribution as well as annual accomplishment reports, annual obligations, and expenditures for each Area Office.

*Equipment Acquisition, Utilization and Maintenance:* In those BIA Area Offices that perform construction of roads by Force Account, managing and operating the equipment pools on a reimbursable basis. Collect equipment from approved road projects and other activities. Train equipment operators and maintenance personnel.

#### ***The BIADOT is responsible for:***

*Annual Appropriations:* Allocates contract authority and obligation limitation in accordance with the relative need formula. Control contract authority and obligation limitation in accordance with approved TIP. Redistributes contract authority in accordance with established procedures as the scheduling of projects change. Compile and verify distribution formula data for accuracy.

*Equipment Acquisition, Utilization and Maintenance:* Develops procedures to acquire road construction equipment and for the operation of equipment pool for Force Account Operations.

*Reports:* Monitor obligations monthly and compile a quarterly obligation report. These reports identify contract and obligation rates. Provide (a) SF-133, Report on Budget Execution, for each type of allocation; (b) annual TFS-2108, Year-End Closing Statement; (c) monthly report on obligation and expenditures by Area and to the FLHO and tribal governments upon request. Produces an annual accomplishment report and distributes this report to tribal governments upon request.

*Federal funds management and obligation control:* Review and analyze the status of obligations of the program as administered by the BIA for purposes of verifying the effectiveness of program operations. Ensure the validity of data entry into the cost accounting system of approved construction projects.

*General Ledger accounting and cost accounting:* Ascertain the appropriateness of accounts for purposes of determining adjustments or corrective actions to reflect program operations accurately.

*Federal Billings and Payment System:* Monitor the payment of obligations to tribes and other contractors and vendors in improving the flow of goods and services essential to program operations.

*Internal and external audit activities:* Maintain a retrievable system of records and data of program operations to conform with general accounting standards and procedures of the General Accounting Office and comply with departmental and inter-agency directives.

*The FHWA is responsible for:*

*Coordination:* Coordination of information between its offices and the BIADOT organizational units. This consists primarily of advice, guidance, procedural reviews in accomplishing and facilitating the above. Monitor obligation limitation and the return of unused limitation to the States.

*Reports* – Monitor obligations monthly and compile a quarterly obligation report on FHWA administered IRR projects. These reports will identify contract and obligation rates. Provide (a) SF-133, Report on Budget Execution, for each type of allocation; (b) annual TFS-2108, Year-End Closing Statement; (c) monthly report on obligation and expenditures by project and (d) annual obligations and expenditures for each project. Review and analyze the status of obligations of the program as administered by the BIA for purposes of verifying the effectiveness of program. The FHWA will provide copies of (c) and (d) to tribal governments upon request.

***Additional Monitoring Activities***

*Technical Assistance and Technology Transfer* – The FLHO may participate in Regional or National Financial Management Improvement Program (FMIP) reviews. The FHWA provides technical assistance to the BIA as needed and as requested.

## **VI. Glossary**

The following acronyms and terms are defined as follows:

<b>57 BIAM</b>	The Bureau of Indian Affairs Manual, Part 57, policies and procedures that cover the planning, design and construction of Indian Reservation Roads.
<b>58BIAM</b>	The Bureau of Indian Affairs Manual, Part 58, policies and procedures that cover the maintenance of Indian Reservation Roads.
<b>AASHTO</b>	American Association of State Highway and Transportation Officials.
<b>Area Director</b>	The Bureau of Indian Affairs official in charge of an Area Office.
<b>BIA</b>	Bureau of Indian Affairs.
<b>BIADOT</b>	Bureau of Indian Affairs, Division of Transportation.
<b>BIA Road System</b>	Those existing and proposed IRR for which the BIA has or plans to obtain legal right(s)-of-way. This includes only roads for which the BIA has the primary responsibility to construct, improve, and maintain and for which any changes to this system will be supported by resolution from tribal governments.
<b>BMS</b>	Bridge Management System
<b>Brooks Architect-Engineers Act</b>	Public Law 92-582
<b>Certification Acceptance</b>	An alternate procedure authorized by 23 USC 117(a) wherein the FHWA can delegate any of the Title USC responsibilities for projects not on the National Highway System to a BIA field office if the FHWA finds that a BIA field office develops such projects to meet regulations, directives, and standards which accomplish the policy and objectives contained in or issued pursuant to Title 23 USC.
<b>CFR</b>	Code of Federal Regulations.
<b>COTR</b>	Contractor Officer's Technical Representative.
<b>CTIP</b>	Coordinated Technology Implementation Program.

<b>DOI</b>	Department of the Interior
<b>FHWA</b>	Federal Highway Administration.
<b>Federal-aid Division Offices</b>	The offices located in each of the 50 States.
<b>FLHO</b>	Federal Lands Highway Office of the Federal Highway Administration, located in Washington, DC.
<b>Force Account</b>	The use of BIA employees and BIA owned or leased equipment to perform construction and maintenance of IRR.
<b>Functional areas</b>	Groups of related program activities. In the IRR program these are transportation planning, project development, bridge, contract procurement and administration, construction, maintenance, and financial management.
<b>HBRRP</b>	Highway Bridge Rehabilitation and Replacement Program.
<b>Indefinite Quantity Contracts</b>	Recurring purchase contracts which may have a variable delivery date and/or a variable quantity.
<b>IRR</b>	Indian Reservation Roads.
<b>LTAP</b>	Local Technical Assistance Program.
<b>MPO</b>	Metropolitan Planning Organization.
<b>National Bridge Inventory (NBI)</b>	The aggregation of structure inventory and appraisal data collected to fulfill the requirements of the National Bridge Inspection Standards. Each State is required to prepare and maintain an inventory of all bridges within that State that are subject to the Standards and to provide the collected data to the Federal Highway Administration as needed. The NBI is maintained and monitored by the FHWA Bridge Division in Washington, DC.
<b>National Bridge Inspection Standards (NBIS)</b>	Standards included in 23 CFR 650, Subpart C.

<b><i>National Highway System (NHS)</i></b>	The system of roads designated by Public Law 104-59, on November 28, 1995.
<b><i>NEPA</i></b>	National Environmental Protection Act.
<b><i>Preliminary Engineering</i></b>	The activities required to determine the initial horizontal and vertical alignments, environmental and archeological work, and right-of-way determination for a given project.
<b><i>Project planning</i></b>	Consists of those project related activities which precede the design phase of a transportation project. These activities include, but are not limited to, collection of detailed traffic data, accident information, functional, safety or structural deficiencies; corridor studies; conceptual studies; environmental studies; geotechnical studies; archaeological studies; project scoping; public hearings; location analysis; preparation of applications for permits and clearances, and meetings with facility owners and transportation officials.
<b><i>Program Risk</i></b>	Based on the percentage of program funding that a particular Area Office is allocated in relationship to the overall funding of the IRR program. These risks are delineated as high, medium or low as follows: Low = 0-5%, Medium = 5%-10%, High= more than 10%.
<b><i>Public Law 93-638, as Amended</i></b>	The Indian Self Determination and Education Assistance Act, which provides for maximum Indian participation in the Government and education of the Indian people; to provide for the full participation of Indian tribes in programs and services conducted by the Federal Government for Indians and to encourage the development of human resources of the Indian people; to establish a program of assistance to upgrade Indian education; to support the right of Indian citizens to control their own educational activities; and for other purposes.
<b><i>Scoping</i></b>	The initial process of determining minimum design requirements to satisfy a project need and/or justification.
<b><i>SHRP</i></b>	Strategic Highway Research Program is research, development, and technology transfer activities as the Secretary of Transportation determines to be strategically important to the national highway transportation system.
<b><i>STIP</i></b>	Statewide Transportation Improvement Program.

**Stewardship**

The oversight of and the accountability of public resources.

**Stewardship plans**

Inter-agency agreements which document in detail how program oversight and administration functions are performed by the Federal Government. These plans expand on the roles and responsibilities of the BIA, FHWA, and tribal governments as defined in 23 USC, the BIA/FHWA Memorandum of Agreement for the IRR and Bridge programs, and 25 CFR Part 170.

**Superintendent**

The BIA Agency superintendent or his designee. The Area Director or a designated representative may appear or act for the superintendent at public hearings on IRR roads which cross agency boundaries of jurisdiction, and for other purposes.

**TIP**

Transportation Improvement Program.

**Transportation planning**

The development of strategies for the design, construction, maintenance, and operation of transportation facilities for moving people and goods in a town, city, county, metropolitan area, Indian reservation, State, multi-State region, or country. The transportation planning process is continuing and comprehensive to the degree appropriate and is based on the complexity of the transportation problems. Transportation planning includes, but is not limited to:

- ▶ Identification and inventory of transportation facilities;
- ▶ Classification of roads;
- ▶ Measurement of traffic;
- ▶ Transportation needs based on an analysis of current and proposed land use;
- ▶ Trips generation studies;
- ▶ Calculation of the capacity of existing facilities and transportation needs;
- ▶ Development and use of management systems;
- ▶ Definition of improvement needs;
- ▶ Financial planning;
- ▶ Development or updating of long range transportation plans;
- ▶ Priority analysis;
- ▶ Investment analysis;
- ▶ Development or updating of TIPs;
- ▶ Development of transportation system studies; and
- ▶ Coordination with State and local governments, and public involvement activities.

***Transportation  
facilities***

Includes roads, bridges, pedestrian walkways, bicycle paths, railroad lines, canals, seaports, airports, bus ways, and intermodal transfer centers.

***USC***

United States Code.



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