DoD Natural Resources Program Training Workshops: Sikes Act, Sikes Act Implementation, Endangered Species Act Implementation

Standard Operating Procedure/After Action Report

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I. PURPOSE AND APPLICABILITY

This document establishes a uniform process for the preparation, review, and implementation of U.S. Department of Defense (DoD) Natural Resources Conservation Compliance (NR) Program training courses. This Standard Operating Procedure/After Action Report covers the *Sikes Act 101*, *Sikes Act Implementation,* and *Endangered Species Act (ESA) Implementation* training courses.

II. BACKGROUND

In 2008, the Military Departments expressed a need for training field personnel about relevant Sikes Act requirements, as well as the role of natural resources managers implementing those requirements on DoD lands. The Office of the Secretary of Defense (OSD) approached the Interservice Environmental Education Review Board (ISEERB), which is responsible for developing, implementing, and approving training courses for the Military Services, to fill this need. The cost and time required for ISEERB to develop a course were in excess of available resources. Therefore, OSD asked Booz Allen Hamilton (Booz Allen) to submit a request for funding to the DoD Legacy Resource Management (Legacy) Program to create a training course.

The Legacy Program awarded Booz Allen funding to develop the *Sikes Act 101* training course for the DoD NR Program as a trial offering[1]. The *Sikes Act 101* training course is an introductory-level course intended for new DoD natural resources managers, Military Service training and testing personnel, and personnel who work on DoD Integrated Natural Resources Management Plan (INRMP) approval and implementation, such as those from the U.S. Fish and Wildlife Service (USFWS) and state fish and wildlife agencies. This introductory course highlights the importance of cooperation on INRMPs from the development stage through the review stage, and serves as a meeting ground for tripartite partners. By the conclusion of the course, participants have a better understanding of the Sikes Act, INRMPs, the DoD NR Program, and the tripartite January 2006 Memorandum of Agreement (MOU), including roles and responsibilities. The course also provides multiple opportunities for questions and answers.

Evaluation results from the first *Sikes Act 101* course offerings indicated that personnel unfamiliar with INRMPs found course content to be informative and instructive; however, personnel with installation-level experience indicated that the course was too elementary. To meet expressed needs to provide more advanced training to experienced DoD natural resources managers, OSD requested that Booz Allen develop an advanced Sikes Act Course, *Sikes Act Implementation*[2].

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[1] Legacy project #08-395.
[2] Legacy project #09-417.

III. COURSE DEVELOPMENT

The DoD NR Program developed the referenced training courses as part of DoD's ongoing efforts to guarantee no net loss to mission capability, to protect our nation's natural resources for future generations, and to comply with both DoD policies and existing laws, including the Sikes Act, ESA, and Executive Order 13514 (Federal Leadership in Environmental, Energy, and Economic Performance).

Booz Allen support staff worked with Military Service subject matter experts (SMEs) and DoD Office of General Counsel staff to develop all course materials. Once developed, Booz Allen staff updated or modified each course as needed for specific offerings (e.g., Navy-specific offering). Booz Allen staff discussed and reviewed course materials with SMEs before submitting all modifications to OSD for approval. Once approved, Booz Allen staff released and posted course materials online for participant reference on the DoD NR Program training courses web portal (http://www.dodworkshops.org/).

IV. ADDITIONAL TRAINING COURSES

The *Sikes Act Implementation* training course is intended for DoD natural resources managers who are charged with managing and implementing INRMPs at the installation level. The course clarifies the difference between reviews and revisions, includes topics such as how to monitor and track projects successfully, and offers lessons learned from case study examples. By the conclusion of the course, participants have a better understanding of INRMP preparation, including structure, content, and sources of preparation; how to update and revise an INRMP; the difference between an annual and a five-year review vs. revision; specific resources to include; and how to successfully monitor and track projects. This interactive course features experienced instructors from the natural resources community, including experts from one or more Military Services.

Due to the successful reception of/feedback from both the *Sikes Act 101* and *Sikes Act Implementation* course offerings, DoD Conservation Committee members requested that DoD create a course focused on the ESA. At OSD's request, Booz Allen applied for and was awarded funding to develop such a course[3]. The *ESA Implementation* training course is an advanced-level course intended primarily for experienced DoD natural resources managers. This interactive course clarifies the listing and delisting process; includes topics such as critical habitat exemptions and exclusions, Section 7(j) consultations, and how to comply with the ESA when implementing an INRMP; and offers lessons learned through case study examples. The course is designed to be fully interactive, and features instructors experienced in DoD/Military Service natural resources issues, laws, and regulations.

Although all three courses were developed with Legacy Program funding and implemented with OSD sponsorship, all have been and can be implemented by others (e.g., Military Services). The Navy has

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[3] Legacy project #10-417.

exercised this option, co-sponsoring with DoD several *ESA Implementation* courses[4]. As a benefit of participating in a cost-share, the Navy was able to re-use course materials that DoD previously paid to develop while tailoring the information to new audiences or regions, thereby increasing the accuracy and applicability of training course information.

V. COURSE IMPLEMENTATION

The following sections provide guidelines for implementing existing training courses developed by Booz Allen.

a. INITIAL PLANNING PROCEDURES

As part of the planning process, staff:
1. Identify and engage with potential course instructors to gauge their availability and interest.
2. Host an initial planning teleconference with participating instructors and planning staff.
3. Modify, as needed, the existing training course outline based on information discussed during the initial teleconference.
4. Schedule additional planning teleconferences, as appropriate, to continue modifying the training course outline.
5. Compile all inputs and conduct any additional research required to develop or augment training materials.

b. COURSE PREPARATION PROCESS

Planning staff should consider using the training course outline and completing the following actions to implement the existing courses:

1. Draft, update, and/or refine the existing training materials to include:
   a. Course outline (see *Modules*)
   b. Agenda (see *Appendix 1*)
   c. Modules (see *Modules, Appendix 2*)
   d. Instructor biographies
   e. Course booklets (see *Appendix 3*)
   f. Instructor binders (see *Appendix 4*)
   g. Handouts, if applicable
   h. Course evaluations (see *Appendix 5*)
2. Prepare and practice an introduction speech to introduce instructors, establish expectations, and discuss desired outcomes (see *Appendix 6).*

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[4] Legacy project #11-417.

c. MODULES

Planning staff organize the information for each course[5] into logical teaching units called modules (see *Appendix 2*) that instructors use as the primary course material to facilitate training. Staff also may update existing modules to implement the courses. The format for each module consists of training objectives and a brief outline of the particular course topic. Modules also include examples and exercises from previous course offerings to give participants the opportunity to practice their new skills and knowledge. Planning staff may update existing modules by following the steps below:

1. Work with instructors to develop course-specific written activities, group discussions, and/or case studies.

2. Update pictures, live demonstrations, and/or videos.

3. Incorporate tailored notes for each course instructor to help them present each module.

4. Ensure that technical and legal experts review the completed modules prior to any training course field testing/beta offering.

5. Record lessons learned after each course offering, and incorporate them into future course offerings.

d. CASE STUDIES

Case studies introduce a practical aspect to the training environment, and simulate challenges or lessons learned that are similar to situations trainees may face when they return to the field. To update existing case studies, planning staff can perform the following tasks:

1. Identify a technical expert who is willing to share relevant case study information and schedule an initial teleconference.

2. Conduct interviews with technical experts who are familiar with the target population, task, and case to develop practice scenarios.

3. Capture notes during teleconferences and incorporate information into draft white papers.

4. Conduct an internal quality assurance/quality control of any draft white paper, incorporate edits and/or feedback, and submit the document to the technical expert for final review/approval.

5. Incorporate information from the final/approved white paper into the existing teaching modules.

e. QUALITY ASSURANCE AND QUALITY CONTROL

Before the course offering, planning staff oversee an internal peer-review of all course modules and other materials to ensure there are no formatting and/or grammatical errors. A DoD lawyer knowledgeable in environmental regulations reviews all course materials to ensure legal

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[5] Currently in Microsoft PowerPoint format.

compliance, and OSD conducts a final review of all materials to ensure accuracy and give approval. After the course, planning staff may upload final materials to a web portal to make them publicly available.

f. LOGISTICAL SUPPORT OVERVIEW

In addition to developing and finalizing course content, planning staff also must ensure that logistical support arrangements are in place and satisfactory before, during, and after the course.

The following sample list includes key points planning staff may consider when managing logistical support for a training course.

Before the training, staff:

1. Select a suitable venue to ensure adequate space and proper set up (e.g., classroom style seating in a room that accommodates up to 40 people).
2. Select and notify the trainees and/or advertise the training course.
3. Coordinate training equipment set up (may include microphone, whiteboard, flipchart paper, writing materials, slide and/or overhead projector, LCD projector and computer, screen, internet, telephone, etc.).
4. Arrange the seating (e.g., classroom style).
5. Prepare name badges, position of screen, whiteboard, markers, course materials, etc.
6. Coordinate coffee/tea/water set up with the training course venue point of contact.
7. Arrange transportation/lodging as needed for speakers/instructors.
8. Prepare shipment and return labels, and ship the following:
    a. Projector (if needed)
    b. Course booklets
    c. Instructor's binder (see *Appendix 4*)
    d. Supply box (to include scissors, tape, pens, pencils, etc.)
9. Prepare training course completion certificates for participants who registered for the course in advance (see *Appendix 7*).

During the training, staff:

1. Check facilities and equipment for any problems (heating and air, whiteboards, projector, etc.) and resolve if necessary.
2. Ensure trainees sign-in and receive course materials and a name badge.
3. Introduce and thank instructors.
4. Have trainees introduce themselves.

After the training, staff:

1. Thank all instructors and participants.
2. Distribute course completion certificates to participants who registered in advance.

3. Use shipment return labels to ship supplies back to the planning staff's office.

4. Analyze participant feedback/evaluation forms (see *Appendix 5*).

   a. It is important to plan the evaluation strategy long before the training takes place (what questions to ask, when to distribute the forms, etc.).

   b. Evaluation is an ongoing process that goes beyond the development stage, and allows planning staff and instructor(s) to assess how well each course is progressing, determine if/when objectives are met, and identify where to make adjustments to improve future training efforts.

5. Draft thank you notes for each instructor.

   a. Have sponsor review draft notes and finalize them.

   b. Print thank you notes on sponsor letterhead.

   c. Obtain sponsor signature on all notes.

   d. Mail notes.

6. Draft and send a thank you email to course participants for the sponsor to send (or obtain sponsor signature) and direct them to a web portal for course materials and evaluation results, if applicable.

7. As necessary, mail course completion certificates to trainees who registered late and/or on the day of the course offering.

VI. CONCLUSION

Proper training for Military Service personnel helps natural resources managers correctly implement compliance and conservation guidance in-line with the Secretary of Defense's priorities. Appropriate training also ensures that field personnel have the concrete, on-the-ground tools and knowledge that they need to support the Secretary of Defense's priorities. The DoD NR Program training courses fulfill the DoD, USFWS, and Association of Fish and Wildlife Agencies MOU; facilitate regulatory and stakeholder cooperation; and highlight DoD's stewardship efforts.

Appendix 1: Sample Course Agenda
Course Title
Training Event Title
Date (Day of week, Month Day, Year)
(City, State)

Time	Presentation	Instructor(s)
0800 – 0815	Welcome/Introductions	Support Lead
0815 – 0845	Course Objectives and Introduction to DoD and the Natural Resources Program	Instructor 1*
0845 – 0915	Sikes Act History and Overview	Instructor 1
0915 – 1000	Integrated Natural Resources Management Plans (INRMPs)	Instructor 2
1000 – 1015	Break	---
1015 – 1115	INRMP Stakeholders and their Roles	Instructor 2
1115 – 1145	Question and Answer Session	All

1145 – 1300   Lunch (on your own)

Time	Presentation	Instructor(s)
1300 – 1330	DoD Encroachment	Instructor 1*
1330 – 1400	Navy Encroachment	Instructor 1
1400 – 1430	Managing Threatened, Endangered, and Species of Special Concern	Instructor 1
1430 – 1500	Managing Migratory Birds	Instructor 2
1500 – 1515	Break	---
1515 – 1600	INRMP Implementation and Funding	Instructor 2*
1600 – 1630	Acquisition and Assistance Tools	Instructor 3
1630 – 1645	Question and Answer Session	All
1645 – 1655	Course Wrap-Up and Closing Remarks	Support Lead
1655 – 1700	Critique	All

* L. Peter Boice, DoD Deputy Director of Natural Resources will be unable to attend in person, but will help instruct remotely via teleconference.

Section 7

ESA Implementation:
Section 7

Red-cockaded Woodpecker

Cyanea superba

Gopher Tortoise
Photo Courtesy of USFWS

Double click on the image above for additional slides.

Appendix 3: Course Booklet Information

Planning staff create and finalize course booklets at least one week prior to the scheduled course offering. Staff should place booklet orders through a professional printing service or DoD printing service, and ensure that the order will be complete at least three days prior to the scheduled ship date for all course materials. Each course participant receives a booklet at the start of each course.

Course booklets should include the following:
- o Cover page
- o Agenda
- o Separator sheet (a blank, colored sheet of paper) or tab page
- o Instructor biographies
- o Separator sheet or tab page
- o Modules (printed in black and white, in PowerPoint handout form, and with only three slides per page; insert the color separator sheets or tab pages between each module)
- o Separator sheet or tab page
- o References (if needed)

To place the printing order, planning staff should do the following:
- o Provide a sample course booklet to the printing service both in hardcopy and PDF formats, and indicate where each separator page should appear inside (see guidance above). **Note**: it is helpful to bring along a course booklet from a previous offering as an example.
- o Instruct the printing service to spiral bind the course booklets.
- o Request to see a sample booklet before approving the final order. Verify that all pages are in the correct order, separator sheets/tab pages have been inserted correctly, and the print is legible.

Appendix 4: Instructor Binder Information

The instructor binder is the central location for all hardcopy course materials, including printed modules with notes pages and all course references.

Planning staff develop instructor binders, which mirror the information within the course booklets; however, unlike the booklets, the binder includes printed modules with notes pages and references.

These binders serve as record keepers of the materials for each course.

Appendix 5: Sample Course Evaluation

Please rate the following on a scale of 1-5 as follows:

1 – Very Poor/Not Useful   2 – Poor/Somewhat Useful   3 – Fair   4 – Good/Useful   5 – Excellent/Very Useful

PURPOSE

This course is designed to increase overall understanding of the regulations that implement different sections of the ESA; the two primary responsibilities of federal agencies; 7(a)(2) compliance; and what an administrative record is and why it's required. The degree to which these purposes were met was:

1	2	3	4	5

PRESENTATIONS

Please rate the following presentations based on their usefulness and applicability:

Module 1: ESA Background

1	2	3	4	5

Module 2: Section 7 Overview

1	2	3	4	5

Module 3: Section 7 Continued

1	2	3	4	5

Module 4: Relationship to Other Laws

1	2	3	4	5

Module 5: Administrative Record

1	2	3	4	5

Module 6: Case Studies

1	2	3	4	5

OVERALL IMPRESSIONS

The instructors were:

1	2	3	4	5

The set-up and time allotment for the group discussions were:

1	2	3	4	5

What did you find most useful/beneficial about this course? Why?

_____
_____

Did the course facilitate a better understanding of how to implement the Endangered Species Act? If not, what improvements could be made for future offerings?

_____
_____
_____

Overall course rating:

(Very Poor)	1	2	3	4	5	
	6	7	8	9	10	(Excellent)

ADDITIONAL COMMENTS

Please provide any other comments and/or suggestions:

_____
_____
_____

Thank you for completing this evaluation!

Appendix 6: Support Lead Introduction Talking Points

1. Thank everyone for coming.
2. Introduce instructors and planning staff.
3. Go over logistics for the day.
   a. Coffee/tea/water availability
   b. Restroom locations
4. Review the course agenda.
5. Direct trainees to the last slide in their booklets where the DoD web portal address is listed as a reference.
6. Direct the trainees to the instructor biography page within their course booklets.
   a. Introduce each instructor
   b. Briefly summarize the biographies
7. Ask everyone in the room to introduce themselves (e.g., provide name, position, organization).
8. Before the instructor(s) begin, ask/say:
   a. Are there any questions at this time?
   b. Should you need anything at all today, we are here to assist you.
   c. Do the instructors have anything else they would like to add before we get started?

Appendix 7: Sample ESA Implementation Course Completion Certificate

Department of Defense

Certificate of Completion

is awarded to

_____

In recognition of successfully completing the
Endangered Species Act Implementation Training Course

27 June 2012

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L. Peter Boice, Deputy Director,
DoD Natural Resources