

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

**Forest Service Handbook 1109.12 - Directive System Handbook
Chapter 10 - Writing**

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

Technical edits to comply with Executive Order (EO) 14168 (issued on January 20, 2025).

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11 - Planning

One of the most important phases of directive writing is planning. Exhibit 01 summarizes steps in the planning, writing, analysis, and clearance of directives for directive authors in the Washington Office. Field units are encouraged to issue supplements with exhibits that set out the steps for directive authors specific to their units.

11 - Exhibit 01

Planning and Submitting Steps for Washington Office Directive Authors *(For further direction, see FSM 1100 - 1130 and FSH 1109.12)*

	PLANNING <i>(FSH 1109.12, sec. 11):</i>
1	Identify the need for direction. Consult as appropriate with the Staff Director and other staff members; other staffs; field units; Office of General Counsel; and Directive Analyst/Directive Manager. For directives that may need Union clearance because they affect working conditions, consult the Human Resources Management Staff, Labor Relations.
2	Research existing direction and gather background information, related references, laws, regulations, external direction, and so on.
3	Identify the audience and determine if direction should be issued to the manual and/or handbook as an amendment, interim directive, or supplement (at the national level, supplements are issued only to external handbooks).
4	Identify the author(s) (individual or team). Note: If a field employee is the author, a WO employee shall be designated as the lead contact to work with the Directive Analyst assigned to review the directive.
5	Prepare an outline if the directive involves more than simple revisions to existing direction in established codes and captions. Note: At this stage, obtain approval from the Directive Manager, Office of Regulatory and Management Services (ORMS), for outlines of new handbooks or new manual chapters.
6	For substantive directives , make a determination regarding publication in the Federal Register for notice and comment according to 36 CFR part 216 . If notice and comment are required either under Administrative Procedures Act or National Forest Management Act, coordinate with the Regulatory Officer, ORMS (FSM 1013).
7	If there are new or modified recurrent information requirements (systems, databases, forms, information collections, reports, or records management), prepare a brief explanation and justification; contact the Service-wide Forms and Information Collections Manager, ORMS, if a new or revised form is needed (FSM 1390, 6230, and 6270; FSH 1309.14, 6209.11, and 6209.13). Contact the Service-wide Records Manager, ORMS, if the directive affects records management, such as proposing new records, changing FSM codes and captions, changing record retention periods, and so on (FSM 6230, FSH 6209.11).

11 - Exhibit 01 - Continued

WRITING <i>(FSM 1100 zero code, FSM 1110, and FSH 1109.12, sec. 12 - 17):</i>	
8	Write the draft directive, following principles and guidelines for manual direction (FSM 1111.1) and handbook requirements (FSM 1112.1): a. Compare the draft to existing direction in the manual and/or handbook. b. Correct and/or improve surrounding text and related direction as necessary. c. Identify changes in codes and captions and revise the table(s) of contents. If changes affect records management, coordinate with the Service-wide Records Manager, ORMS. d. Check accuracy of cross-references (citation style is in FSH 1109.12, sec. 14.6). e. Exhibits: Cite all exhibits in the text and ensure that no blank forms are in exhibits. f. Circulate substantive draft directives for comment as appropriate to WO staffs, field units, Office of General Counsel, and so on. Incorporate revisions.
9	Complete blocks 1 through 8e on form FS-1100-2. Complete the digest. (Documents are available electronically on the Forest Service Web Portal directives home page.)
ANALYSIS AND CLEARANCE <i>(FSM 1120; FSH 1109.12, ch. 20):</i>	
10	Submit the draft directive package to the Directive Manager, ORMS, for analysis; include form FS-1100-2, transmittal page (including digest and table of contents), text of draft directive, and, if applicable, the Title 36, Code of Federal Regulations, part 216 (36 CFR part 216) determination, the letter and/or the justification for new or modified information requirements, and draft Federal Register notice.
11	After the analyst returns the electronic track changes draft directive, prepare the final directive package (including form FS-1100-2, the 36 CFR part 216 determination letter, digest, and final directive): a. Make required changes to the digest and directive. b. Obtain staff concurrences on form FS-1100-2, block 10 from the appropriate areas: HRM staff, including the Union, affected staffs, OGC, Forms and Information Collections Manager, Records Manager, others. c. Obtain concurrences from the Staff Director on form 1100-2, block 12. d. Include a note if a special effective date or Union clearance is required. e. Mail the electronic copy of the final directive to <i>wo Directives</i>. f. D&R production group ensures package is complete. Analyst reviews and sends to Directive Manager, ORMS, for concurrence (form FS-1100-2, block 14). g. Line Officer receives final directive from D&R production group. Reviews the content of the directive and determines if directive conforms to current management policy and direction. Signs and dates form FS-1100-2, block 15. h. D&R production group processes directive for electronic and paper distribution (if applicable).

12 - Coding

To prepare or maintain directives, employees shall be familiar with the organization and coding structure of the manual and handbooks (FSM 1110.6, 1110.7, 1112.1).

A current listing of the codes and captions for manual series, titles, and chapters and for handbooks is maintained electronically and is available from the service-wide directives home pages on the Forest Service Web Portal (FSWeb Portal/Intranet) and World Wide Web.

A working outline of the text (sec. 11) should reveal broad headings and subdivisions, which can then be coded. If outline divisions exceed the codes available, reorganize or consolidate the subject matter to fit the coding structure.

During the course of writing or reviewing a directive, a new pattern or scheme may emerge that could change the codes initially assigned. Exhibit 01 in section 12.5 compares a working outline and a final outline and illustrates how coding may change in the actual writing process.

12.1 - Manual Coding Structure

Section 12.5, exhibit 02, illustrates the manual structure, displaying all the series, and then continues by illustrating the subdivision within one title (FSM 1111.2).

12.2 - Handbook Coding Schemes

Coding of handbook material follows the same pattern as that in the manual, except that there may be 1, 2, or 3 digits to the left of the decimal point, depending on the volume and scope of material. Use one of the coding patterns displayed in section 12.5, exhibit 03. Use the coding scheme which has the fewest numbers and which meets the needs of the text. The 2-digit coding scheme (which is used in this handbook) is recommended for most handbooks. During directive analysis, the Directive Manager or analyst reviews and modifies coding as necessary and appropriate to the complexity of the directive.

12.3 - Zero Code for Manual and Handbooks

The zero code is provided in the directive coding scheme to identify general instructions, such as authority, objective, and policy (FSM 1110.6). Zero code instruction applies to all subsequent direction within a manual series, or a manual or handbook title, chapter, or section where the zero code is set out.

12.31 - Coding Patterns

A zero code is identified by a zero that is both preceded and (except for zero code chapters at the beginning of handbooks) followed by a number other than zero. Do not use double zeros.

1. **Manual.** Examples of FSM zero codes for authorities are: At the FSM series level, 1010; at the title level, 1101; at the chapter level, 1110.1; at the 4-digit section level, 1111.01.

The directive coding scheme does not permit use of zero codes for 5- or 6-digit or alphanumeric sections of the manual. For example, FSM sections 1111.1, 1111.11, and 1111.11a cannot have zero codes. If it is necessary to write general authority, objective, policy, or responsibility within a 5- or 6-digit or alphanumeric section (for example, FSM 1111.41a), such material may be written and enumerated within the text of the code or, with approval of the Directive Manager, coded at the 5- or 6-digit or alphanumeric section. Section 12.5, exhibit 05 shows additional examples of FSM zero codes.

2. **Handbooks.** If a zero code is needed in a handbook, follow the coding schemes shown in section 12.5, exhibit 04.

12.32 - General Content Guidelines for Zero Code Sections

The following guidelines provide uniformity in the use of zero codes in the Directive System (ex. 01). Use only those zero codes needed. Do not list, in the text or table of contents, any zero codes or captions that are not used, unless there is a need to reserve the code to allow for supplementation at lower organizational levels (sec. 12.4) or to set out a cross-reference to zero code direction elsewhere in the manual and handbooks.

12.32 - Exhibit 01

Zero Code Content

Zero Code	Caption	Content of Zero Code Section
01	Authority	This section cites and briefly describes (in complete sentences) the legally binding instruments which authorize and/or constrain the policy, standards, guidelines, or procedures being issued as Agency direction. Sources of authority are laws, regulations, Executive Orders, court decisions, and rulings by higher Federal authorities such as the Comptroller General or the Attorney General, and formal legal opinions issued by the USDA General Counsel. As used in 01 codes, authority refers to the legal or discretionary power to give commands, enforce compliance, make decisions, or mandate Agency action. The preferred organization of authority sections is to subdivide them into codes by subject rather than by type of authority.
02	Objective(s)	This section establishes the management aim(s), goal(s), or result(s) that the Agency seeks to accomplish and toward which Agency actions are directed. Objectives often are established by laws, orders, or regulations.
03	Policy	This section is for any broad governing principle, plan, or course of action to guide or determine present and future decisions. A policy is a statement of how the Forest Service chooses to meet legal requirements or exercise legal authorities.
04	Responsibility	This section is for delegation of specific authority and assignment of specific duties and responsibilities to established Forest Service line and staff positions and thus to the incumbents of those positions. One who fails to carry out assigned responsibility is subject to administrative penalty.
05	Definitions	This code is for specialized terms used throughout the text which the reader must understand to carry out the direction.
06 to 08		These optional codes may be used for other general, subject-wide instructions, such as references or broad processes that apply to all subsequent direction.
09	Handbooks	The 09 code is used only at the series and title level in the manual to authorize, list, and describe handbooks that provide detailed instructions for carrying out direction covered in the manual series or title.

12.33 - Standards for Zero Code Sections

The standards that follow apply to direction set forth in each category of the zero codes as described in sections 12.33a-12.33g.

12.33a - Authority Sections (01)

Use the 01 authority codes to set forth legal authorities for the direction being issued.

1. Use complete sentences to briefly describe the authority granted or limitation imposed. It is not permissible in the 01 code to merely cite an authority by name, number, and date.
2. Do not describe legal authority in other coded sections, except as follows:
 - a. Where authorities need to be cited at 5- and 6-digit coded or alphanumeric sections, authorities may be enumerated with subject headings or assigned a 6-digit or alphanumeric code (sec. 12.31). For example: 1111.12a - Authority. Authority at this level should be very specific and narrow.
 - b. Where users shall continually use regulations, such as land and resource management planning regulations or National Environmental Policy Act implementation regulations, the relevant text of the regulations may be set forth verbatim in either of two ways:
 - (1) Within coded text in handbooks (or, in rare cases, the manual), with the approval of the Directive Manager; in this case, the text must be block indented and boldfaced to distinguish the legal authority from Agency policy and procedure; or
 - (2) Within an exhibit.

See FSH 1909.15 for an example of setting out authority within coded text. Obtain additional samples or advice from the Directive Manager.
3. Follow the instructions in section 14.6 for citing laws, orders, regulations, and other external authorities.
4. Organize broad authorities at higher level codes; place more specific or limited authorities at lower level 01 codes. For example, in FSM 1101 (Title Zero Code), it is appropriate to cite the external regulations that require agencies to establish and manage Directive Systems.
5. Subdivide the authorities by subject under codes or paragraphs, particularly at the chapter level. From a user's standpoint, subsidiary codes organized by subject are more

helpful than authorities organized into categories by law, regulation, and order. Therefore, as older directive chapters are updated, the authority sections must be reorganized by subject. Refer to FSM 1013.01 and FSM 2701 for good examples of how to organize authorities by subject.

6. Set forth the full text of an authority document as an exhibit to the 01 code only when the following conditions exist:
 - a. Users shall be fully aware of the contents of the legal authority and must consult the authority frequently.
 - b. The source document is not readily available to field users.

12.33b - Objective Sections (02)

Whether in the manual or a handbook, an objective statement should answer the question: "What should the employee aim to accomplish by following the direction being issued?" or, alternatively, "What is the desired end result?" Objectives, therefore, are statements of what is to be achieved or attained in managing a program or activity. Accordingly, it is appropriate and often necessary to include objectives from the authorizing Statute(s), Executive Orders, or regulations for a program. When objectives are paraphrased from law, order, or regulations, the author shall take care to accurately capture the objective(s). Citations to the source document also can be helpful in assuring consistency with the authorizing law, order, or rule.

Objectives set forth in the Directive System establish the baseline for conducting management reviews (FSM 1400); therefore, these should be measurable and adequate to guide program and activity reviews. Test the adequacy of objective statements by asking what factors or criteria a reviewer would need to consider determining if a unit has met the objectives.

Meaningful objectives are not statements of why the direction is being issued. Therefore, do not list as an objective a statement such as, "The objective is to provide employees with essential guidance on forest planning." Such statements are redundant of the fundamental purpose of the Directive System and are not helpful, because they fail to tell employees what program results are to be achieved.

Limit objectives to what is to be achieved. Do not include as part of an objective how the objective is to be met; such statements are policy statements and belong elsewhere. However, it may be appropriate for an objective statement to include the degree or broad standard, which is to be met.

12.33c - Policy Sections (03)

The 03 code is for any broad governing principle or course of action to guide or determine present and future decisions. The 03 policy section contains statements of how the Forest

Service chooses to meet legal requirements or to exercise legal authorities. In writing policy, do not confuse policy with legal requirements, which are addressed in the authority code 01. Do not use this code to direct employees to comply with law. The requirement to comply with governing laws is a given and derives from the Constitution and laws governing Federal employment. Instead, use the 03 policy section to instruct employees on *how* to implement or comply with law.

If a requirement is so significant that it guides or shapes overall program management, then it is a policy and should be addressed in code 03. Criteria, guidelines, and procedures are also types of policy. Whether these are coded at the 03 code depends on the scope and application to subsequent direction. Generally, procedures are not appropriate to 03 code direction.

12.33d - Responsibility Sections (04)

The Forest Service delegates specific authority to employees through 04 responsibility sections. Limit direction in this section to discrete, specific duties and delegations. Do not repeat general delegations of authority set forth in FSM 1230. In addition, apply the following guidelines in drafting responsibility sections:

1. Organize and code responsibility in descending order of the organizational hierarchy. Occasionally, the clearest way to delegate authority and assign responsibility is in an exhibit or play script format. When displayed in an exhibit, make sure that the coded text clearly states that the exhibit contains the actual delegations and assignment of responsibilities. See FSM 2404.28, exhibit 01, Delegated Authority to Sell and Dispose of National Forest Timber, as a good example of a delegations exhibit.
2. Make sure that responsibilities are consistent with delegations of general authority and principles of delegation in FSM 1230. For example, Staff Directors and Staff Officers generally do not have program decision authority; rather, these officers generally develop and recommend a course of action to Line Officers, who have decision-making authority.
3. Assign responsibilities to positions, not to named individuals. In rare situations where it is absolutely necessary to assign responsibility to named individuals in a directive rather than through correspondence or a position description, do this by preparing an exhibit to be issued by an interim directive of no more than 12 months duration to ensure that names are kept updated.
4. Limit responsibilities of the Chief to discrete duties or acts that the incumbent Chief, or, in the Chief's absence, the Acting Chief shall personally take. For example, it is appropriate to reserve to the Chief, authority to execute certain types of land conveyances of a certain value. It is incorrect to say that the Chief approves all land

conveyances at the Washington Office level, if, in fact, the Deputy Chief for National Forest System or Director of Lands is to approve certain types of conveyances.

Also, do not delegate duties to the Chief in a Forest Service directive. The Secretary and Assistant Secretary delegate authority and assign responsibility to the Chief through regulations in Chapter II, Subchapter A, Title 7 of the Code of Federal Regulations or through Departmental directives. The Chief re-delegates or reserves that authority through issuance of Forest Service directives.

5. As a rule, use one of the following introductory phrases to assign responsibility:

a. It is the responsibility of the Regional Forester to:

- or -

b. The Station Director has the authority and responsibility to:

- or -

c. The Chief reserves the authority to_____.

Be careful when using the helping verb "shall" to assign responsibility. This verb compels action; therefore, do not use it where the Line or Staff Officer should have discretion to act. For example, in a responsibility section, do not say that "the Forest Supervisor shall review and approve a plan," because this language literally means the Supervisor must approve the plan and, thus, would deprive the Supervisor of discretion to disapprove the plan.

6. If an authority cannot be re-delegated, this must be stated explicitly. For example:

The Regional Forester has the authority and responsibility to approve land conveyances over XXX in value. This authority may not be re-delegated.

7. If re-delegation is permissible only under certain conditions, make clear what the conditions are. For example:

This authority may be re-delegated to individual Forest Supervisors, if the Forest has an approved Landownership Adjustment Plan and has a staff with sufficient skills, knowledge, and training to perform the required landownership duties.

8. Limit responsibilities to those assigned to Forest Service employees. Do not assign responsibility to other USDA officials or agencies, other Federal agencies, or State and

local officials in the responsibility sections. Roles and responsibilities assigned to other agencies or officials may be cited in authority sections, optional zero codes (06-08), or other codes, when needed.

12.33e - Definition Sections (05)

Limit terms and definitions in directives to those special terms needed to carry out the direction. Specialized terms used in both directives and geographic or other information systems, applications, or collections should have identical definitions. Where applicable, ensure that definitions of terms are consistent with FSH 6609.15, Standards for Data and Data Structures Handbook.

1. Do not include common terms having common meaning as defined in standard dictionaries.
2. Do not redefine common terms by giving them uncommon, specialized meanings.
3. Do not include policy, procedure, or standards in definitions. These belong in other sections.
4. Limit terms to those used in the directives.
5. Be consistent with the use of terms. Use the same definition of a term as it is used elsewhere in the Directive System, when possible.
6. Identify the source, such as law or regulation, when applicable.

For ease of future amendment, do not enumerate definitions. Instead, list terms in alphabetical order, underscore them, and indent one-half inch (0.5 inch) from the left margin for the entry on the first line.

12.33f - Optional Sections (06-08)

The zero coding structure provides three codes 06, 07, and 08 for other direction that applies to all subsequent direction. There is no limitation on subject matter that can be covered except that the direction at these codes applies to all subsequent direction within the series, title, chapter, or section.

12.33g - Handbook Sections (09)

These 09 sections appear only in the zero code of the manual at the series or title level; for example, FSM 2090 (Series 2000) or 1109 (Title 1000). The purpose of the 09 section is to list the handbooks that have been issued to provide detailed instructions to guide employees in carrying out work. When issuing a new service-wide handbook or authorizing a new unit

handbook, the responsible staff must prepare an amendment to the relevant FSM series or title listing the proposed code to be assigned to this handbook and the proposed title of the handbook; for example, FSH 1109.12 - Directive System Handbook. Summarize the content of the handbook and make clear its intended audience. Amend the 09 section when removing or revising the content of a handbook.

12.4 - Reserved Codes

Units issuing direction at higher levels of the organization may establish and reserve codes for use by lower levels (FSM 1110.7). The Regions, Stations, Area, and Institute may reserve codes only for their internal unit handbooks. However, if existing codes are not adequate for field supplementation, field Directive Managers may request the Service-wide Directive Manager to reserve codes in the manuals and handbooks (FSM 1110.7).

When issuing new or major revisions of direction, the originating unit should consider whether subordinate units are likely to need to supplement the parent text and whether adequate codes and sections have been provided for this purpose. Occasionally, the originating unit knows that direction is needed on a particular topic, but the unit is not ready to issue the direction at the same time as the surrounding direction. Codes can be reserved in this instance as well, if necessary to maintain the order, logic, and organization of a chapter or section. Authors should consult the Directive Manager early in the planning and outlining stages about use of reserved codes.

Codes can be established for purposes of field supplementation within the text of directives only if the code and caption are followed by some direction. Display reserved codes and captions in the text of the directive. Uncaptioned codes cannot be reserved. See the following hypothetical examples of a reserved code:

Example 1: The code and caption appear in the text as reserved. Use a bracket on each side of the word, "Reserved." The code, caption, and the term "Reserved" all appear in the table of contents.

7712.4 - Economic Analysis [Reserved]

Example 2: The code and caption appear in the text with direction on supplementation. The code and caption appear in the table of contents.

1122.22 - Field Units

Field units may use this code to issue any necessary procedures in field unit supplements or interim directives.
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12.5 - Exhibits

Refer to the exhibits listed in this section for assistance in coding directives text and exhibits. Also, this section illustrates how to display exhibits in a separate coded section and how to advise users that there are exhibits in separate electronic documents because of special formatting and printing requirements. For guidance on exhibits available in paper form only, see section 15.2.

1. **12.5 - Exhibit 01. Comparison of Working Outline and Codes to Final Outline and Codes.**
2. **12.5 - Exhibit 02. Forest Service Manual Structure and Coding.**
3. **12.5 - Exhibit 03. Handbook Coding Patterns.**
4. **12.5 - Exhibit 04. Examples of Various Levels of Zero Codes Available in Forest Service Internal Handbooks.**
5. **12.5 - Exhibit 05. Examples of Various Levels of Zero Codes Available in Forest Service Manual Series, Titles, Chapters, and Sections.**

12.5 - Exhibit 01

Comparison of Working Outline and Codes to Final Outline and Codes

FSM Chapter 1110 Directive System Components

Working Outline	Initial Codes Assigned	Final Outline	Final Codes Assigned
I. Manual	1111	I. Manual	1111
A. Objective	1111.02	A. Objective	1111.02
B. Policy	1111.03	B. Policy	1111.03
C. Principles and Guidelines for Developing and Reviewing Manual Text	1111.06	C. Principles and Guidelines for Developing and Reviewing Manual Text	1111.1
		D. Manual Structure and Coding	1111.2
II. Handbooks	1112	II. Handbooks	1112
A. Objectives	1112.02	A. Objectives	1112.02
B. Policy	1112.03	B. Policy	1112.03
		C. Responsibility	1112.04
III. Handbook Principles and Guidelines		III. Principles and Guidelines for Developing and Reviewing Handbook Text	1112.1
IV. Handbook Coding Structure	1112.2	IV. Handbook Structure and Coding	1112.2
		Title Codes	1112.21
		Text Codes	1112.22

Forest Service Handbook 1109.12

Chapter 10 - Writing

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12.5 - Exhibit 02

Forest Service Manual Structure and Coding

Note: The underlined codes illustrate the coding progression from series to section.

Each FSM chapter can provide up to 8,954 coded sections.

<u>SERIES</u> (9 Series in Directive System)		<u>TITLES</u> (9 Titles per Series)		<u>CHAPTERS</u> (9 Chapters per Title)		<u>SECTIONS</u> (9 Main 4-digit Sections per Chapter)	
1000	Organization and Management	<u>6100</u>	Personnel Management	6110	(not assigned)	<u>4-digit Sections</u>	
2000	National Forest Resource Management	6200	Office Management	6120	(not assigned)	6151	Position Classification and Job Evaluation
3000	State and Private Forestry	6300	Procurement Management	6130	Employment and Status Changes	6152	Pay Administration
4000	Research	6700	Safety and Health Program	6140	Performance, Training, and Awards	6153	Pay under the Performance Management Recognition System (PMRS)
5000	Protection and Development	6400	Property Management	<u>6150</u>	Classification, Pay, Uniforms	6154-6159 (not assigned)	
<u>6000</u>	Management Services	6500	Finance and Accounting	6160	Attendance and Leave	<u>5-digit Sections</u>	
7000	Engineering	6600	Systems Management	6170	Personnel Relations	<u>(9 Subdivisions per Each Main Section)</u>	
8000	International Forestry	6800	Information Management	6180	Insurance and Annuities	<u>6159.1</u> (not assigned)	
9000	(not assigned)	6900	(not assigned)	6190	(not assigned)	<u>6-digit Sections</u>	
						<u>(9 Subdivisions per Each Subsection)</u>	
						<u>6159.16</u> (not assigned)	
						<u>6-digit Alpha Sections</u>	
						<u>(26 Alphabetic Subsections per Each 6-digit Subsection, if Needed)</u>	
						<u>6159.16a</u> (not assigned)	

12.5 - Exhibit 03

Handbook Coding Patterns

Note: The 2-digit coding scheme is recommended for most handbooks, rather than 1- or 3-digit coding.

1. **For short handbooks, or those with few codes in the text, 1-digit coding may be used (however, 1-digit coding is not recommended for most handbooks):**

Chapter 1

Section 1.1

Section 1.11

Section 1.11a

2. **For moderate-sized handbooks, or those which need more codes than the previous scheme can accommodate, 2-digit coding should be used (the 2-digit coding scheme is recommended for most handbooks):**

Chapter 10

Section 11

Section 11.11

Section 11.11a

3. **For very lengthy handbooks, or those which need large numbers of codes, 3-digit may be used (however, 3-digit coding is not recommended for most handbooks):**

Chapter 100

Section 110

Section 111

Section 111.1

Section 111.11

Section 111.11a

12.5 - Exhibit 04

Examples of Various Levels of Zero Codes Available in Forest Service Internal Handbooks

Handbook Level Zero Codes

<u>1-DIGIT CHAPTERS</u>	<u>2-DIGIT CHAPTERS</u>	<u>3-DIGIT CHAPTERS</u>
Zero Code Chapter	Zero Code Chapter	Zero Code Chapter
Sec. 01	Sec. 01	Sec. 010
02	02	020
03	03	030
03.1	03.1	030.1
03.11	03.11	030.11
03.12	03.12	030.12
03.12a	03.12a	030.12a
03.12b	03.12b	030.12b
04	04	040
05	05	050
06	06	060

Chapter Level Zero Codes

<u>1-DIGIT CHAPTERS</u>	<u>2-DIGIT CHAPTERS</u>	<u>3-DIGIT CHAPTERS</u>
Ch. 1	Ch. 10	Ch. 100
Sec. 1.01	Sec. 10.1	Sec. 101
1.02	10.2	102
1.02a	10.21	102.1
1.02b	10.22	102.2
	10.22a	102.21
	10.22b	102.22
		102.22a
		102.22b
1.03	10.3	103
1.04	10.4	104
1.05	10.5	105
1.06	10.6	106

12.5 - Exhibit 04 - Continued

Examples of Various Levels of Zero Codes Available in Forest Service Internal Handbooks

Section Level Zero Codes

<u>1-DIGIT CHAPTERS</u>	<u>2-DIGIT CHAPTERS</u>	<u>3-DIGIT CHAPTERS</u>
None	Sec. 11	Sec. 110
	11.01	110.1
	11.02	110.2
	11.02a	110.21
	11.02b	110.22
		110.22a
		110.22b
	11.03	110.3
	11.04	110.4
	11.05	110.5
	11.06	110.6

Other Section Level Zero Codes

<u>1-DIGIT CHAPTERS</u>	<u>2-DIGIT CHAPTERS</u>	<u>3-DIGIT CHAPTERS</u>
None	None	Sec. 111
		111.01
		111.03
		111.03a
		111.03b
		111.04
		111.05
		11.06

12.5 - Exhibit 05

Examples of Various Levels of Zero Codes Available for Forest Service Manual (FSM) Titles, Series, Chapters, and Sections

Series

1000 - Organization and Management

2000 - National Forest Resource Management

3000 - State and Private Forestry

4000 - Research

5000 - Protection and Development

6000 - Management Services

7000 - Engineering

8000 - International Forestry

Series Level Zero Code Chapters

-----→ **1010 - Laws, Regulations, and Orders** *[chapter for 01 Authority]*

1020 - Forest Service Mission *[chapter for 02 Objectives]*

Titles in Series 1000

1100 - Directive System

1200 - Organization

1300 - Management

1400 - Controls

1500 - External Relations

1600 - Information Services

1700 - Civil Rights

1800 - Human Resource Programs

1900 - Planning

Chapters in Title 1100

-----→ **1100 - Zero Code**

1110 - Directive System Structure and Standards

1120 - Directive Writing, Preparation, and Clearance

1130 - Directive Distribution and Maintenance

Forest Service Handbook 1109.12

Chapter 10 - Writing

Amendment: 1109.12-2025-1

Effective date: June 12, 2025

12.5 - Exhibit 05 - Continued

Examples of Sections in Manual Zero Code Chapter (FSM 1100)

1101 - Authority
1102 - Objectives
1103 - Policy
1104 - Responsibility
1104.1 - All Employees
1104.2 - Line Officers
1104.21 - Washington Office
1104.21a - Chief
1104.21b - Deputy Chiefs
1104.22 - Regional Foresters, Station Directors, Area Director,
Institute Director, and Forest Supervisors
1104.3 - Staff Directors, Forest Staff Officers, and Law Enforcement
Personnel
1104.31 - Staff Directors and Forest Staff Officers
1104.31a - Washington Office, Director of Information Resources
Management
1104.31b - Washington Office, Director of Law Enforcement and
Investigations

1105 - Definitions
1105.1 - Common Terms of Special Importance to Issuing Directives
1105.2 - Special Terms Relevant to Managing Forest
Service Directive System
1106 - Training and Competencies of
Directive Personnel [Reserved]
1109 - Handbooks
1109.1 - Internal Service-wide Handbooks
1109.12 - Directive System Handbook

Examples of Zero Code Sections in Manual Chapter (FSM 1130)

1130.1 - Authority
1130.2 - Objectives
1130.3 - Policy
1130.4 - Responsibility
1130.41 - Washington Office
1130.41a - Washington Office, Director, Office of Regulatory and
Management Services
1130.41b - Washington Office, Directive Manager
1130.42 - Regional Foresters, Station Directors, Area Director, and
Institute Director
1130.43 - Regions, Stations, Area, and Institute Directive
Managers
1130.44 - Forest Supervisors Offices
1130.44a - Forest Supervisors
1130.44b - Forest Directive Manager
1130.45 - District Rangers
1130.5 - Definitions

1134 - Distribution of Directives
1134.03 - Policy
1134.04 - Responsibility
1134.04a - Washington Office
1134.04b - Regions, Stations, Area, and Institute
1130.04c - Forests
1134.05 - Definitions

13 - Writing Standards

The effectiveness of directives depends on the skill and precision with which they are written. Basic standards that apply to Forest Service directive writing are:

1. **Use Appropriate Tone and General Style.** It is important that directives impart an appropriate tone. Directives are a formal, official repository of Agency policy, practice, and procedure.
2. **Do Not Use:**
 - a. Casual or informal style.
 - b. Elegant and fancy words if a simpler word is available.
 - c. Figures of speech, including colloquialisms.
 - d. Unorthodox spelling.
 - e. Words from foreign languages, including abbreviations of foreign terms, except for legal citations, which often use Latin abbreviations (sec. 14.2, 14.63).
 - f. Contractions.
 - g. First-person personal pronouns, such as "I," "me," "our," "us," and "we." These pronouns are appropriate to some personal, correspondence, informal documents, and speeches, but not to a formal, codified system of administrative practice and procedure, such as the Directive System.
3. **Limit Direction.** Limit direction to the minimum needed by the intended user; provide no more and no less (FSM 1111, 1112, and 1300). Test the adequacy of the content by asking selected field personnel, especially employees new to a program or activity, to review the direction at the draft stage. Normally, this draft review should occur before the Directive Manager has reviewed the draft.
4. **Use Enumerations and Headings.** This technique highlights important concepts and helps users get to specific instructions quickly.
5. **Write Clearly and Concisely.** Write for the newest, least experienced employee, not the most experienced. Try to limit paragraphs to one subject or idea. Limit sentences to one thought. Use simple words, single verbs, concrete nouns, and parallel construction. List conditions, exceptions, and steps separately. Whenever possible, write in the active voice to state who does what, when, where, and how. Choose words correctly and

precisely. Remember, directives are read across the Forest Service by a diverse workforce with various levels of knowledge, skill, and responsibilities.

6. **Use Third Person or Imperative Mood.** Use imperative mood (where "you" is understood) only where direction applies to all users or there is no question of who is to act. Where direction applies to more than one segment of the directive audience, issue instructions in a manner that makes clear who is to take the action prescribed. Example of imperative mood: Do not use personal pronouns.
7. **Give Needed Cross-references.** Cross-references help the user to access all relevant direction and avoid redundancy (sec. 14.6).
8. **Do Not Over Prescribe.** Be as permissive as possible and still meet the intent of the basic authorities and standards (FSM 1111.1, 1112.1, 1303). Use helping verbs to express the intended degree of restriction in accordance with FSM 1110.8.
9. **Do Not Inject Opinion.** Stick to the facts and do not explain too much. The more words used, the greater the variation in understanding.
10. **Do Not Use Sex-Specific Pronouns.** Rewrite sentences to eliminate the use of "he," "she," "him," "her," and "his." (See ex. 01 for samples of revised sentences.)

13 - Exhibit 01

Avoid Sex-Specific Pronouns

Following are effective techniques and samples for rewriting sentences to avoid sex-specific pronouns.

	1. Recast the sentence, making the first term plural and avoiding the issue of sex-specific pronouns entirely.
Before:	Each author shall submit her directive to the Service-wide Directive Manager, Office of Regulatory and Management Services.
After:	All authors shall submit their directives to the Service-wide Directive Manager, Office of Regulatory and Management Services.
	2. Substitute articles ("a," "an," "the") for third-person singular possessive pronouns.
Before:	Every Staff Director should submit her currency review report.
After:	Every Staff Director should submit a currency review report.
	3. Leave the troublesome pronoun out entirely.
Before:	When analyzing a directive, each Directive Analyst must keep a careful record of his directives.
After:	When analyzing a directive, each Directive Analyst shall keep a careful record of directives.
	4. If it is appropriate, address the reader directly in the imperative mood.
Before:	Each author must submit a signed form FS-1100-2 with his or her directive.
After:	Submit a signed form FS-1100-2 with each directive.
	5. Rewrite the sentence, repeating the noun.
Before:	Mail the draft to the appropriate Forest Staff Officer, and he or she will forward it to the Directive Analyst.
After:	Mail the draft to the appropriate Forest Staff Officer who will forward it to the Directive Analyst.
	6. Use neutral, relative pronouns (who, whom) when using them does not alter the meaning.
Before:	Mail the draft to <i>wo Directives</i> for the production group, and he or she will forward it to the Directive Analyst.
After:	Mail the draft to <i>wo Directives</i> for the production group, who will forward it to the Directive Analyst.

14 - Style Practices

The United States Government Printing Office (GPO) Style Manual is the main reference for style practices in writing directives. For information on the GPO Style Manual and other references, see section 08.

Exhibit 01 is a style sheet summarizing terms frequently used in directives.

14 - Exhibit 01

Style for Capitalizing Terms Commonly Used in Directives

Term	Style
administrative units	Use initial capital letters for specific Forest Service administrative units and shortened forms; for example: Rocky Mountain Research Station, the Station; the Alaska Region, Region 10, the Regional Office; Lolo National Forest, the Forest, the Forest Supervisor's Office; Ninemile Ranger District, the District; International Institute of Tropical Forestry, the Institute; and so on (sec. 14.12).
Area	Use initial capital letters when this term refers to the Forest Service administrative unit, including the shortened forms; for example: the Northeastern Area Office, the Area Office, the Area (sec. 14.12). Use lowercase letters for a generic use of "area."
county	Use lowercase letters unless used with a specific county as proper name.
Directive Coordinator Directive Manager Directive Analyst Regional Directive Manager but Service-wide Directive Manager	Use initial capital letters for position or working titles (sec. 14.11). (Note the spelling of Directive Manager.) Do not use Directives Manager).
Directive System	Use initial capital letters. (Note the spelling of this term; do not use Directives System).
Director of _____ Staff Director	Use initial capital letters for position or working titles, with or without the staff or unit name; for example: Director of Information Resources Management or Director, Information Resources Management Staff; the Staff Director (sec. 14.11).
District Ranger District District Ranger	Use initial capital letters when referring to a Forest Service administrative unit or position title specifically; for example, Wisdom Ranger District, the Ranger District, the District, and so on (sec. 14.11).
exhibit	Use lowercase letters for references to exhibits in directives.
Federal Federal Government; the Government	Use initial capital letters.

14 - Exhibit 01 - Continued

Style for Capitalizing Terms Commonly Used in Directives

Term	Style
Forest (for administrative unit) Forest Supervisor forest	Use initial capital letters for a Forest Service administrative unit, position title, or other proper noun; for example, Kisatchie National Forest, the Forest (referring to a specific National Forest), National Forest, and Forest Supervisor. Use lowercase letters when "forest" is used as a common noun; for example, forest resources, forest use, forest road.
Handbook handbook FSH	Use initial capital letters for Forest Service Handbook. Use lowercase letters when not specific; for example, the handbook. Use all capital letters for the acronym, FSH.
Institute Line Officer	Use initial capital letters when referring to the International Institute of Tropical Forestry. Use initial capital letters.
Manual manual FSM	Use initial capital letters for Forest Service Manual. (Note the spelling of this term; do not refer to Manuals). Use lowercase letters when not specific; for example, the manual. Use all capital letters for acronym.
master set	Use lowercase letters.
Nation	Use initial capital letters when referring to the United States.
national	Use lowercase letters unless part of proper name.
Region; Regional	Use initial capital letters when referring to a specific Forest Service administrative unit.
regional	Use lowercase letters when referring to a geographic area and not a Forest Service unit.

14 - Exhibit 01 - Continued

Style for Capitalizing Terms Commonly Used in Directives

Term	Style
Staff(s); Staff Unit(s)	Use initial capital letters when referring to Staff Units at the Washington Office, Region, Station, Area, or Institute; for example, Office of Regulatory and Management Services, the Staff (referring to the Office of Regulatory and Management Services); Washington Office Staff Units, the Staff Units.
Staff Officer	Use initial capital letters.
State	Use initial capital letters.
Station	Use initial capital letters when referring to a Forest Service administrative unit specifically; for example, Pacific Southwest Station, the Station, a Research Station.

14.1 - Capitalization

Follow the guides for capitalization of words in the United States Government Printing Office Style Manual and FSH 6209.12, chapters 30 and 40.

14.11 - Position or Working Titles

All official or working titles of Forest Service positions have initial capital letters, when the reference is to a specific officer or unit. For example:

1. **Official Position Titles.**

- a. Deputy Chief for Business Operations.
- b. Director(s) of Forest Management, the Staff Director, a Staff Director.
- c. Boise National Forest Supervisor or Deputy Forest Supervisor.
- d. Regional Director of Financial Management.
- e. Chief Financial Officer (CFO).
- f. Chief Information Officer (CIO).

2. **Working Titles.**

- a. Regulatory Officer.
- b. Responsible Official.
- c. Reviewing Officer.

14.12 - Names of Administrative Units and Staff Units

- 1. All references to specific Forest Service offices or units and modifying adjectives are displayed with initial capital letters; for example:
 - a. Forest Management staff; the Staff; for example:

The Office of Regulatory and Management Services is responsible for management of the Directive System. The Service-wide Directive Manager is a member of the Staff. All other staffs shall comply with Directive System policy.

- b. Kisatchie National Forest, the Forest (referring to a specific National Forest), or a specific National Forest.
 - c. Northeastern Area Office, the Area Office.
 - d. Pacific Southwest Station, the Station, a specific Research Station.
 - e. Wisdom Ranger District, the Ranger District, a specific Ranger District.
2. When Region, Forest, District, or Station are used to indicate the administrative units in general (that is, when these terms do not refer to a particular Region, Forest, or District), these words are also capitalized; for example:

Each Forest in the Region must determine opportunities for water-based recreation.

14.13 - Emphasis

Where emphasis is essential for clarity, words or phrases may be typed in all capital letters and/or italics within directive text or in exhibits. However, this practice should be used sparingly. Do not underline text for emphasis. Boldface is reserved for codes and captions, verbatim quotes, and exhibits.

14.2 - Abbreviations and Acronyms

Abbreviations and acronyms can aid ease of reading, but heavy use of them generally impedes readability. Therefore, use abbreviations or acronyms sparingly. Before using an abbreviation or acronym in a coded section, spell out the term or words to be abbreviated followed by the abbreviation or acronym in parentheses. For example, a first reference would be to "the Office of Management and Budget (OMB)." Thereafter, within the section, the acronym "OMB" may be used. If the reference is to be used repeatedly throughout a chapter, the Directive Manager may waive the requirement to spell out the reference in full within each coded section.

- 1. Do not use abbreviations of Latin terms such as "i.e.," "e.g.," or "etc." except in legal citations (sec. 14.63). Instead, use "that is," "for example," or "and so forth."
- 2. Always spell out "Forest Service" and "Washington Office"; the acronyms "FS" and "WO" are used only in coded numbering systems for forms, reports, or data elements and in certain exhibits to save space in column layouts.
- 3. Do not invent abbreviations or acronyms to refer to internal program processes.

14.3 - Punctuation

Except as provided in this section, punctuate directives in accordance with the United States Government Printing Office Style Manual and FSH 6209.12, Correspondence Handbook.

1. **Captions.** Coded captions appear on a line by themselves, separated from the code by a hyphen and with no punctuation after the caption; for example:

12.1 - Manual Coding Structure

2. **Enumerated Paragraphs.** Use periods, commas, or semicolons between each enumerated paragraph as appropriate. Use the conjunction "or" or "and" before the last paragraph where necessary to make clear whether all the listed items in the paragraphs are required or only some of the items are required. See enumerated paragraphs in sections 14.11-14.12 for examples.
3. **Commas in a Series.** Use serial commas when listing items in a series to avoid any confusion over intended meaning, that is, do not omit the comma before the conjunction; for example: endangered, threatened, or sensitive species.
4. **Quotation Marks.** Use quotation marks to designate a special term or phrase that is being used within a sentence to give examples or to quote source material; for example: The term "caption" as used in the Directive System refers to the subject heading. See section 34.7 for options on formatting quoted text.

14.4 - Text Attributes

These include underline, boldface, italic, footnote, or other special treatment of type. Follow the instructions in section 34.8 on the use of text attributes in directives.

14.5 - Symbols

Avoid the use of symbols in directive text. For example, do not use # for "pound," or & for "and." These symbols are not always understood, and some symbols are not available on all printers. The only exception is that where a formula must be presented, the formula may use standard symbols such as > for "greater than," < for "less than," + for "plus," - for "minus," or = for "equals."

14.6 - Cross-references

A standard system of cross-referencing is used in the Directive System to reduce redundancies, avoid the possibility of conflicting instructions, and simplify the job of maintaining the system.

1. Cross-references should be broad, yet make it easy to find related material. The object of using broad references is to reduce the likelihood of cross-references becoming obsolete with subsequent revision of other parts of text.
2. The author is responsible for the accuracy of every cross-reference cited in a manuscript.
 - a. Locate parenthetical cross-references close to the subject being referred to in a manner that least disrupts readability; usually, place parenthetical cross-references at the end of a sentence or section.
 - b. Place a cross-reference in parentheses, unless the referenced material is the subject or object of the sentence. If the cross-reference is in parentheses, use the abbreviated forms shown in the following sections 14.6 through 14.64.
 - c. For external directives (sec. 14.62) and external authorities (sec. 14.63), spell out the reference the first time it is used in the text of a sentence, and abbreviate the term thereafter in the section; always abbreviate when these references are in parentheses. Do not put cross-references in coded captions.

14.61 - Internal Directives

The system used for cross-referencing Forest Service directives is shown in the following examples:

1. **Reference to Manual text:** FSM 1113.2 or (FSM 1113.2) in both text and parenthetical references.
2. **References to other parts of the same Handbook:** chapter 20 or (ch. 20); section 21.14 or (sec. 21.14).
3. **References to other internal Handbooks:** FSH 1109.12, chapter 10 or (FSH 1109.12, ch. 10); FSH 1109.12, section 11 or (FSH 1109.12, sec. 11).
4. **References to enumerated paragraphs:** section 11, paragraph 1 or (sec. 11, para. 1); section 11, paragraph 1a or (sec. 11, para. 1a); section 11, paragraph 1a(1) or (sec. 11, para. 1a(1)). Avoid this level of specificity if possible. Do not use periods after the numbers in cross-references to enumerated paragraphs; for example: cite paragraph 2a, not 2.a; cite paragraph 1a(1), not 1.a.(1).; cite paragraph 1a(1)(a), not 1.a.(1).(a).

14.62 - External Directives Issued as Forest Service Handbooks

The system used to cross-reference external directives issued as Forest Service Handbooks is shown in sections 14.62a-14.62c.

14.62a - References to External Parent Material

1. Federal Property Management Regulations, chapter 101, part 25, subpart 3, section 02, subsection 1 (FSH 6409.31 - FPMR 101-25.302-1).
2. Federal Acquisition Regulation, subchapter D, part 19, subpart 6, section 02, subsection 1 (FSH 6309.32 - FAR 19.602-1).

14.62b - Departmental Supplements to Parent Text

1. U.S. Department of Agriculture Personnel Manual, chapter 171, subchapter 2, section 2-2 (FSH 6109.41 - DPM 171, subch. 2, sec. 2-2).
2. Agriculture Property Management Regulations, chapter 104, part 25, subpart 3, section 02, subsection 1 (FSH 6409.31 - AGPMR 104-25.302-1).
3. Agriculture Acquisition Regulation, subchapter D, part 419, subpart 6, section 02, subsection 2 (FSH 6309.32 - AGAR 419.602-2).

14.62c - Forest Service Supplements to Parent Text

1. Forest Service Personnel Manual, chapter 171, subchapter 2, section 2-2 (FSH 6109.41 - FSPM 171, subch. 2, sec. 2-2).
2. Forest Service Property Management Regulations, chapter 104G, part 25, subpart 3, section 02, subsection 1 (FSH 6409.31 - FSPMR 104G-25.302-1).
3. Forest Service Acquisition Regulation, subchapter D, part 4G19, subpart 6, section 02, subsection 1 (FSH 6309.32 - FSAR 4G19.602-1).

14.63 - References to External Authorities

References to external authorities are used throughout the Directive System. Because the abbreviated forms of these authorities may not be familiar to many Directive System users, it is generally preferable to use the full, unabbreviated reference the first time the authority is cited, followed by the abbreviated form in parentheses. Examples of some of the most frequently cited external authorities and the correct manner of citing them in the Directive System follow.

Many external authorities cited in the following sections may be obtained electronically on the Internet/World Wide Web to verify cross-references. For example, the National Archives and Records Administration (NARA) maintains databases or provides links at <http://www.nara.gov/fedreg/> for the Federal Register, Executive Orders, Public Laws, Code of Federal Regulations, and so forth.

14.63a - Laws

Whenever possible, cite laws by United States Code citation. Use Statute or Public Law number only if the Statute has not been codified in the United States Code; for example, annual appropriations acts are not codified and must be cited by Statute and Public Law number.

1. **United States Code.** The United States Code (U.S.C.) is a collection of Federal laws organized by subject and assigned codes by titles, chapters, and sections. Where necessary, the code may be further organized into subtitles and subchapters, but these are not needed for abbreviated citation forms.
 - a. **First reference:** Title 40, United States Code, section 255 (40 U.S.C. 255).
 - b. **Subsequent reference:** 40 U.S.C. 255 or (40 U.S.C. 255).
2. **U.S. Statutes at Large.** The U.S. Statutes at Large is a biannual compilation of Federal laws passed by Congress in chronological sequence of enactment. When referring to an entire Act, it is sufficient to cite the beginning page number of the Act, as opposed to citing the inclusive page numbers. However, if citing only a particular section of an Act, cite the exact page number of the U.S. Statutes at Large on which that section begins.
 - a. **First reference:** Volume 26, U.S. Statutes, page 1103 (26 Stat. 1103).
 - b. **Subsequent reference:** 26 Stat. 1103 or (26 Stat. 1103).
3. **Public Laws.** Use the Public Law number in citations only if the law has not been codified in the United States Code.
 - a. **First Reference.** Public Law 96-200 (Pub. L. 96-200).
 - b. **Second Reference.** Pub. L. 96-200 (Pub. L. 96-200).
4. **Acts of Congress.**
 - a. Acts of Congress are often given titles, such as the National Forest Management Act or the Forest and Rangelands Renewable Resources Planning Act. When using these titles, the first reference should include the date of the Act and a parenthetical reference to where the Act is found in the U.S. Code or Statutes and should indicate if the provision of the Act to which the directive refers resulted from a later amendment to the parent Act.

(1) **First Reference.**

- (a) The Forest and Rangelands Renewable Resources Planning Act (RPA) of 1974 (16 U.S.C. 1601 et seq.).

(b) The National Forest Management Act (NFMA) of 1976 (16 U.S.C. 1600 et seq.).

(2) **Subsequent Reference.** For ease of reading and reference, subsequent references to such Acts would refer to the title or acronym only, without legal citations or date.

(a) Resources Planning Act (RPA).

(b) NFMA.

b. Many Acts do not have a special title or name. In these cases, narrative references to the Act are by the date of the Act, as in the following example: the Act of March 20, 1915 (43 U.S.C. 240).

14.63b - Executive Orders

The President may issue direction to Federal agencies by Executive Order. These remain in effect unless rescinded. Cite specific Executive Orders as follows:

1. **First reference.** Executive Order 10092 issued December 17, 1949 (E.O. 10092).
2. **Subsequent reference.** E.O. 10092 or (E.O. 10092).

14.63c - Federal Regulations

The Code of Federal Regulations (CFR) is a compilation of all the administrative rules and regulations issued by Executive Branch agencies in accordance with the Administrative Procedure Act (5 U.S.C. 551 et seq.). The code is organized by Department and/or agency and subject matter by title, chapter, part, subpart, and section. Where subjects are governed by extensive rules, the code may be further divided into subtitles and subchapters. Cite Federal regulations as shown in the following paragraphs 1a through 2d(2). Note that "Part" and "Subpart" have initial capital letters when the full name of the part or subpart is given (as shown in para. 1a and 1b); when the full name is not cited, use lowercase letters for part and subpart (as shown in para. 2a and 2b).

1. **First reference.**

a. **To a part:**

(1) Title 36, Code of Federal Regulations, Part 251--Land Uses; or

(2) Part 251--Land Uses, of Title 36 of the Code of Federal Regulations (36 CFR part 251);

b. **To a subpart:**

- (1) Title 36, Code of Federal Regulations, Part 251--Land Uses, Subpart B--Special Uses; or
- (2) Subpart B--Special Uses, Part 251--Land Uses, of Title 36 of the Code of Federal Regulations (36 CFR part 251, subpart B);

c. **To inclusive sections:**

- (1) Title 36, Code of Federal Regulations, sections 251.50 through 251.60; or
- (2) Sections 251.50 through 251.60 of Title 36 of the Code of Federal Regulations (36 CFR 251.50 - 251.60);

d. **To a subtitle:** Title 7, Code of Federal Regulations, subtitle A, chapter I, subchapter 1, part 100. Note that there is no abbreviated way to cite rules at this level.

2. **Subsequent reference.**

- a. **To a part:** 36 CFR part 251 or (36 CFR part 251);
- b. **To a subpart:** 36 CFR part 251, Subpart B or (36 CFR part 251, subpart B);
- c. **To sections:** 36 CFR 251.50 or (36 CFR 251.50).
- d. **To inclusive sections:** 36 CFR 251.50-251.64 or (36 CFR 251.50-251.64).

3. **Use of section symbol.** In subsequent references to the CFR, sections may also be indicated by use of the section symbol (§).

- a. Section 251.50 would be § 251.50;
- b. Section 251.50 through 251.60 would be §§ 251.50 - 251.60.

14.63d - Federal Register

The Federal Register is the Executive Branch's principal means of giving legal notice of Executive Orders, proposed and final rules, and other Government actions. The Federal Register is published on a daily basis by calendar year and documents are cited by volume, page, and date. Cite as follows:

Volume 10 of the Federal Register, page 15269, December 21, 1945, or (10 FR 15269, Dec. 21, 1945).

14.63e - General Accountability Office Authorities

Cite as follows:

1. **GAO Manual.** General Accountability Office Manual, title 1, chapter 1000, section 20, paragraph 10 (1 GAO 1020.10). Subsequent references would then be made to 1 GAO 1020.10 or (1 GAO 1020.10).
2. **Published Decisions of the Comptroller General.**
 - a. **First reference:** Comptroller General's Decision, volume 20, page 295 (20 Comp. Gen. 295).
 - b. **Subsequent reference:** 20 Comp. Gen. 295 or (20 Comp. Gen. 295).
3. **Unpublished Decisions of the Comptroller General.**
 - a. **First reference:** Comptroller General's Decision B-167835, dated November 18, 1969 (Comp. Gen. B-167835).
 - b. **Subsequent reference:** Comp. Gen. B-167835, dated Nov. 18, 1969, or (Comp. Gen. B-167835, Nov. 18, 1969).

14.63f - Department of Agriculture Internal Directives

The Department of Agriculture Departmental Directive System includes regulations (analogous to the Forest Service Manual), manuals (analogous to the Forest Service Handbooks), one-time notices, and Secretary's memorandums. The manner of citation, shown in order of first reference, subsequent reference, and parenthetical reference, is as follows:

1. Departmental Regulation 0120-1 (DR 0120-1); DR 0120-1; or (DR 0120-1).
2. Departmental Notice 1041-1 (DN 1041-1); DN 1041-1; or (DN 1041-1).
3. Departmental Manual 4370-1 (DM 4370-1); DM 4370-1; or (DM 4370-1). Some Departmental Manuals can be referred to by title, such as Department of Agriculture Personnel Manual (DPM). When Departmental Manuals have been incorporated into a Forest Service external Handbook, cite in accordance with the direction in section 14.62.
4. Secretary's Memorandum 4000-1 (Sec. Memo. 4000-1); Sec. Memo. 4000-1; or (Sec. Memo. 4000-1).

14.63g - Court Orders and Rulings

Consult the Office of the General Counsel for assistance in citing decisions and rulings by Federal court judges.

14.64 - References to Other Types of Publications

When more than one reference is listed in a references section, put them in alphabetical order by author (or title if there is no author) and enumerate the references.

Where it is essential to cite reference material needed to carry out direction, use the following citation formats. Consult the CBE Style Manual, published by the Council of Science Editors for the appropriate style for publication citations not shown in the following samples in sections 14.64a - 14.64f.

14.64a - Books

Strunk, William Jr.; White, E. B. 1999. The elements of style. 4th ed. New York: Longman 105 p.

14.64b - Forest Service Series (Washington Office)

U.S. Department of Agriculture, Forest Service. 2003. Report of the Forest Service: fiscal year 2002. 286 p. Washington, DC: U.S. Department of Agriculture, Forest Service. 38 p.

14.64c - Forest Service Series (Station or Region)

Setzer, Theodore S. 1987. Timber resource statistics for the Porcupine inventory unit of Alaska, 1978. Resour. Bull. PNW-RB-141. Portland, OR: U.S. Department of Agriculture, Forest Service, Pacific Northwest Research Station. 32 p.

14.64d - U.S. Department of Agriculture Series

Koch, Peter. 1972. Utilization of the southern pines. Agric. Handb. 420. Washington, DC: U.S. Department of Agriculture. 2 vol.

14.64e - Journal or Periodical Article

Conner, Richard N. 1979. Minimum standards and forest wildlife management. Wildlife Society Bulletin. 7: 293-296.

14.64f - Proceedings

Gutierrez, Ralph J.; Carey, Andrew B., tech. eds. 1985. Ecology and management of the spotted owl in the Pacific Northwest: Proceedings of a symposium; June 19-23, 1984; Arcata, CA.

Gen. Tech. Rep. PNW-185. Portland, OR: U.S. Department of Agriculture, Forest Service, Pacific Northwest Forest and Range Experiment Station. 119 p.

15 - Exhibits and Graphics

15.1 - Exhibit Content

1. As a general rule, exhibits should illustrate or clarify direction in coded text. Exhibits should not contain binding direction, unless the Directive Manager determines that the direction cannot be clearly articulated in coded text. Where an exhibit is intended to contain binding direction, coded text must make clear that the user must comply with the direction in the exhibit.
 - a. Use the term "exhibit" to refer consistently to all such displays in directives (do not use "table," "figure," and so on).
 - b. Keep exhibits and graphics simple, yet complete.
 - c. Do not duplicate directive text in exhibits.
2. In order to shorten text or clarify instructions, official numbered forms may be used as exhibits. The forms must be completely filled out and used only as an exhibit. Blank forms may not be used as an exhibit. All Forest Service forms must be approved by the national Forms and Information Collections Manager. Prior to approval, the form, with official number, must be referenced in the Directive System as a final or draft directive.
3. Checklists and formats that are not official numbered forms or reports may be used as exhibits. These do not need to be filled out since they are not official numbered forms or reports. However, the national Forms and Information Collections Manager reviews any directive that establishes new formats or reporting requirements and may decide that a draft checklist or format should bear a Forest Service (FS) form number.

15.2 - Placement and Numbering

1. Assign numbers to exhibits and label the exhibits with a heading. Number exhibits sequentially within each coded section; exhibits 01, 02, 03, and so on. Start with number 01 for each coded section in which exhibits appear. For example: FSM 1011.1, exhibit

01; FSM 1011.2, exhibit 01. Refer to each exhibit in the coded text of the directive (sec. 15.6.)

2. Whenever possible, consolidate exhibits at the end of coded sections or in separate exhibit sections, especially for documents distributed electronically. In handbooks, placing exhibits in a separate chapter may be helpful. Consider user access and ease of use in deciding placement. See section 12.5 of this chapter for an example of how to handle exhibits in a separate section.

15.3 - Formats and Type Specifications

Limit graphics to those that can be printed by all units through the Forest Service corporate electronic network. Consult the unit Directive Manager during the early drafting stages of directives regarding questions on appropriate formats for graphics.

Keep exhibits and graphics simple, yet complete. It may be necessary to break complex flowcharts or processes into several exhibits. Consider using a playscript format (ex. 01) within coded text to present sequential direction instead of complex flowcharts.

15.3 - Exhibit 01

Example of Playscript Format

Responsible Officer	Action/Step
1. Forest Supervisor	Establishes team.
2. Team	Contacts all affected disciplines.
3. Resource Specialists	Provide background and data to team.

15.4 - Drawings, Photographs, and Graphs

Certain special handbooks may require printing and distribution in paper form when they contain complicated drawings, photographs, animation, or other special visuals. Obtain approval of drawings from the Directive Manager before final drafting. Consider how the drawing or chart will look after photo reduction to fit the image area. Foldouts must be approved in advance by the Directive Manager and are generally discouraged.

15.5 - Tables

Brief, simple tables may be presented within coded text without being assigned numbers. Longer tables should be treated as exhibits (sec. 15.1).

15.6 - References to Exhibits

Use the following style for references to exhibits.

1. **Exhibit in the same FSM or FSH section.** See exhibit 01; or (ex. 01).
2. **Exhibit in a different FSM section.** See FSM 1111.2, exhibit 01; or (FSM 1111.2, ex. 01).
3. **Exhibit in a different section of the same handbook.** See section 12.5, exhibit 01; or (sec. 12.5, ex. 01).
4. **Exhibit in a different handbook.** See FSH 6209.12, section 12, exhibit 01; or (FSH 6209.12, sec. 12, ex. 01).

16 - Tables of Contents

Follow the standards in chapter 30 of this handbook in preparing tables of contents, which are generated automatically when the appropriate heading styles are applied to codes and captions.

Authors must generate tables of contents to accompany directive text. Authors must ensure that the table of contents accurately lists codes and captions in the text of the directive. Do not list un-coded, enumerated paragraph headings in tables of contents.

17 - Digests

Directive digests on the transmittal for directives must convey accurately and precisely the changes effected in Agency policy and procedure and the effective date of such changes. Digests are especially important in conveying information about revision, addition, removal, and reorganization of direction. Following are general standards for writing digests for amendments, supplements, and interim directives:

1. **References to Codes.** Do not refer to changes in "numbers" when codes are being changed.
2. **References to Captions.** Titles, chapters, and sections do not have "headings or subjects." Refer to "captions" instead; for example, "2471.1 - Revises the caption for FSM 2471.1." Enumerated paragraphs, exhibits, and tables may have "headings."
3. **References to Enumerated Paragraphs.** Refer to "paragraphs," not to "items"; for example, refer to "paragraph 1," not to item 1.

4. **Removal of Direction.** Do not use the term "delete" in regard to direction. Use "remove" instead; for example, "1130.3 and 1131 - Removes requirement for certain units to maintain a full master set of directives."
5. **Issuance of New Direction.** Appropriate terms are "adds, establishes, and sets forth"; for example, "1122.2 - Establishes a new code and sets forth special clearance procedures for approval of selected Region 5 supplements . . ."
6. **Incorporation of Interim Direction.** The following is an example of appropriate wording; "44.22 - Incorporates direction on charges for directives, previously contained in interim directive 1109.12-2012-1."
7. **Reserved or New Codes.** Following are examples of standard digests for reserving or adding codes:
 - a. Reserving codes: "_____ - Establishes a reserved code for _____ for purposes of field supplementation."
 - b. Adding codes for interim directives: "_____ - Adds a code for _____ for issuance of an interim directive."