Forest Service Head Says He's Been Treated Unfairly
by Scott Sonner, Associated Press
10/15/93

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"I respect this administration's right to appoint whoever they want as chief. You don't fight those things," Robertson told The Associated Press on Thursday.

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"It has always been worked out ahead of time with the full support of the existing chief. This one has just been handled differently."

Robertson, a career government worker, cannot be fired outright. But the administration could reassign him.

"I'm not really interested in any other job," he said. "I'm just staying in my job as chief until I'm replaced. Then I'll move on."

The Agriculture Department has been mum about Robertson's likely successor. Department spokesman Tom Amontree said, "We will not be pushed into a hasty decision."

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Asked if he felt he deserved to be treated with more respect, Robertson said, "That would be a fair statement."

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-end-

MESSAGE SCAN FOR JERRY WILLIAMS

To sps

From: Donald Pearson Host: R06A
Postmark: Oct 14,93 2:41 PM Delivered: Oct 14,93 2:41 PM
Status: Previously read
Subject: Forwarded: Chief's 10/14 speech

Comments:
From: Donald Pearson:R6/PNW
Date: Oct 14,93 2:41 PM
More on the Chief's speech today.

Previous comments:
From: Pat O'Day:R6/PNW
Date: Oct 14,93 2:36 PM
An expanded set of notes from Dale's speech today.

Previous comments:
From: Mark S. Morris:R06F17A
Date: Oct 14,93 1:58 PM
todays news

Previous comments:
From: Catherine Barash:R06F17A
Date: Oct 14,93 1:19 PM
More info on WO family meeting today...

Previous comments:
From: Kay J. Acosta:R06F17A
Date: Oct 14,93 1:11 PM
The Chief makes some statements regarding his status

Previous comments:
From: Susan Odell:WO
Date: Oct 14,93 3:51 PM
These are notes taken by one of our WO employees in S&PF - at the Chief's "family meeting" prior to a Seminar presentation. This is the most direct conversation he's had about all the rumors & news articles

Previous comments:
From: Ron Saranich
Date: Oct 14,93 11:34 AM
FYI. Dale's speech this morning addressing the issue of his job status.

----------X----------

- The Forest Service (FS) has been getting lots of criticism lately in the press. It has deteriorated into an attack on the integrity and creditability of the FS.

- The chief testified last week to Congress re: law enforcement issues and "got bloodied up."

- More information will be released by environmental groups at a press conference this afternoon regarding FS mismanagement and their ideas of FS reform. They plan to send a letter to Espy asking for Dale to resign.

- Dale asked the audience "Am I going to be fired?" and he answered "Probably yes!"

- Dale mentioned how Espy announced at last weeks hearings that he wants new leadership at the FS and will make a change.

- Dale "this sounds an awful lot like a firing and that's how I interpret it."

- Dale said he reads the same newspapers that we do. He has no insights into who will be the new chief since he has has no discussion with Espy regarding this matter.

- We must face the issues and move on. The important thing to keep in mind is not to pay attention to those who say that the FS has an integrity problem. We are a strong organization with a good mission. Everyone must keep focussed on the work to be done.

- Dale stated that he and the other SESers must realize that they don't own their jobs. "We must do what we can and then move on."

- "We know ourselves and our integrity. Be self-confident and continue doing a great job."

- "If I get fired, I'll join an elite group of 2 - me and Gifford Pinchot. He went on to write a great book and become 2 time governor of PA." Just remember to realize when leaving the room that the key word regarding Dale's firing is "probably".

- Today's presentation on mentoring is therefore "appropriate and timely" given the context of Dale's speech.

- Regarding the "buyout". If you read the paper, you know what we know. The FS has buyout authority in appropriation language and are waiting on the Government-wide bill. If someone is bought out, it creates a vacant position somewhere in the organization. A buyout doesn't exist to help FS employees and not everyone who wants a buyout will get one.

- The agency head will set many of the buyout rules. A buyout is cheaper than a RIF and can maintain the diversity mix.

- On 10/21 FS will meet with Lyons to bounce off of him how it will reinvent FS. Hank M. is currently working on this issue, thinking things through

though Hank hasn't shared things with the chief yet. By 11/1, a plan of reorganization must be presented to Espy. Lyons/SCS/Fs have meet to discuss options.

- Alternatives to buyout must use criteria of improving customer services using less people and less money.

QUESTIONS

- Concerned with # of buyouts. Dale thinks it will closely tie into list of surplus employees and won't be for the benefit of people but for downsizing efficiency. 2000 people are currently on the unfunded list and are targeted. Dale - people should not count on buyouts unless in an unfunded position, occupy a job that will be eliminated, or you can switch with someone who can do your job and you would accept a buyout. Buyout dollars come out of FS budget - no extra money. In addition, transfers of stations will be too expensive and not be offered. R-5 and R-6 have greater possibilities of offering buyouts than the WO. The FS won't run it as the Library of Congress - on a first come, first served basis.

- Is Lyons involved with any other FS issues other than in PNW with the owl efforts? We have not had much time with Jim as we would have liked. we deal mostly with Mark Gaede.

- Dale ended the meeting reiterating that once again, he was "probably fired", but stressing that the key word was "probably."

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-end-

MESSAGE DISPLAY FOR JERRY WILLIAMS

To sps

From: Donald Pearson Host: R06A
Postmark: Oct 14,93 1:13 PM Delivered: Oct 14,93 1:13 PM

Subject: Forwarded: Chief's Announcement Today

Comments:
From: Donald Pearson:R6/PNW
Date: Oct 14,93 1:13 PM
FYI

Previous comments:
From: Steven Boutcher:R6/PNW
Date: Oct 14,93 1:14 PM

Previous comments:
From: TRENT PROCTER:R05F13A
Date: Oct 14,93 1:03 PM
fyi - Trent

Previous comments:
From: John R. Rector:R05A
Date: Oct 14,93 8:48 AM
FYI
JR

Message:
From: Stephen P. Glasser:WO
Date: Oct 14,93 11:39 AM
Dale Robertson announced today at a family meeting in DC that Secretary Espy will "probably fire me very soon now." No word on who the next Chief will be or just when Dale will go.
Hank Montrey is due to present FS Reinvention plans to Jim Lyons at the Dept on 10/21, so that could be an occasion for Espy to fire Dale.
The buyout program will likely be used for the 2000 employees on the surplus lists in R-5 & R-6 when it is approved. Voluntary "sacrifical lambs" will also be considered.

----------X----------

MESSAGE SCAN FOR JERRY WILLIAMS

To SPS

From: Harold T. Nygren Host: R06A
Postmark: Oct 15,93 11:43 AM Delivered: Oct 15,93 11:43 AM

Subject: Forwarded: CHIEF'S INTERVIEW WITH ASSOCIATED PRESS

Comments:
From: Harold T. Nygren:R6/PNW
Date: Oct 15,93 11:43 AM
THIS IS THE STORY THAT APPEARED IN THE OREGONIAN THIS MORNING.

Previous comments:
From: S.BERGER:R06C
Date: Oct 15,93 11:01 AM

Previous comments:
From: Director, PAO:R6/PNW
Date: Oct 15,93 8:55 AM

Previous comments:
From: Allen Gibbs:WO
Date: Oct 15,93 10:10 AM
The attached wire story will appear in many newspapers today. This is the only interview with the Chief gave yesterday; also the only interview request we received.
Allen Gibbs
WO PAO

----------X----------

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-end-

UNITED STATES DEPARTMENT OF AGRICULTURE | Forest Service | San Bernardino National Forest | 1824 So. Commercenter Circle San Bernardino, CA 92408-3430

Reply To: 6100

Date: October 22, 1993

President Bill Clinton
The White House
Washington, DC

Dear President Clinton:

For 102 years, the USDA Forest Service has, under the leadership of career professionals, proudly managed America's National Forests and Grasslands. By all accounts, the Forest Service is the world leader in natural resource conservation and management.

We are aware of the effort to replace the Chief of the Forest Service with a political appointee. With all due respect, we oppose this course of action. It would set a precedent for all future administrations, making it possible for the then currently correct special interest groups to control the National Forests. Doing so would create a serious threat to the future of the National Forests.

The Forest Service has had a career professional Chief for nearly a century and this is a highly significant symbol to the career employees of the Forest Service. It is not our intention to lend support for or against any candidates for the Chief's position. Rather, we believe the Chief should be selected from the Senior Executive Service (SES) since members of SES are career employees of the Department selected by competitive process. We believe this competitive process to be extremely fair and that it provides a pool of candidates who are diverse and highly qualified career employees. We also believe the proper management of natural resources requires a long-term view--not the shorter view often engendered by the political process. "Caring for the land and serving people" for the long haul requires delicate and professional leadership.

The Forest Service is responsive to the changing values of the American people, and to changing public policy. Clearly, managing the nation's natural resources has not been without controversy. However, we believe that such controversy is part of the process of public involvement, since millions of people "love their National Forests," and judge our management against their own personal value system. Even with this inevitable controversy, the majority of the American people hold the USDA Forest Service in high regard.

We are Forest Supervisors, collectively responsible for the management of over 100 million acres of National Forest lands throughout this country. We represent over 1000 years of experience and we are very proud of our accomplishments and heritage. We are keenly aware of the changes that are going on in our Agency and feel that strong leadership is critical at this time.

We appreciate your consideration of our viewpoint and look forward to serving whomever is selected as our new Chief. Whatever your decision, we are committed to our proud tradition of excellence in "caring for the land and serving people."

The names of the Forest Supervisors listed below are committed to the content of this letter. Due to urgency, signatures were not possible to obtain, and many Forest Supervisors were unavailable.

LARRY D. KEOWN
Forest Supervisor
Bighorn National Forest
Sheridan, Wyoming

BARRY DAVIS
Forest Supervisor
Shoeshone National Forest
Cody, Wyoming

R. M. (Jim) NELSON
Forest Supervisor
Toiyabe National Forest
Sparks, Nevada

JAMES L. CASWELL
Forest Supervisor
Clearwater National Forest
Orofino, Idaho

RONALD C. PRICHARD
Forest Supervisor
Beaverhead National Forest
Dillon, Montana

STEPHEN K. KELLY
Forest Supervisor
Bitterroot National Forest
Hamilton, Montana

VAN ELSBERND
Forest Supervisor
Deerlodge National Forest
Butte, Montana

ART CARROLL
Scenic Area Manager
Columbia Gorge National Scenic Area
Hood River, Oregon

DANIEL K. CHISHOLM
Forest Supervisor
Mendocino National Forest
Willows, California

J. DALE GORMAN
Forest Supervisor
Lewis & Clark National Forest
Great Falls, Montana

ABIGAIL KIMBELL
Forest Supervisor
Stikine Area, Tongass NF
Petersburg, Alaska

BRUCE VAN ZEE
Forest Supervisor
Chugach National Forest
Anchorage, Alaska

GARY MORRISON
Forest Supervisor
Chatham Area, Tongass NF
Sitka, Alaska

DAVE RITTENHOUSE
Forest Supervisor
Ketchikan Area, Tongass NF
Ketchikan, Alaska

FRANCIS J. VOYTAS
Forest Supervisor
Wayne National Forest
Bedford, Indiana

WILLIAM F. SPINNER
Forest Supervisor
Hiawatha National Forest
Escanaba, Michigan

DAVID H. MORTON
Forest Supervisor
Ottawa National Forest
Ironwood, Michigan

STEVEN T. EUBANKS
Forest Supervisor
Chippewa National Forest
Cass Lake, Minnesota

MAYNARD ROST
Forest Supervisor
Gila National Forest
Silver City, New Mexico

ORVILLE L. DANIELS
Forest Supervisor
Lolo National Forest
Missoula, Montana

RICK D. CABLES
Forest Supervisor
White Mountain National Forest
Laconia, New Hampshire

JOHN E. PALMER
Forest Supervisor
Allegheny National Forest
Warren, Pennsylvania

TERRY W. HOFFMAN
Forest Supervisor
Green Mountain National Forest
Rutland, Vermont

JIM PAGE
Forest Supervisor
Monongahela National Forest
Elkins, West Virginia

JACK G. TROYER
Forest Supervisor
Chequamegon National Forest
Park Falls, Wisconsin

MICHAEL J. ROGERS
Forest Supervisor
Angeles National Forest
Arcadia, California

ANNE S. FEGE
Forest Supervisor
Cleveland National Forest
San Diego, California

JOHN PHIPPS
Forest Supervisor
Eldorado National Forest
Placerville, California

WAYNE THORNTON
Forest Supervisor
Plumas National Forest
Quincy, California

KATHLEEN McALLISTER
Acting Forest Supervisor
Superior National Forest
Duluth, Minnesota

B. ERIC MORSE
Forest Supervisor
Mark Twain National Forest
Rolla, Missouri

JOSE CRUZ
Forest Supervisor
Deschutes National Forest
Bend, Oregon

MIKE EDRINGTON
Forest Supervisor
Mt. Hood National Forest
Gresham, Oregon

THOMAS A. SCHMIDT
Forest Supervisor
Ochoco National Forest
Prineville, Oregon

JAMES T. GLADEN
Forest Supervisor
Rogue River National Forest
Medford, Oregon

J. MICHAEL LUNN
Forest Supervisor
Siskiyou National Forest
Grants Pass, Oregon

JIM FURNISH
Acting Forest Supervisor
Siuslaw National Forest
Corvallis, Oregon

ABLE CAMARENA
Acting Forest Supervisor
Umpqua National Forest
Roseburg, Oregon

ROBERT RICHMOND
Forest Supervisor
Wallowa-Whitman National Forest
Baker City, Oregon

DARREL L. KENOPS
Forest Supervisor
Willamette National Forest
Eugene, Oregon

SANDRA KEY
Forest Supervisor
Sequoia National Forest
Porterville, California

STEPHEN FITCH
Forest Supervisor
Shasta-Trinity National Forest
Redding, California

TED C. STUBBLEFIELD
Forest Supervisor
Gifford Pinchot National Forest
Vancouver, Washington

WALTER WEAVER
Acting Forest Supervisor
Mt. Baker-Snoqualmie National Forest
Mountlake Terrace, Washington

SAMUEL GEHR
Forest Supervisor
Okanogan National Forest
Okanogan, Washington

RONALD R. HUMPHREY
Forest Supervisor
Olympic National Forest
Olympia, Washington

SONNY O'NEAL
Forest Supervisor
Wenatchee National Forest
Wenatchee, Washington

LEONARD LUCERO
Forest Supervisor
Carson National Forest
Taos, New Mexico

LYNN C. NEFF
Forest Supervisor
Ozark-St. Francis National Forest
Russellville, Arkansas

BRAD POWEL
Acting Forest Supervisor
Daniel Boone National Forest
Winchester, Kentucky

KENNETH R. JOHNSON
Forest Supervisor
National Forests in Mississippi
Jackson, Mississippi

BOB CASTANEDA
Forest Supervisor
Winema National Forest
Klamath Falls, Oregon

ED SCHULTZ
Forest Supervisor
Colville National Forest
Colville, Washington

M. M. UNDERWOOD, Jr.
Forest Supervisor
Arapaho and Roosevelt NF
Fort Collins, Colorado

JACK A. WEISSLING
Forest Supervisor
Pike and San Isabel National Forest
Pueblo, Colorado

VETO J. LaSALLE
Forest Supervisor
White River National Forest
Glenwood Springs, Colorado

JERRY SCHMIDT
Forest Supervisor
Medicine Bow & Routt NF
Steamboat Springs, Colorado

MARY H. PETERSON
Forest Supervisor
Nebraska National Forest
Chadron, Nebraska

JOHN H. YANCY
Forest Supervisor
National Forests in Alabama
Montgomery, Alabama

DONNA HEPP
Acting Forest Supervisor
National Forests in Florida
Tallahassee, Florida

DANNY W. BRITT
Forest Supervisor
Kisatchie National Forest
Pineville, Louisiana

PABLO CRUZ
Forest Supervisor
Caribbean National Forest
Rio Piedras, Puerto Rico

DAVID W. WILSON
Forest Supervisor
Francis Marion and Sumter NF
Columbia, South Carolina

GEORGE WAYNE KELLEY
Forest Supervisor
George Washington National Forest
Harrisonburg, Virginia

JOHN G. IRWIN
Forest Supervisor
Savannah River Forest Station (DOE)
New Ellenton, South Carolina

DEBBIE AUSTIN
Acting Forest Supervisor
Inyo National Forest
Bishop, California

JOHN F. RAMEY
Forest Supervisor
Cherokee National Forest
Cleveland, Tennessee

JOY E. BERG
Forest Supervisor
Jefferson National Forest
Roanoke, Virginia

DAVID P. GARBER
Forest Supervisor
Gallatin National Forest
Bozeman, Montana

Respectfully submitted,

/s/Gene Zimmerman

GENE ZIMMERMAN
Forest Supervisor
San Bernardino National Forest
San Bernardino, California

cc: Vice President Al Gore
Secretary of Agriculture Mike Espy
Assistant Secretary of Agriculture Jim Lyons
White House Director of Personnel Bruce Lindsay
Chief, USDA Forest Service F. Dale Robertson
Jack Ward Thomas

Rumblings of change at the top have Forest Service all aquiver

Top Clinton administration officials openly criticize the agency's chief, F. Dale Robertson, and call for his replacement

By KATHIE DURBIN
of The Oregonian staff

Who's in charge of the U.S. Forest Service?

That question swirled through the chief's office in Washington, D.C., and national forest outposts from coast to coast Friday after top Clinton administration officials openly criticized Chief F. Dale Robertson and called for his replacement.

"In all honesty, I believe the current individual should be replaced. We need new leadership there," U.S. Agriculture Secretary Mike Espy, Robertson's boss, told the House Agriculture Committee at a hearing on reorganization of his department earlier this week.

"This is not just a problem of structure but of leadership," Espy said.

The Clinton administration, which is struggling to master natural resource conflicts in every corner of the country, concluded early that setting a new mission for the Forest Service would require change at the top.

"In all honesty, I believe the current individual should be replaced. We need new leadership there."

Mike Espy,
agriculture secretary

Rumors that Assistant Agriculture Secretary Jim Lyons planned to replace the chief and possibly a number of other officials have been flying for months. At one point Lyons planned to make an announcement Sept. 21. But he canceled those plans, reportedly because his first choice for the job, Forest Service research biologist Jack Ward Thomas, didn't meet federal civil service qualifications for the job.

Robertson did not return phone calls Friday, but Associate Chief George Leonard, the Forest Service's No. 2 man, said the stress was showing throughout the embattled agency.

Please turn to ROBERTSON, Page A14

Oregonian Oct 9, 1993

Robertson: Associate chief comments

■ Continued from Page One

"It is a trying time," Leonard said. "Any time you get a situation where the boss is under fire, it has ramifications all through the organization. It's difficult. It would be much better if this thing was brought to an end, no matter what the outcome."

"Obviously, Dale would like to have completed his term as chief without being under this cloud," Leonard added. "But he's not behaving like a lame duck."

Although it's rumored that the Clinton administration plans to clean house in the Forest Service, sweeping away Leonard and other top officials in the chief's office and at regional offices around the country as well, Leonard said, "I don't have any reason to think that's the case."

Robertson is a career Forest Service employee. A mild-mannered, scholarly appearing career forester, he has incurred wrath from all sides as his agency has staggered from one crisis to the next.

The Bush administration muzzled him in 1990 after he insisted on trying to write a scientifically credible plan for protecting the northern spotted owl. He has offered only weak defense under withering questioning from the press and members of Congress over allegations that the Forest Service has punished dissidents within its ranks, that it wilfully violated environmental laws, that it boosted logging to unsustainable levels on national forests, and that it looked the other way on the theft of public timber.

This week he came under fire in hearings before a House subcommittee after two special Forest Service agents testified that the timber industry, sometimes with the help of Forest Service officials, is stealing tens of millions of dollars worth of timber from national forests annually.

Also on Tuesday, the General Accounting Office reported more than 180 alleged incidents of management interference and retaliation against Forest Service law officers probing wrongdoing within the agency and the timber industry.

Lyons has refused to comment on his choice for chief, but rumors have centered on Thomas, the elk biologist who heads a Forest Service research station in La Grande. Since 1989, Thomas has led four teams assigned to write plans for protecting the northern spotted owl and the old-growth forest ecosystem.

But administration officials ran into a roadblock when they found that federal personnel rules require the chief, like other career agency heads, to be a member of the elite senior executive service.

A scientist by training, Thomas is not a member of the service and would have to undergo extensive training in management and public adminstration to qualify.

Another option, filling the chief's job with a political appointee, runs counter to Forest Service tradition. The Forest Service prides itself on being an agency of professional foresters who are, at least in theory, above politics. The chief of the Forest Service is one of the few agency heads who cannot be replaced automatically when a new administration takes over in Washington, D.C.

Reps. Bruce Vento, D-Minn., and George Miller, D-Calif., and Sen. Max Baucus, D-Mont., have all said they oppose politicizing the job of Forest Service chief. Most timber industry and environmental groups agree.

"I don't think that Congress would let an administration come in and dismantle an entire agency with almost 100 years of history," said Chris West of the Northwest Forestry Association. "If this comes to pass, I think you're going to see a rebellion from within the ranks."

Buzz Williams, acting executive director of the Association of Forest Service Employees for Environmental Ethics in Eugene, wrote to Vice President Al Gore in September objecting to the politicizing of the chief's job. When he met with Lyons soon after, he said Lyons told him that "desperate times require desperate measures" to get the chief the agency needs.

But Williams said the administration has another option: Fill the job through a "limited emergency appointment" that would allow Thomas to get the credentials he needs.

Besides Thomas, Elizabeth Estill, regional forester for the four-state Rocky Mountain Region based in Denver, also is rumored to be near the top of Lyons' short list. She has held that job only since August 1992 and joined the Forest Service in 1988 after 14 years with the Tennessee Valley Authority.

Estill said Friday that she had not been contacted about the chief's job. "I'll go wherever I'm needed, but I sure like where I am," she said.

Other names rumored to be on Lyons' list are Ron Stewart, regional forester for California; Tom Kovalicky, retired supervisor of Idaho's Nez Perce National Forest; Charles Philpott, director of the Forest Service's Pacific Northwest Research Station; Jeff Sirmon, deputy Forest Service chief for international forestry; and Mike Curran, supervisor of the Ouachita National Forest in Arkansas.

AT A GLANCE

The U.S. Forest Service is the government's largest land management agency.
Here are some facts:

- The Forest Service has its roots in the presidency of Benjamin Harrison, who established a system of national forest reserves in 1891. President Theodore Roosevelt created the U.S. Forest Service in 1905. The first chief was Gifford Pinchot.
- The agency oversees 156 national forests and 19 national grasslands in 44 states, Puerto Rico and the Virgin Islands. There are 191 million acres under its jurisdiction — an area larger than Texas.
- The Forest Service is the largest agency in the Department of Agriculture, with 29,211 employees and an annual budget of $3.5 billion.

Source: U.S. Forest Service

> *It is a trying time. Any time you get a situation where the boss is under fire, it has ramifications all through the organization.*
>
> **George Leonard,**
> U.S. Forest Service associate chief

F. DALE ROBERTSON

- **AGE:** 53.
- **POSITION:** Chief, U.S. Forest Service.
- **EDUCATION:** Forestry degree, University of Arkansas, 1961. Master's, public administration, American University, 1972.
- **CAREER:** 1961, joined the Forest Service, working in the Midwest. 1972, deputy supervisor, Mount Hood National Forest. 1973, supervisor, Siuslaw National Forest. 1976, supervisor, Mount Hood forest. 1980, deputy chief for programs. 1982, associate chief. 1987-present, chief.

MESSAGE SCAN FOR JERRY WILLIAMS

To sps
To 1900-1 cadre
To parasocs

From: Joyce C. Ulbrich
Postmark: Oct 29,93 8:44 AM Delivered: Oct 29,93 8:45 AM
Status: Previously read
Subject: Forwarded:

Comments:
From: Joyce C. Ulbrich:R06A
Date: Oct 29,93 8:44 AM
A parting message from Dale and George.

Previous comments:
From: Mikel Shilling:WO
Date: Oct 29,93 11:17 AM
In case you didn't get this through other channels.

Previous comments:
From: Susan Odell:WO
Date: Oct 29,93 10:47 AM
You'llprobably all see this via other channels - but this is today's mssg. from Dale & George.

Previous comments:
From: DIRECTOR, CF:WO
Date: Oct 29,93 10:26 AM

Previous comments:
From: DIRECTOR,PAO:WO
Date: Oct 29,93 10:19 AM
The Chief and Associate have asked that the attached message from them be shared with all employees. Please see that all receive this in a timely manner. Thank you.

Previous comments:
From: F. Dale Robertson
Date: Oct 29,93 10:14 AM
Please share with all employees.

----------X----------

United States Department of Agriculture | **Forest Service** | **Washington Office** | **14th & Independence SW**
P.O. Box 96090
Washington, DC 20090-6090

Date: October 29, 1993

TO ALL FOREST SERVICE EMPLOYEES

We want to thank you for all of your hard work and support during our tenure as Chief and Associate Chief over the past 7 years. It's been an exciting and challenging time for us. Together, we have made tremendous progress in some really important things--ecosystem management, outdoor recreation, wilderness, fisheries, wildlife, urban and community forestry, stewardship of private forest land, research, partnerships, work force diversity, and many more. These are no small accomplishments, and we feel fortunate to have had the privilege to serve as your leaders during this exciting period of rapid change. We want to thank you for a job well done. You made us proud!

In spite of all the criticism, we believe the Forest Service is the best agency in Government because you have made it so with strong performance, professionalism, and integrity. Don't let the criticism get you down. We don't take it personally, and neither should you.

The strength of the Forest Service is its people, and we know you will continue to make even-greater progress in the future. It's important that you pull together as a team and rally around the new Chief and Associate Chief. Until they are officially announced by Secretary Espy, Dave Unger has been designated Acting Chief. Dave and the new Chief will have our full support and backing.

We wish the Forest Service and all of you the best and you can count on two strong supporters. Again, thanks to the greatest group of people in the world!

/s/ F. Dale Robertson

F. DALE ROBERTSON
Chief

/s/ George M. Leonard

GEORGE M. LEONARD
Associate Chief

THE OREGONIAN, FRIDAY, OCTOBER 15, 1993

Forest Service chief won't fight ouster

■ A disappointed F. Dale Robertson says that he doesn't want another job with the Clinton administration

By SCOTT SONNER
The Associated Press

WASHINGTON — U.S. Forest Service Chief F. Dale Robertson said Thursday he wouldn't fight his ouster and didn't want another job with the Clinton administration.

But Robertson said he was disappointed at the way his pending removal was handled.

Agriculture Secretary Mike Espy told the Senate Agriculture Committee last week he intended to pick a new chief of the Forest Service.

Espy never discussed the matter directly with him, Robertson said Thursday.

"I respect this administration's right to appoint whoever they want as chief. You don't fight those things," Robertson said.

"All I can say is never before in the history of the Forest Service have we had a public process of going out and determining who is going to be chief," he said.

"It has always been worked out ahead of time with the full support of the existing chief," he said.

"This one has just been handled differently."

During a hearing on USDA reorganization, Espy told the Senate Agriculture Committee in reference to the Forest Service post: "In all honesty, I believe the current individual should be replaced. We need new leadership there."

Robertson said he and Jim Lyons, assistant agriculture secretary for natural resources and environment, discussed the issue in general terms.

"We talked about the possibility of changing chiefs in general," he said. "I'd have to say it didn't catch me by surprise. Although I was a little surprised by the secretary's comments at the congressional hearing."

ROBERTSON

Did Robertson think he deserved to be treated with more respect?

"That would be a fair statement," the chief said.

A number of sources have told The Oregonian that Forest Service biologist Jack Ward Thomas, who headed President Clinton's Northwest forest advisory team, is among the leading contenders for Robertson's job.

Elizabeth Estill, Forest Service regional forester for the Rocky Mountain region based in Denver, also is among the top candidates. Estill told the Denver Post on Thursday that Lyons had called to inform her that she was under consideration for the chief's job.

Because Robertson is a career government worker, he cannot be directly fired. However, he can be ordered reassigned. One scenario under consideration was to ask Robertson to become head of the Agriculture Department's Soil and Conservation Service.

"I'm not really interested in any other jobs," Robertson said Thursday.

"I'm just staying in my job as chief until I'm replaced. Then I'll move on at that time. I don't have any plans to make any plans."

Forest Service

APn 10/27/93 8:26 PM

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By SCOTT SONNER
Associated Press Writer

WASHINGTON (AP) -- Assistant Agriculture Secretary Jim Lyons is urging an investigation into allegations the Forest Service does business with contractors who have hired illegal aliens. In a strongly worded letter to Forest Service Chief Dale Robertson, Lyons said, "I cannot condone, nor will I accept, any excuses for the hiring of contractors with a history of employing undocumented workers for purposes of fulfilling Forest Service contracts."

The letter dated Oct. 22 was obtained by The Associated Press on Wednesday. A House panel report in August concluded the Forest Service routinely was issuing contracts to unscrupulous businesses that were employing illegal aliens, ignoring federal labor laws and often mistreating workers.

The contractors plant trees, cut brush and fight fires in national forests. The U.S. Border Patrol estimates that more than half the people on reforestation crews in the Pacific Northwest are immigrants carrying phony green cards identifying them as legal workers.

Lyons' letter to Robertson identifies yet another area of the Clinton administration's displeasure with the leadership of the chief, who began the job under President Reagan and soon is to be replaced, perhaps as early as this week.

Agriculture Secretary Mike Espy earlier announced he intends to name a new chief. An administration official speaking on condition of anonymity said Wednesday an announcement on the job was expected Thursday, "but it will not be definitive." The official would not elaborate. Congressional aides and activists in the environmental community speaking on condition of anonymity have told The Associated Press that Forest Service biologist Jack Ward Thomas of LaGrande, Ore., remains the top candidate for the job.

The AP obtained an internal Forest Service memo in September that said Lyons had offered the job to Thomas, who led a team of scientists advising President Clinton on the spotted owl and Northwest forests. The House panel's report on illegal aliens said that the contract workers routinely are cheated on wages, overtime and benefits.

"Equally troubling is the inhuman and appalling treatment of many of these workers -- many of whom are forced to poach for food, live in cardboard boxes and some who suffer lice infestations so severe that they have been refused medical treatment," said Rep. Gary Condit, D-Calif., chairman of the House Government Operations subcommittee on agriculture.

Lyons, assistant secretary for natural resources and environment, said in the letter to Robertson he was interviewed on the subject recently, "and a number of issues were brought to my attention of which I was unaware. I believe it is imperative that this situation be completely investigated." An aide to Lyons said Wednesday the USDA would cooperate with the Justice Department and Labor Department in investigating the problem.

Robertson could not be reached for comment Wednesday. He said in an interview last week he was disappointed that Espy first announced plans to replace him at a Senate hearing without first discussing it with him.

October 15, 1993
10742 Marlborough Road
Fairfax, Virginia 22032

Assistant Secretary James Lyons
U.S. Department of Agriculture
Room 217 E, Main Administration Building
Washington D.C. 20250

Dear Jim:

The purpose of this letter is to document the discussions I have had with you and others concerning plans for replacing the Chief of the Forest Service. For reasons that are not clear to me, my position has been either distorted or stated incorrectly. I feel sure you understood my position which I stated to you by phone and in person at Grey Towers.

First let me make it abundantly clear that I have not sought a role in determining whether there should be a change in Chiefs and if so who the replacement should be. I also understand that the 1978 Civil Service Reform Act gives authority to the Secretary of a Department the authority to reassign any member of the Senior Executive Service after due notice and that such authority includes the Chief of the Forest Service. That same act established competitive requirements for entry of people as career members of the Senior Executive Service. During my career as Chief of the Forest Service I considered it a solemn duty to insure that such competitive requirements were met and that every person who desired to do so should have an ample and fair opportunity to be considered. Any idea of manipulating the process is repugnant to me and against everything I stand for.

I first learned of apparent plans to make a change in the Chief of Forest Service on September 5 when I called home after a week hunting in an isolated area in Alaska. A retired Forest Service employee in Oregon had called about articles in Oregon papers which quoted various sources as saying the Chief would be replaced by Jack Ward Thomas. I took no action as the result of that call.

My concern was triggered when I learned from several sources more than a week later of an apparent plan to change the Chief's job to a noncareer (political) appointment in order to circumvent the competitive requirements and reach Jack Ward Thomas who had never previously applied for or qualified as a career Senior Executive. To say I was shocked and disappointed that you would support such a process is an understatement. I immediately called you to state my concern but in what has been a familiar pattern recently you were not available and did not return my call. I then called Mark Gaede and outlined my concern and asked him to relay my concern to you. When you called me later I outlined my concern and suggested there were a number of options available to you for filling the position which would not lead to politicizing the job with the long run adverse consequences that will certainly occur. I repeated those concerns and went over options with you in person at Grey Towers, Pennsylvania on Saturday September 25 so there would be no misunderstanding between us. I also said I would appreciate your letting me know what you decided to do because I would much rather work with you than against you. I did reiterate my

opposition to making the job a political appointment because of my concern that you were unwisely trying to meet what you consider an immediate problem by a course of action that in my judgment would have long term adverse consquences. If I have learned anything in more than 45 years of work in natural resources it is to vigorously oppose such unwise tradeoffs.

For reasons that are unclear to me you have not bothered to advise me of your decision but instead you have complained to a number of people including officers of this Association about my opposition to your efforts. I am deeply disappointed that you would adopt such tactics which do not enhance your standing in anyone's eyes.

For the record let me reiterate that you have at least these options for filling the job without the long term adverse consequences of making it a political position:

1. Advertise the job competitively and equitably consider ALL applicants including Jack Ward Thomas as well as numerous other people including women and minorities who are qualified and entitled to equitable consideration. I understand that the preferred advertising time is 90 days so it could take 120 days to fill the job. If it is considered urgent to do so you have at least 80 career people to choose from in designating an acting Chief.

2. Advertise the position under expedited procedures which I understand can be as short as 21 days which means the position could be filled in 5 to 8 weeks. All interested and qualified applicants can and should be considered. Again an acting can be designated if considered necessary.

Let me close by assuring you that I do not relish the idea of opposing the action you apparently are still pursuing. I have been a long time supporter of yours and in fact personally advocated that our Association support you for the Assistant Secretary position you now occupy. I fervently hope your legacy is not a political Chief of the Forest Service which causes long term politicization as has happened to agencies such as BLM. Both of us have seen what that can do to the fine people in BLM who want to practice long term professional stewardship of resources.

Whatever happens I assure you that I will be as vigorous in supporting you when I think you are right as I have been in opposing you when I think you are wrong!

Sincerely

/s/
R. Max Peterson

United States Department of Agriculture | Forest Service | Washington Office | 14th & Independence SW
P.O. Box 96090
Washington, DC 20090-6090

Reply to: 1700
6100

Date: October 26, 1993

Subject: Forest Service Senior Executive Service Employees

To: Forest Supervisor, San Bernardino NF

We have received the letter you sent to President Clinton that had copies to Vice President Al Gore, White House Director of Personnel Bruce Lindsay, Secretary Espy, Assistant Secretary Jim Lyons, Chief Dale Robertson, and candidate for Chief of the Forest Service-- Jack Ward Thomas. In your letter, you made three key points: (1) the Forest Service has an excellent leadership record, (2) the next Chief should be a career Forest Service employee, and (3) the Senior Executive Service (SES) process is a competitive process, extremely fair and provides a pool of candidates who are diverse and highly qualified career employees.

Although we are not clear as to what you meant by your third point, the present SES composition does not show the desired multicultural mix to serve as an example to achieve a multicultural organization. Does the statement "provides a pool of candidates who are diverse," refer to those who have applied for SES consideration, those in training, or those actually in the SES? Forest Service records indicate that of the current 62 SES positions filled (one temporary), four are African American males, one is an Asian/Pacific Islander male, one is an American Indian female, three are White females, and 53 are White males. Of those in training, but not yet selected, only five are minorities.

These SES figures do not demonstrate a competitive process that is extremely fair or one that promotes diversity. In fact, we believe it was the lack of diversity that led to the 1991 change in the SES selection process. The vague usage of the term "diversity" in a letter to the President of the United States and other key national leaders underscores a lack of attention to, understanding of, and importance being given to **Towards a Multicultural Organization**, and to making the Forest Service work force truly diverse and representative of the public it is sworn to serve.

Your letter has received service-wide distribution. Since your diversity statement to President Clinton remains vague, we would like the following:

-An explanation of what was meant by your statement that the Forest Service SES process is "extremely fair and produces diverse candidates."

-An explanation of why you mixed SES diversity issues with the Forest Supervisors' agenda -- attempting to ensure that the next Chief come from within the Forest Service.

-A specific strategy to ensure that Forest Supervisors become more aware of, supportive of, and sensitive to the complexity of diversity issues.

/s/Melody S. Mobley
Forester
Washington Office, NFS-TM
Washington, DC

/s/Nattie Silva
Staff Assistant
Washington Office, ADM
Washington, DC

/s/Rafael A.Berrios
Group Leader, Special Emph. Programs
Southern Region (R8)
Atlanta, GA

/s/Velma Charles-Shannon
Staff Toxicologist
Washington Office, SPF-FPM
Washington, DC

/s/Cyndi E. Carver
Supply Clerk/ AA SEPM
Deshutes NF (R6)
Redmond, OR

/s/Stephanie Lang
Program Assistant
Washington Office, PL-RPA
Washington, DC

/s/Martha J. Pollard
Special Agent
Ouachita NF (R8)
Hot Springs, AR

/s/Carmen Galindo
Secretary
Regional Forester's Office (R5)
Sacramento, CA

/s/Jose Salinas
Director, Watershed & Air Mgmt
Southwestern Region (R3)
Albuquerque, NM

/s/Michael Brionez
Budget Analyst
Pacific Southwest Region (R5)
San Francisco, California

/s/Jose A. Zambrana
Acting Dep. Forest Supervisor
Chattahoochee-Oconee NF (R8)
Gainesville, GA

/s/Gerry Farmer
Recreation Budget Coordinator
Washington Office, NFS-RCRWM
Washington, DC

/s/Juliett Johnson
Director's Secretary
Washington Office, NFS-TM
Washington, DC

/s/Pat Aguilar
Regional Legislative Coordinator
Intermountain Region (R4)
Ogden, UT

/s/Sally Feser
Personnel Specialist
Angeles NF (R5)
Arcadia, CA

/s/John R. Vann
Soil Scientist
Southern Region (R8)
Atlanta, GA

/s/Martin D. Chavez, Jr.
Administrative Officer
Lincoln NF
Alamogordo, NM

/s/Kent Schneider
Regional Archaeologist
Southern Region (R8)
Atlanta, GA

/s/Joe Sedillo
Employee Relations Specialist
Southwestern region (R3)
Albuquerque, NM

/s/Marcel Rivera
Director, Civil Rights
Rocky Mountain Region (R2)
Denver, CO

/s/Peggy Hernandez
District Ranger
Angeles NF (R5)
Glendora, CA

/s/Trinidad Juarez
Recreation Specialist
Pacific Southwest Region (R5)
San Francisco, CA

/s/Giovanni Caban
Computer Specialist
NF's in Florida
Tallahassee, FL

/s/Mary E. Blackson
Computer Specialist
Washington Office, NFS-TM
Washington, DC

/s/Emma Carroll
Information Specialist
Washington Office, PL-LA
Washington, DC

/s/Linda Quinn
Operations Assistant
Washinton Office, NFS-TM-ADM
Washington, DC

/s/Ivory D. Walker
Personnel Management Specialist
Southeastern Station
Asheville, NC

/s/Miguel Aragon
Asst. Director Human Resources
Southwestern Region (R3)
Albuquerque, NM

/s/Eurial Turner
Fire & Engineering Staff Officer
Willamette NF
Eugene, OR

/s/Mauricio Ribera
Assistant Forest Engineer
Siuslaw NF
Corvallis, OR

/s/Carmen Thomas
Support Services Suppervisor
Coronado NF (R3)
Tucson, AZ

/s/Danny Montoya
Transportation Planner
Lincoln NF (R3)
Alamogordo, NM

/s/Bonnie Towler
Management Assistant
Washington Office, NFS-TM
Washington, DC

/s/Rochelle Selvin
Supervisory Personnel Assistant
Pacific SW Research Station
Albany, CA

/s/Riche Gonzalez
District Ranger
Cibola NF (R3)
Texline, TX

/s/Graciela Terrazas
District Ranger
Carson NF (R3)
El Rito, NM

/s/Ben Sanders
Fisheries, Wildlife & Range Staff Officer
Chattahoochee-Oconee NF
Gainesville, GA

/s/Rodney Peters
Soil, Water & Air Staff
NF & Grasslands in Texas
Lufkin, TX

/s/Clarence D. Adair
Director of Civil Rights
Rocky Mountain Station
Ft. Collins, CO

/s/Darryl M. Harley
Realty Specialist
NF's in Florida (R8)
Tallahassee, FL

/s/Maria Teresa Garcia
Assistant Forest Archeologist
Carson NF (R3)
Taos, NM

/s/Marcus Bowen
Special Agent
Lolo NF
Missoula, MT

/s/Eugene Ashford
Multiresource Specialist
Washington Office, PL-RPA
Washington, DC

/s/Geneva P. Williams
Computer Specialist
NF's in Mississippi
Jackson, MS

/s/India Martin
Receptionist
Jefferson NF
Natural Bridge, VA

/s/Judy L. Parker
Purchasing Agent
Daniel Boone NF
Winchester, KY

/s/E.Fuller
Land Law Examiner
Southern Region (R8)
Atlanta, GA

/s/Debra G. Burgos
Office Services Supervisor
Southern Region (R8)
Atlanta, GA

/s/Lynda Davis-Rogers
Office Automation Clerk
Southern Region (R8)
Atlanta, GA

/s/Samuel Larry
District Ranger
Ouachita NF (R8)
Idabel, OK

/s/Norina Mosby
Management Analyst
Washington Office, ADM-IS&T
Washington, DC

/s/Seabelle Ball
Management Analyst
Washington Office, RES
Washington, DC

/s/Johnetta Wormley
Public Affairs Specialist
Washington Office, PAO
Washington, DC

/s/Mary Williams
Secretary
Washington Office, R-FIERR
Washington, DC

/s/David L. Smith
Policy Analyst
Washington Office, PL-PA
Washington, DC

/s/Hien Phan
Computer Specialist
Washington Office, NFS-TM
Washington, DC

/s/Angela P. Shaw
Information Specialist
Washington Office, SPF-CF
Washington DC

/s/Marian Allen
Realty Specialist
Washington Office, NFS-LANDS
Washington, DC

/s/DarRell Walker
Computer System Manager
Angeles NF
Arcadia, CA

cc: Chief
Associate Chief
Forest Supervisors

United States
Department of
Agriculture

Forest Service

Washington, DC

Denver James

USDA Forest Service Briefing Book

February 1993

United States Department of Agriculture
Forest Service
Washington Office
14th & Independence SW
P.O. Box 96090
Washington, D.C. 20090-6090

Date: February 10, 1993

Subject: Briefing Book

To: All line officers

As we progress through our transition into the new Administration, it is important that we prepare and utilize sound professional information about the Forest Service. This is the briefing book that we prepared for transition officials.

The information contained in the book is important and I want to share it with you. Please read it and use it when you are asked about our programs.

F. Dale Robertson

F. DALE ROBERTSON
Chief

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Executive Summary

Forests—the Earth's most widespread land-based ecosystem—play many roles in providing for the economic and environmental well being of humankind. Forests are important to all the world's citizens as a source of raw materials and because they remove carbon dioxide from the air, and therefore ameliorate the "greenhouse effect" on world climate. In developing countries, forests and grasslands are critical for subsistence and basic economic growth. As societies become more urbanized, educated, and affluent, forests receive more recognition for their esthetic contributions to life—as places to go for recreation, to visit for their tranquility and clean air, and to enjoy wildlife. This is now true in the United States. At the same time, forest products remain a primary sector of our economy, providing 2.5 percent of our Gross National Product. Finding new ways of maintaining esthetic values while providing economic uses of natural resources is the major challenge to resolving conflicts over management of the forests and grasslands. Stewardship and proper management of our forests are clearly important jobs.

Forest Service Mission and Role

The mission of the Forest Service is summarized by our motto—*Caring for the Land and Serving People.*

Since its inception in 1905, the Forest Service has been responsible for national leadership in forestry conservation, management, and research. Recently, the Congress has directed the Agency to play a stronger role in international forestry activities as well.

The Forest Service mandate is to provide a sustainable, multiple benefits to the public through proper management and use of natural resources from the Nation's forests and grasslands. First priority is given to maintaining the ecological integrity of the forest and grassland ecosystems from which these benefits are derived. In other words, basic stewardship of the land comes first.

The mix of benefits is continually evolving as society's needs change and better scientific information becomes available. Such benefits include clean water, high-quality environments for outdoor recreation, abundant fish and wildlife, a sustainable supply of wood and paper

products, wildernesses and wild and scenic rivers, supplies of energy and minerals, and forage for grazing livestock. All are essential. They contribute to the social and economic well-being of Americans by supporting the creation of jobs, providing revenues that help maintain healthier local and national economies, and creating a quality environment in which to work and play.

The development of human resources is also an important component of the Forest Service mission. The Forest Service administers and hosts a variety of programs such as Job Corps that provide work, training, and education to the unemployed, underemployed, elderly, young, and others while simultaneously accomplishing high-priority conservation work.

Evolution of Forest Service Programs

The Forest Service has a long tradition of professional land management. Established in the infancy of the conservation movement, it has been led by trained, professional career land managers since its inception. Founder and first Chief Gifford Pinchot was adamant about professionalism and this commitment has remained a core value of the Forest Service.

The Agency was officially created in 1905, when management responsibility for what were then called the forest reserves was transferred to the Bureau of Forestry in the Department of Agriculture and the Bureau was renamed the Forest Service. Two years later, the forest reserves were renamed "National Forests."

Since that time, the mission of the Forest Service has continually evolved in response to changing public needs, advances in technology, new legislative mandates, and new research findings. The one constant has been a shared commitment to professional land stewardship that addresses the needs of people.

Many issues have been controversial over the years, beginning in the early 1900's with initial efforts to control overgrazing of public rangelands and eliminate timber trespass. Until about 1930, management activities centered on resource protection of the rapidly expanding National Forest System. Fire protection, control of destructive grazing practices, and the reduction of timber theft were the three areas of greatest concern. The need for an intensified research

effort was also recognized during this period and the Forest Service Research Branch was formalized in 1915.

During the Depression, the first major program addressing human resources was established with the creation of the first Civilian Conservation Corps camp. This camp was followed by hundreds more up to the beginning of World War II. Corpsmen carried out the largest reforestation program ever conducted, with millions of acres of trees being planted. Thousands of administrative and recreation facilities were also constructed and many are still in use today.

World War II ushered in an increased demand for National Forest timber, and the post-war years were marked by a growing reliance on the National Forests as a source of timber. Key factors contributing to this trend were the continuing decline in private timber harvests and an enormous increase in the demand for wood for housing and other construction. At the same time, equally dramatic increases were occurring in the demand for non-commodity uses of the National Forests, such as, recreation, hunting and fishing, and wilderness. Initially, conflicts between these uses were limited, but by the late 1960's public interest in the environment led to new legislative mandates that shape the Agency's mission today.

From the mid-1960's to the present, the Agency's focus on management for amenities such as wildlife and fish, wilderness, recreation, esthetic quality, cultural resources, and soil and water protection has greatly expanded. Legislation like the Wilderness Act, Wild and Scenic Rivers Act, National Environmental Policy Act, and the National Forest Management Act have provided new legislative mandates for management of the National Forest System, and have provided many more avenues for public participation in management decisions.

These new laws reflect increased public interest in the management of the National Forests. This increased interest has intensified conflict regarding the proper balance of multiple uses and benefits, particularly between people who value amenities and others whose livelihood is dependent on use of National Forest commodity resources. The current controversy regarding timber harvest levels and protection of old-growth forests in the Northwest is a good example of this conflict.

Legislation during this period has also provided a much broader role for the Forest Service in technical and financial assistance for management of State and private forest lands, and greatly expanded responsibilities in international forestry.

Organizational Structure

The Forest Service's organizational structure reflects the major elements of the Agency's mission:

- Management and administration of the National Forest System.
- Accomplishment and dissemination of research results.
- Delivery of technical assistance to State and private forest landowners.
- Advice and support for international forestry programs.

Two key principles underlie the overall organizational structure. The first is decentralization. Agency leaders have always strongly believed that decisions should be made at the lowest possible level consistent with ensuring effective managerial control and compliance with relevant laws, Executive Orders, and Department of Agriculture regulations. Thus, these local line officers and their staffs are delegated broad authority and responsibility to make decisions on the ground. For example, decentralization in the National Forest System has provided strong responsiveness to public needs at the "grass roots" level, because local people have direct access to "their" District Ranger and Forest Supervisor at the 630 local Ranger District and 122 National Forest offices of the Forest Service, in addition to offices at the Regional and National level.

The second principle is separation of the research and management programs of the Forest Service. This ensures research results that are unbiased and reflect the best science available. Consequently, research units report to the Chief through Research Station Directors, and field management units of the National Forest System through Regional Foresters. There are nine Regional Foresters and eight Station Directors.

The Forest Service is the largest of the USDA agencies, employing just over 35,000 full-time employees and 17,000 other category employees for a total of 43,427 full-time equivalents (FTE's). About 98 percent of the total workforce works outside Washington, DC, and about 85 percent works west of the Mississippi River.

Major Statutory Authorities

Many statutes provide the legislative mandate for Forest Service programs. Although they are far too numerous to be comprehensively

addressed here, most fall into one of the three major categories described below.

Statutes Providing Broad Authority for Forest Service Programs

- **The Organic Act of 1897** provided the original authority for management of the forest reserves, which later became the National Forests.
- **The Multiple-Use Sustained-Yield Act of 1960**, provided that the National Forests would be managed under the principle of sustained yield over the long term, and would be managed for a mix of resource uses and outputs.
- **The Forest and Rangelands Renewable Resources Planning Act of 1974** requires the Forest Service to prepare a Renewable Resource Assessment every 10 years for the United States, regardless of land ownership. The Act also directs preparation of a recommended program each 5 years to address long-term natural resource needs. This provides the "strategic plan" for Forest Service programs.
- **The National Forest Management Act of 1976** provided the mandate for development of integrated Forest Plans that now guide the management of each National Forest.
- **The 1990 Farm Bill** provided an expanded mandate for technical assistance by the Forest Service to State and private forest landowners, and provided a significantly expanded role in international forestry.

Procedural and Environmental Statutes Affecting All Federal Programs

- **The National Environmental Policy Act of 1969** requires Federal agencies to use a systematic, interdisciplinary approach in planning and decisionmaking that may impact the environment. It requires each Federal agency to document environmental impacts, alternatives, and irreversible and irretrievable commitments of resources for all proposed Federal actions.
- **The Endangered Species Act of 1973** requires all Federal agencies to ensure, in consultation with the Fish and Wildlife Service or the National Marine Fisheries Service, that their actions are not likely to jeopardize the continued existence of any endangered or threatened species or result in the destruction or adverse modification of the habitat of such species.
- **The Clean Water Amendments Act of 1972** provides that Federal agencies shall be subject to, and comply with, all Federal,

State, interstate, and local requirements for water pollution abatement and control. It also provides for treating wastewater from Federal facilities and requires permits for dredging or depositing fill in navigable waters.

- **The Clean Air Act Amendments of 1977** provides similar direction to control air pollution from Federal facilities. It also establishes standards for Class I air quality areas (many National Forest wildernesses are designated Class I).

Statutes Allocating National Forest System Lands to Specific Management Regimes

- **The Wilderness Act of 1964** provides for a National Wilderness Preservation System on Federal lands and defines the management direction for wildernesses added to the System.
- **The Wild and Scenic Rivers Act of 1968**, as amended, provides for a System of Wild and Scenic Rivers in the United States. The National Forest System includes some of the most spectacular free-flowing rivers in the Nation and these continue to be added to the System.

Strategic Direction and Planning

Forest Service strategic planning involves activities at the national, regional, and local levels. The planning process consists of four major components: the Resources Planning Act (RPA) Program; Regional Guides; Forest Plans; site-specific project plans. In addition, planning activities take place for Research priorities, for State and private forestry programs, and for International Forestry. In the planning process, broad national elements are translated to regional and local planning activities to assure appropriate and environmentally acceptable implementation of national policies. The goal of planning efforts in the Forest Service is to coordinate Agency programs and provide the greatest sustainable flow of benefits to the American Public.

Current long-term strategic direction for all Forest Service programs is provided by the 1990 Resources Planning Act (RPA) Program. The 1990 RPA Program highlighted four major themes: (1) enhancing recreation, wildlife, and fisheries resources; (2) ensuring that commodity production is environmentally acceptable; (3) improving scientific knowledge about natural resources; and (4) responding to global resource issues. By law, the RPA Program is updated every 5 years and spans a 50-year planning horizon.

Planning activities for the National Forest System at the national level provides general direction that is used to develop Regional Guides in each of the 9 geographical regions that is tailored to local resource opportunities and public needs. The Forest Plans incorporate this direction, along with local resource capabilities and the results of public participation. The goals, objectives, and standards and guidelines in these Plans drive the management of each of the National Forests and Grasslands. Site-specific projects are then developed to implement the Forest Plans.

Forest Service Research (FSR) planning at the national level identifies key national and international research issues. Then each of the eight Experiment Stations and the Forest Products Laboratory formulate plans for their work. Even more detailed planning activities are carried out for each research work unit and then for research study plans.

State and Private Forestry (S&PF) incorporates information from resource plans prepared by State Foresters to develop information and assistance programs for State and private land owners.

Planning activities for International Forestry (IF) activities are closely linked to those of the U.S. Agency for International Development. IF identifies U.S. priorities and key issues affecting the world's forests and develops strategic plans for effective forestry assistance programs by geographic regions. Individual country plans identify potential assistance projects and cooperative agreements, which are then planned in detail.

Forest Service policy is to use an ecosystems management philosophy in our programs. This means using an ecological approach to achieve the multiple-use management of the National Forests and Grasslands. It means the Forest Service must blend the needs of people and environmental values in such a way that the National Forests and Grasslands represent diverse, healthy, productive, and sustainable ecosystems. This fits with the integrated nature of the Forest Plans.

Description of Programs

The Forest Service carries out its mission through integrated program areas: research, State and Private Forestry, management of the National Forest System, International Forestry, and management of human resources.

Forest Research

The Forest Service has the largest forestry research organization in the world. This research serves society by providing the scientific foundation for sustainable forest development in the United States and other regions of the world. It provides information and technology needed to assure the health, diversity, and productivity of the Earth's forest and grassland ecosystems. The program includes cooperative planning and studies with other public research agencies, universities, and research organizations in the private sector. It works for and with users—policy makers, natural resource managers, educators, and industries and other producers—who represent people and their needs.

State and Private Forestry

About 57 percent of the Nation's commercial forest is owned and managed by nonindustrial private owners and proper management of these lands is essential to our welfare. The Forest Service has major programs to protect natural resources from fire and pests and provide assistance to improve management and production on State and private forests and grasslands. Urban forestry assistance programs are also available, to maintain the trees within urban areas. These programs are true partnerships with a wide variety of private and public entities to meet the present and future needs of private landowners, Native Americans, U.S. Commonwealths and Trust Territories, and the international community.

Management of the National Forests and Grasslands

The Forest Service manages about 191 million acres of public land in 44 States, Puerto Rico, and the Virgin Islands, which comprise 8.5 percent of the total land area in the United States. These public lands—known collectively as the National Forest System—encompass 156 National Forests, 20 National Grasslands, and 10 Land Utilization Projects. The natural resources on these lands are some of the Nation's greatest assets and have major economic, environmental, and special significance for all Americans. The value of the natural resources and the diversity of public benefits in the National Forest System is indicated by some of the items below. The National Forest System—

- Contains the headwaters of major western watersheds that supply water for urban and agricultural growth.
- Provides about 40 percent of all recreation use on Federal lands—more than that provided by the National Parks.
- Contains over half of the elk habitat in the United States and contains habitat for just under one-third of the currently listed threatened and endangered animals and plants, in addition to habitat for a wide variety of other wildlife and fish species.
- Contains 32 million acres designated as wilderness, about 75 percent of the National Wilderness Preservation System in the lower 48 States.
- Holds about half of all the softwood sawtimber inventory in the United States.
- Provides timber products to the Nation from the approximately 57 million acres that are classed as suitable for timber production. Suitable timber land comprises only one-third of the total National Forest System.
- Provides livestock forage and is a source of energy and strategic minerals.

International Forestry

Since 1980, the Forest Service has had an on-going program in technology transfer to tropical countries. The international forestry program was intensified and expanded by provisions in the 1990 Farm Bill, which also provided for a separate Deputy Chief for International Forestry. In keeping with this mandate, the Forest Service will continue to increase its international activities to meet global environmental challenges, and respond to requests for assistance from other U.S. Government agencies and international organizations.

Forest Service international forestry activities include technical assistance in natural resource management and protection to other countries, assisting in response to natural disasters abroad, cooperative research and technical exchange with other countries, support to international organizations, and assistance in the development of United States and global natural resource policies.

Human Resources

The Forest Service employs a professional and diverse permanent workforce and participates in a number of special human resource programs that employ, train or educate specific groups of people. Some of the programs the Agency has either initiated or participates

in include: Job Corps Civilian Conservation Centers, Senior Community Service Employment Program, Youth Conservation Corps, Volunteers in the National Forests, Touch America Program, and Take Pride in America. These programs provide direct support to all other Agency programs.

Budget, Partnership, and Workforce Information

From 1986 to 1991 significant changes occurred in the funding mix for Forest Service resource programs. Many of these changes move in the direction of the changes recommended in Forest Plans and the RPA Program. During this period funding in real dollars for the recreation program doubled, funding for fish and wildlife programs quadrupled, and funding for threatened and endangered species programs grew by a factor of 10. Conversely, funding for timber sales declined significantly.

Budgets from 1992 through the current stage of the 1994 budget process are displayed in the table on page 13. The 1992 and 1993 Appropriations Acts continued the Agency's commitment to multiple-use, with a strong emphasis on implementing the 1990 RPA strategic program and the Forest Plans. Funding for the Forest Service in FY 1993 continued the shift in the balance among commodity and noncommodity outputs, strengthened some aspects of the State and Private Forestry programs, and continued a strong Research program.

To augment tight Federal funding and provide better customer service, the Agency has also formed partnerships through the Challenge Cost-Share Program with individuals, corporations, organizations, and public agencies. These have been very successful and accomplishments have grown rapidly over the past 5 years. For example, in Fiscal Year (FY) 1986 the Forest Service and partners completed $2.5 million in fish and wildlife habitat improvements. By FY 1991 this had grown to $62 million in fish, wildlife, recreation, wilderness, and cultural resource enhancement projects ($24 million in Forest Service funds matched by $38 million from partners).

Growth of the Challenge Cost-Share Program is expected to continue. These partnerships help to complete projects, but perhaps more importantly, build positive ties between Agency personnel and the public to improve National Forest and Grassland resources.

Table 1. Forest Service Budget Overview (millions of actual dollars)

Description (appropriation)	1992 Final	1993 Final	1994 Current Services¶
Research (excludes GA/const)	180.5	182.7	190.1
State & Private Forestry (emergency pest suppression)*	169.7	156.2 (26.0)	161.9
National Forest System†	1,455.1	1,307.3	1,365.5
International Forestry‡	(6.9)	(7.5)	(7.8)
Construction (incl. Research)	274.5	255.3	265.3
Other approp accounts§	94.5	69.2	71.5
Firefighting	299.2	376.2	392.6
Total appropriated	2,473.5	2,346.0	2,447.7

* An Emergency Pest Suppression Fund of $26 million was authorized for FY 1993 as a substitute for additional appropriated funds in S&PF.
† Includes S&PF/Research General Administration funds.
‡ 1992 and 1993 data reflect total funding for International Forestry (IF) activities, including Washington Office multi-financing from other Deputy Areas. Numbers in parentheses are nonadditive IF numbers for 1992 and 1993. OMB has approved an IF appropriation for FY 1994.
§ Includes land acquisition, range betterment fund, gifts, donations, and bequests.
¶ Represents the baseline budget submitted to Congress by President Bush on January 6, 1993. It is equal to the FY 1993 final enacted appropriations updated for inflation. President Clinton is expected to submit his budget in February 1993.

The Agency's workforce consists of more than 35,000 permanent employees as well as a relatively large temporary workforce during the summer. Over 200 different occupational series are represented in the workforce, demonstrating the diversity of the Agency's mission. The Forest Service is the primary employer in many small, rural towns. Representation of minorities and women in the permanent workforce is approximately 15 and 40 percent, respectively.

Congressional and Legislative Outlook

Lawmakers and the Administration considered a variety of issues in the 102nd Congress that directly or indirectly affect research and management of the National Forests and that affect technical assistance programs to States and private forest land owners. Issues ranged widely in scope and complexity —from those that addressed

individual National Forests (such as legislated land exchanges) to others with potential major effects on Forest Service-wide programs (such as amendments to the Endangered Species Act). A number of hearings were held and numerous bills were introduced.

A number of issues of significance to the Forest Service were unresolved at the end of the 102nd Congress and are likely to be considered anew in the 103rd Congress. Some of the more significant issues are: old-growth forest protection and spotted owl preservation in the Pacific Northwest; 1872 mining law reform; wilderness designation in Colorado, Montana, and Idaho; grazing fees; forest health; and below-cost timber sales. Cooperation between the new Administration and the majority in the Congress may provide the opportunity to resolve several of these issues. Further, some may be better resolved administratively rather than through legislation.

Key Events—the First 6 Months

To plan for the first 6 months of the new Administration, a calendar of decisions has been developed. yecisions are shown either as requiring Secretary or Assistant Secretary approval or as decisions the Forest Service will make after consultation with the Department.

Forest Service Mission, Vision, and Guiding Principles

Forest Service Mission
Forest Service Vision
Forest Service Guiding Principles

Forest Service Mission, Vision, and Guiding Principles (Advance Copy)

Summary: The Forest Service's "Mission, Vision, and Guiding Principles Statement" has been in preparation for over 2 years, since a 1989 nationwide meeting of National Forest supervisors, who recommended writing such a document. The following advanced copy is being distributed and plans are now being developed for communicating this new statement to Forest Service employees for their use.

Forest Service Mission

Caring for the Land
and
Serving People

This phrase captures the Forest Service mission. As set forth in law, the mission is to achieve quality land management under the sustainable multiple-use management concept to meet the diverse needs of people:

It includes

- Advocating a conservation ethic in promoting the health, productivity, diversity, and beauty of forests and associated lands.
- Listening to people and responding to their diverse needs in making decisions.
- Protecting and managing the National Forests and Grasslands so they best demonstrate the sustainable multiple-use management concept.
- Providing technical and financial assistance to State and private forest landowners, encouraging them to practice good stewardship and quality land management in meeting their specific objectives.
- Providing technical and financial assistance to cities and communities to improve their natural environment by planting trees and caring for their forests.
- Providing international technical assistance and scientific exchanges to sustain and enhance global resources and to encourage quality land management.

- Helping States and communities to use the forests wisely to promote rural economic development and a quality rural environment.
- Developing and providing scientific and technical knowledge aimed at improving our capability to protect, manage, and use forests and rangelands.
- Providing work, training, and education to the unemployed, underemployed, elderly, youth, and disadvantaged in pursuit of our mission.

Forest Service Vision

We are recognized nationally and internationally as a leader in caring for the land and serving people.

We are a multicultural and diverse organization. Employees work in a caring and nurturing environment where leadership is shared. All employees are respected, accepted, and appreciated for their unique and important contribution to the mission. The work is interesting, challenging, rewarding, and fun – more than just a job!

The Forest Service is an efficient and productive organization that excels in achieving its mission. Responsibility and accountability for excellence are shared by employees and partners. The American people can count on the Forest Service to perform.

The Forest Service cares for the land and manages ecosystems for multiple values and uses, involves people at the grassroots, develops and promotes partnerships, and strives for excellence in customer service. This vision is reinforced by our people, values, and culture.

Forest Service Guiding Principles

To realize our mission and vision, we follow these thirteen guiding principles:

- We use an ecological approach and consider all the values and uses of the land in caring for the National Forests and Grasslands.
- We use the best scientific knowledge in making decisions and select the most appropriate technologies in the management of the land.
- We are good neighbors who respect private property rights.
- We strive for quality and excellence in everything we do and are sensitive to the effects of our decisions on people and resources.
- We strive to meet the needs of our customers in fair, friendly, and open ways.
- We form partnerships to achieve shared goals.
- We promote grass-roots involvement in our decisions and activities.
- We value and trust one another and share leadership.
- We value a multicultural organization as essential to our success.
- We maintain high professional and ethical standards.
- We are responsible and accountable for what we do.
- We recognicae and accept that some conflice is natural and we strive to deal with it professionally.
- We follow laws, regulations, executive direction, and congressional intent.

Strategic Direction and Planning

Current Strategic Direction
- Enhancing Recreation, Wildlife, and Fisheries Resources
- Ensuring Environmentally Acceptable Commodity Production
- Improving Scientific Knowledge About Natural Resources
- Responding to Global Resource Issues

Strategic Planning and Future Strategic Direction
- The RPA Planning Process
- Expectations Concerning Future Strategic Direction

Linking Strategic Direction to Lower Level Planning
- Regional Guidance
- Forest Plans
- Site-Specific Projects
- State and Private Forestry Guidance
- International Forestry Planning
- Research Plans

Strategic Direction and Planning

Summary: Long-term strategic direction for the Forest Service is spelled-out in the 1990 Resources Planning Act (RPA) Program. The 1990 RPA Program highlighted four major themes: (1) enhancing recreation, wildlife, and fisheries resources; (2) ensuring that commodity production is environmentally acceptable; (3) improving scientific knowledge about natural resources; and (4) responding to global resource issues. As required by law, the Agency is now re-evaluating its present long-term strategic direction as a precursor to developing the 1995 RPA Program. It is expected that greater emphasis will be placed on the following areas:

- International forestry and response to global concerns
- Ensuring the sustained productivity of forest and grassland ecosystems
- Contributing to rural development
- Ensuring the timely integration of science into management decisions

The Forest Service strategic planning system involves extensive planning activities at the national, regional, forest, and local levels. All lower level planning occurs within the broad framework of priorities established by the RPA Program, consistent with the Agency's mission, vision, and guiding principles.Public input is actively sought and weighs heavily in all phases of the planning process.

Current Strategic Direction (1990 RPA Program and Final Statement of Policy)

Current long-term strategic direction for the Forest Service is spelled out in the 1990 RPA Program and its associated Statement of Policy. This document – entitled "The Forest Service Program for Forest and Rangeland Resources: A Long-Term Strategic Plan" – featured four major themes. These themes are identified and discussed below.

Enhancing Recreation, Wildlife, and Fisheries Resources

Under this theme the Forest Service is giving special emphasis to actions that enhance recreation, wildlife, and fisheries resources on National Forest System

(NFS) lands. Additionally, technical and financial assistance to State and private forest owners is being redirected to encourage multiple resource management on forest lands in these ownership categories. Finally, the Agency is intensifying its research on ways to improve the compatibility of multiple forest uses. The following specific objectives are typical of those being pursued under this theme:

- Bring existing trails and recreational facilities on NFS lands up to an acceptable standard.
- Expand existing recreational opportunities and capabilities on NFS lands by forming new partnerships with interested organizations and individuals.
- Enhance and improve the quality of wildlife and fish habitat on NFS lands.
- Increase recovery efforts for threatened and endangered species, and give more attention to sensitive species – that is, those species at risk of becoming threatened or endangered.
- Intensify the management of NFS Wildernesses and Wild and Scenic Rivers and expand the amount of wilderness acreage.
- Increase technical and financial assistance to State and private forest owners for the purpose of stimulating greater production of recreation, wildlife, and fisheries resources.
- Increase research to improve our understanding of the habitat requirements of all species, especially threatened and endangered species – and our understanding of emerging recreation demands on the forest resource.

Ensuring Environmentally Acceptable Commodity Production

Although the Forest Service has long been concerned with the environmental consequences of its actions, under this theme the Agency is redoubling its efforts to ensure that all commodity production on NFS lands is done in an environmentally acceptable manner. Where commodity production cannot be accomplished in such a manner, commodity outputs are being adjusted downwards. Technical assistance to State and private forest owners is being broadened to emphasize environmentally sensitive practices on these lands as well. Lastly, more research is being focused on formulating management methods that satisfy basic ecological requirements. The following specific objectives are typical of those being pursued under this theme:

- Reduce total timber harvests from NFS lands to provide for the habitat needs of threatened, endangered, and sensitive species and protect other environmental values.
- Accelerate the reduction of clearcutting as a standard timber harvest practice on NFS lands.
- Improve the quality of National Forest System grasslands, even where this necessitates reductions in the current level of livestock grazing.
- Protect water quality through implementation and monitoring of management practices and improve deteriorated watersheds.
- Ensure environmentally acceptable minerals development.

- Restore riparian areas to an acceptable condition.
- Increase technical and financial assistance to State and private forest owners for the purpose of encouraging multiple-resource planning and stewardship of all resources.
- Intensify research efforts to develop environmentally sensitive techniques for commodity production.

Improving Scientific Knowledge About Natural Resources

New scientific knowledge is essential for improving our ability to manage resources. Under this theme the Forest Service is expanding its research to enhance the compatibility of competing uses. Research is also being increased to study the complex interactions of forest and grassland ecosystems to provide the scientific basis for implementing the Agency's new emphasis on ecologically appropriate management. Finally, identification and testing of management practices that permit continued commodity production while ensuring the environmental integrity of the resource base is also a high priority. The following specific objectives are typical of those being pursued under this theme:

- Expand our understanding of forest and rangeland ecosystems through increased research in such topics as biological diversity, water quality, threatened and endangered species, global change in ecosystems and climate, and tropical forestry.
- Broaden our understanding of how resource management programs can be made more responsive to people's changing values by increasing research in such topics as resource uses at the wildland-urban interface, resource contributions to rural development, and diversification of rural economies.
- Expand the array of natural resource options that are open to the Nation by increasing research on such topics as recycling, and alternative protection, management, and utilization systems.

Responding to Global Resource Issues

Under this theme, the Forest Service is increasing scientific exchange and technology transfer to other countries to assist in their management of forest and grassland ecosystems and to reduce adverse impacts on global ecosystems. Additionally, the Agency is proactively responding to significant global resource concerns through many of its domestic initiatives. The following specific objectives are typical of those being pursued under this theme:

- Intensify technology transfer to resource managers in tropical countries so that they can enhance resource output potentials while protecting environmental values and the world's climate.
- Increase international scientific exchange and accelerate the rate at which new ideas are shared and solutions to the world's forestry-related problems are found.
- Expand research aimed at increasing worldwide understanding of the potential ecological impacts of global climate change.

Strategic Planning and Future Strategic Direction

The Forest Service is presently re-evaluating the strategic direction contained in the 1990 RPA Program. This work is in compliance with the requirements of the Forest and Rangelands Renewable Resources Planning Act of 1974 (P.L. 95-307), which stipulates that the Secretary of Agriculture, through the Forest Service, is to prepare a new Program every 5 years. The 1995 RPA Program is scheduled by January 1, 1994, and will be finalized by January 1, 1995. The 1995 Program and accompanying Statement of Policy, when completed, will provide strategic direction for the Forest Service's activities through to the turn of the century.

The RPA Planning Process

The development of an RPA Program has always been a complex undertaking and the formulation of the 1995 Program promises to be no exception. The draft 1995 RPA Program will be prepared after analyzing three broad categories of information.

Information on the Current Situation

Information concerning the Nation's current renewable resource situation is obtained largely from the latest RPA Assessment. The Assessment, like the Program, is prepared according to the requirements of the Forest and Rangeland Renewable Resources Planning Act of 1974. The Assessment provides information for a 50-year projection period on such things as (1) the demand and supply trends for renewable natural resources, (2) the opportunities to increase supplies to meet demands, and (3) emerging conflicts between resource use and environmental concern. The last Assessment was completed in 1989. An update will be completed in 1993 and will form part of the foundation for the 1995 Program.

Information in Existing Agency Plans

Although the RPA Program provides strategic direction to all Forest Service activities, the information in existing Agency plans is considered whenever a new Program is formulated. This information is used to define current program delivery potentials.

Information Obtained Through Public and Employee Involvement

Previously, public and employee comments were sought after a draft RPA Program had been prepared; and this information was used to guide selection of the recommended Program. In developing the 1995 Program, such input is being sought earlier in the process. In general, two types of information are desired. First, opinions concerning what are the most critical natural resource issues – both nationally and globally. Second, opinions concerning the most appropriate roles for the Forest Service to play in addressing emerging issues.

After a draft 1995 Program has been prepared, the Forest Service's final strategic plan will be formulated as it has been in the past. Essentially a three-step process will be required.

1. First, a recommended RPA Program will be selected by the Secretary of Agriculture after analyzing a broad array of alternatives and considering the

comments obtained during a second round of public and employee involvement.

2. Secondly, the Secretary's recommended Program will be transmitted to the Congress along with a Statement of Policy from the President that will indicate the Administration's intentions in implementing the Program.
3. Lastly, Congress will accept or revise the Statement of Policy transmitted by the President. The "recommended" Program and final Statement of Policy become the Forest Service's strategic plan.

Expectations Concerning Future Strategic Direction

Although the Agency's future strategic direction will not be defined until the 1995 RPA Program and final Statement of Policy are complete, expectations are that Forest Service programs will continue to follow the trends of the last 5 to 10 years. Based on preliminary discussions and analyzes performed in conjunction with the 1993 Assessment Update, it appears that the following topics will emerge as points of interest and/or concern by the end of the century.

International Forestry and Global Concerns

Many developed and developing countries are looking to the United States for leadership and the opportunities for making meaningful progress in global forestry issues have probably never been better. The landmark accords reached at the recent Earth Summit in Rio de Janeiro give evidence of a growing international commitment to sustainable natural resource management. The end of the hostilities associated with the Cold War offer an unprecedented opportunity to forge strong cooperative partnerships to work for conservation. The Forest Service has established a new Deputy Chief to lead a new program area in International Forestry in response to congressional direction to play an expanded role in this arena.

Rural Development

Unemployment is an urgent national problem. An important dimension of this problem is unemployment in many rural communities, especially in the western United States. In some instances, declining commodity outputs from NFS lands—particularly of timber—have contributed to this problem. Where this is the case, the Forest Service is trying to help affected communities develop strategies for diversifying their local economies; however, given the continued seriousness of the problem, an intensification of current efforts would be warranted. The Forest Service, with its extensive grassroots organization, is advantageously positioned to deliver a rural development assistance program.

Sustained Productivity of Ecosystems

The Forest Service has adopted an ecological approach to management of the National Forests and Grasslands. This management philosophy builds upon lessons that were learned through Agency experience and the recent New Perspectives initiative. The Agency is committed to the idea that NFS lands should be managed for the full array of goods and services that they are capable of providing; however, such usage must occur in a manner that preserves the diversity, vitality, and sustainability of the forest and grassland ecosystems.

Integration of Science Into Management

The Forest Service believes that the public will be best served by promptly integrating the latest scientific knowledge into all resource management decisions. This implies a need to expand both current technology efforts and the scope and rigor of forestry research activities. It also implies the need for a closer working partnership between scientists and land managers.

Other issues, opportunities, or concerns that could be highlighted in the 1995 RPA Program include forest health and the changing character of the Forest Service work force skills that will be needed to address future challenges.

Linking Strategic Direction to Lower Level Planning

All planning is consistent with the Agency's mission, vision, and guiding principles. The strategic direction that is set forth in the final RPA Program and Statement of Policy becomes the framework within which all lower level planning occurs. At present, below the level of the RPA Program, the Forest Service's integrated planning structure has the following major elements: (1) Regional Guidance, (2) Forest Plans, (3) site-specific projects, (4) State and Private Forestry guidance, and (5) international forestry planning, and (6) Research Plans. Each of these elements merits closer examination.

Regional Guidance

Regional Guides have been used to channel information and program guidance between the RPA Program and the individual Forest Plans, thereby providing a direct link between the national and local planning processes. Although they tend to emphasize National Forest System program activities, the Guides also provide for cooperation with State and Private Forestry (except in the Northeastern Area) and Research. Under proposed revisions of the forest planning regulations, Regional Guides will no longer be required; however, in instances where no formal Regional guide is prepared, the Regional Foresters and Forest Supervisors will be expected to monitor Forest Plan consistency with RPA Program direction.

Forest Plans

Forest Plans are required under the National Forest Management Act of 1976. The objectives set forth in the forest plans represent the desired future land and resource conditions that National Forests intend to strive for during the planning period. More specifically, forest plans: (1) establish forest-wide multiple-use goals and objectives, (2) establish forest-wide management requirements (standards and guidelines) to govern the implementation of different activities, (3) evaluate the suitability of lands for resource management, (4) delineate management areas and associated management prescriptions, (5) set forth recommendations regarding wilderness, and (6) establish monitoring and evaluation requirements.

In setting objectives, the National Forests are guided by the roles, issues, and strategies of the national RPA Program. However, the direction provided in the Program is tempered by the local resource situations, economic needs of local

communities, environmental sensitivities, and public comments received during each plan's development. To provide flexibility, Forest Plans are subject to amendment or revision as the need arises. Amendments or revisions can be made in response to changes in RPA Program direction, new national initiatives, or other factors. In FY 1991, over 150 amendments were made to Forest Plans on 60 National Forests.

An Environmental Impact Statement (EIS) must be prepared in connection with developing a Forest Plan. This EIS displays a number of management alternatives for the Forest in question. After evaluation of the alternatives, a "preferred alternative" is selected. The Agency's publics have diverse and often competing interests in management of the National Forests. When line officers choose among alternatives in making management decisions, the result is not always acceptable to all participants in the process. The decision may lead to an administrative appeal by those who disagree with the outcome, and sometimes litigation is initiated. Presently, more than 200 administrative appeals and 25 lawsuits that challenge decisions made in Forest Plans are pending at the national level.

In the forest planning process, measures known as "standards and guidelines" are established to ensure that environmental values will be adequately protected as resource management projects are implemented. The standards and guidelines in the current generation of Forest Plans are strong in their protection of natural and cultural resources. Indeed, in some cases as work went forward to implement the Forest Plans, it became evident that commodity production objectives could not be achieved without conflicting with the standards and guidelines. In February 1990, Forest Service Chief Robertson issued clear direction that, in the event of such conflicts, the standards and guidelines take precedence over achieving the outputs. Forest Service policy is that every project must be in full compliance with the standards and guidelines set forth in the Forest Plans.

The existing Forest Plans were prepared under regulations adopted in 1982. These regulations resulted in the most comprehensive set of Forest Plans in the history of the Forest Service and allowed for unprecedented public involvement. However, the Agency has developed revised planning regulations which will be released for public comment in the near future. The revised regulations have been drafted using knowledge gained during the first round of forest planning as well as insights provided by: the internally conducted Critique of Land Management Planning, and the Office of Technology Assessment's Report on Forest Service Planning. The new regulations seek to do three things:

1. Clarify Agency policies regarding the relationship between forest planning and project decisionmaking, incorporating ecosystems management into forest planning, ensuring maintenance of biological diversity in forest planning, and the limited circumstances under which clearcutting will be appropriate.
2. Streamline process requirements by reducing complexity and eliminating unnecessary steps, and providing for greater flexibility and more ease in making amendments and revisions. It is estimated that implementation of the proposal will save the Agency approximately $76.2 million over the next 10 to 15 years.
3. Strengthen key components of the planning process by highlighting the importance of ecological parameters in planning decisions, placing greater

emphasis on monitoring and evaluation, and enhancing the public's role in Forest Plan decisionmaking.

Site-Specific Projects

Decisions concerning the types of projects that are to be undertaken on specific sites, as well as the specific management practices that are to be employed in connection with these projects, are not generally made within Forest Plans. Instead, these types of decisions are made in site-specific projects that are formulated as part of the Forest Plan implementation process and in compliance with the intent and procedures of the National Environmental Policy Act (NEPA). The site-specific projects thus describe actual management actions that are to be carried out on the ground to implement the direction in the Forest Plans.

In March of 1992, because of the significant increase in the number of project appeals (1600 new appeals were filed in 1992), and because the increase in the number of such appeals was seriously disrupting the Agency's ability to meet Congressionally established timber output targets, the Forest Service proposed changes to the regulations that govern administrative appeals of project and activity decisions that implement Forest Plans – i.e., 36 CFR 217. Recently Congress, in enacting Section 322 of the 1993 Interior and Related Agencies Appropriations Act, has directed the Forest Service to retain a project appeals process; however, the process is to be streamlined so as to minimize disruption of on-going work activities. The Act requires a pre-decisional public notice and comment opportunity for projects and activities not documented in EIS's. It also provides for formal and informal appeal resolution processes.

State and Private Forestry Guidance

Except for the Northeastern Area, which has developed its own 5-year plan for 1990 to 1994, guidance for the Forest Service's State and Private Forestry activities is provided through the RPA Program and the various Regional Guides. All of these guidance materials were developed in full recognition of the information contained in the Statewide forest resource plans prepared by the State Foresters.

International Forestry Planning

Planning for International Forestry activities is closely linked with that of the U.S. Agency for International Development (USAID). Forest Service International Forestry identifies U.S. priorities and key issues affecting the world's forests and develops strategic plans for effective forestry assistance programs for each geographic region. Individual country plans identify potential assistance projects and cooperative agreements that can then be planned in detail.

Research Plans

A strategic plan consistent with the guidance established in the 1990 RPA Program has been prepared by the Deputy Chief for Research. Additionally, individual Experiment Stations have prepared strategic plans for their research programs. To ensure scientific inquiry into the major issues facing forestry today, these Station Plans are further linked to specific Research Work Unit Descriptions.

History, Organization, and Authorities

Forest Service History, Organization, and Authorities

Summary: The Forest Service, with slightly over 35,000 permanent employees, is the largest agency in the United States Department of Agriculture. Its origins can be traced back to the late 1800's and the mounting public desire to halt exploitation of the Nation's timber resources and protect watersheds and valuable water supplies. Prior to World War II, the Agency's management activities were primarily custodial in nature. In recent years, however, in response to greatly increased demands for the full range of goods and services that the National Forests are capable of providing, and because of growing public concern over a broad array of environmental issues, the Agency has undergone significant change in both the character and direction of its programs and in the composition of its workforce. To meet its management challenges, the Forest Service has a decentralized organizational structure that allows important management decisions to be made at the lowest possible level while simultaneously maintaining effective managerial control and ensuring compliance with all relevant laws and regulations. Additionally, the Agency is making a concerted effort to clearly articulate its mission, vision, and guiding principles to its employees and interested external publics.

Chronology of Change in the Forest Service

The Forest Service has a long and proud history – and has always drawn strength from its roots, values, and traditions. Only the broadest outlines of this heritage can be described here. More complete details are available from a variety of sources, including the following books:

- Steen, Harold K. 1976. The U.S. Forest Service: A History. Seattle: University of Washington Press.
- West, Terry L. 1992. Centennial Mini-Histories of the Forest Service. FS-518. Washington, DC: USDA Forest Service.

Early Years Through 1970

The origins of the Forest Service date back almost as far as the origins of the Department itself. In 1873, 11 years after the Department was established, the American Association for the Advancement of Science recommended the creation of a Federal forestry commission. Three years later in 1876, Congress appropriated $2,000 to employ a Federal forestry agent, and it was from this action that today's Forest Service eventually emerged.

A Division of Forestry was formally established in the Department in 1881. Ten years later, in 1891, the President authorized the setting aside of forest reserves from the public domain. This action was taken in response to the perceived exploitation of timber resources on western public domain lands, and to protect watersheds for the production of irrigation water for the arid West. Initially the forest reserves were managed by the Department of the Interior, but in 1905 this responsibility was transferred to the Bureau of Forestry in USDA. In that same year, the Bureau was renamed as the U.S. Forest Service: and 2 years later, in 1907, the forest reserves were renamed National Forests.

During the early 1900's, Forest Service management activities on the National Forests were largely custodial in nature. Providing fire protection, preventing destructive grazing practices, and reducing timber theft were the three areas of greatest concern. During this period, considerable attention was also focused on extending fire protection to private timber lands, because the lack of such protection was viewed as a major disincentive to improved reforestation. The National Forests contributed very little to the Nation's timber supply.

Some important dates from these early years in the Agency's development include the following:

1908 First Forest Service experiment station established in Arizona.

1910 Forest Products Laboratory established at Madison, Wisconsin.

1911 Weeks Law enacted. This statute authorized the purchase of lands in the watersheds of navigable streams, thus paving the way for the acquisition of National Forest lands in the East. It also authorized matching funds for State forestry agencies, thereby launching the State and Private Forestry program.

1915 Research Branch created.

1924 Clarke-McNary Act enacted, authorizing the purchase of lands outside the watersheds of navigable streams, thereby increasing the potential for acquiring National Forest lands in the East.

The great depression years were a time of significant change on the National Forests. Members of the Civilian Conservation Corps (CCC) carried out the largest reforestation program ever conducted, planting millions of acres of trees. Additionally, tens of thousands of miles of roads and trails were constructed, as were numerous picnic and camping areas, warehouses, and other administrative facilities. These

improvements proved critical to accommodating the outdoor recreation boom that occurred on the National Forests in the post-war period.

With the onset of World War II, the demand for National Forest timber began to increase. Declining private timber harvests were a factor, but even more importantly wood was required for a variety of war-related uses such as packing materials, truck bodies, and barracks construction. This heightened demand continued into the post-war years because of an expanding U.S. population and the reservoir of needs, especially for housing, that had gone unfilled during the depression and wartime periods.

Concurrent with the rise in the demand for timber, the demand for many of the noncommodity uses of the National Forests – e.g., recreation, hunting and fishing, and wilderness – also began to undergo dramatic increases. These changes were precipitated by a shortening of the work week and the growing affluence and mobility of much of American society. The task of satisfying these expanding, and to some degree competing demands, was made more complex by the fact that, by the late 1960's, a significant segment of the public had become seriously concerned about environmental quality. The National Forests were caught up in this concern with the result that the potential environmental impacts of all commodity production activities came under increased public scrutiny.

1970 to the Present

During the time since 1970, when the first "Earth Day" was celebrated, several factors have been impacting upon the Forest Service. Four that stand out as having been particularly important are: (1) the increased demands that have been placed upon the full array of goods and services available from the National Forests, (2) the increased controversy over what constitutes the most appropriate mix of products to provide from the National Forests, (3) the increased public concern about the environmental impacts associated with all land management actions, and (4) the heightened public insistence on greater access to Agency planning and decisionmaking processes. Symptomatic of the pressures created by these factors are several key pieces of Federal legislation that have attempted to minimize controversy by establishing mechanisms that ensure thorough analysis of environmental impacts, comprehensive and integrated program and project planning, and adequate opportunities for public involvement. Some of these laws – the National Environmental Policy Act of 1969 and the Endangered Species Act of 1973 – have applied to all Federal agencies, while others – the Forest and Rangeland Renewable Resources Planning Act of 1974 and the National Forest Management Act of 1976 – have applied specifically to the Forest Service. Perhaps predictably, however, since many disputes over the use of National Forest resources revolve around fundamental differences in personal values, these various legal and administrative mechanisms have not succeeded in ending controversy.

Some critics of the Forest Service have alleged that the Agency is an entrenched bureaucracy that has almost totally failed to recognize and respond to the need for change. Such a view, however, is not supported by the facts. In truth, the Agency has changed dramatically in recent years, both in the character and direction of its programs and in the composition of its workforce. The following examples are illustrative of the changes that have occurred.

Changes in National Forest System Programs

- Between 1988 and 1992, funding for recreation has increased by more than 50 percent in real dollar terms
- Between 1988 and 1992, funding for fish and wildlife has increased by more than 100 percent in real dollar terms.
- Between 1988 and 1992, the volume of timber offered for sale has dropped from 11.3 to 5.1 billion board feet.
- In 1989, "New Perspectives" was launched to identify more environmentally sensitive ways of managing the National Forests and Grasslands. This year the lessons that were learned are being implemented Servicewide under the "Ecosystems Management" policy.
- Since 1987, use of clearcutting has been significantly reduced, and under directions issued this year future use could decline by an additional 70 percent.
- Under the "Change on the Range" initiative, significant progress has been made towards improving the vegetative conditions of Forest Service rangelands and their associated riparian areas.
- The "Mineral Showcasing" program is illustrative of the environmental sensitivity being afforded mineral and energy developement on National Forest System lands.
- The number of partnerships between the Forest Service, private individuals, organizations, and public agencies under the Challenge Cost-Share Program has grown tremendously, enhancing wildlife habitat and recreation activities in the National Forests.

Changes in State and Private Forestry Programs

- Between 1988 and 1992, in recognition that almost 60 percent of the timber land in the United States is owned by nonindustrial private forest owners, funding for State and Private Forestry was increased by over 80 percent in real dollar terms.
- The scope of cooperative programs has been broadened beyond traditional emphases on timber production, wood utilization, fire protection, and insect and disease control to one that provides multiple use and environmental assistance.
- Under the Forest Stewardship and Stewardship Incentive Programs, nonindustrial private forest owners are being helped, both technically and financially, to actively manage all the resources that occur on their forest lands based on their individual ownership objectives.
- Under the Urban and Community Forestry and Conservation Education Programs, the Agency is reaching out to new constituencies and is building new partnerships.
- Under the Rural Development Initiative, the Agency is striving to help many small communities to diversify and strengthen their local economies.

Changes in Research Programs

- Between 1988 and 1992, in recognition of the vital role that increased scientific knowledge will play as society seeks to resolve the pressing natural resources issues that it faces, funding for forest and grassland related research has been increased by 15 percent in constant dollars.

- The scope of research programs has been broadened beyond traditional emphases on forest inventory, timber management, forest products harvesting, wood utilization, insects and disease, wildlife, and recreation.
- Efforts to develop a better understanding of forest and grassland ecosystems have been intensified through expanded research on such topics as ecological processes, biological diversity, endangered species, and global change.
- Efforts to develop a better understanding of the complex relationships between people and natural resources have been intensified through expanded research on such topics as fire at urban-wildland interfaces, rural development and economic diversification, international trade, and the influences of urban culture on natural resource management.
- Efforts to increase the array of resource options that are available to society have been intensified through increased research on such topics as recycling, development of innovative management systems, and evaluation of resource incompatibilities.

Changes in International Forestry Programs

- Recognizing that many pressing environmental concerns can only be effectively addressed on a global scale, the Agency's international forestry activities have been expanded were beyond the exchange of technical expertise and scientific information.
- The 1991 Farm Bill established a new program area and new Deputy chief for International Forestry.
- The missions of the Institutes of Tropical Forestry and of Pacific Islands Forestry have been substantially broadened so that the knowledge that is gained may be of even greater help to resource managers in many developing countries.
- The Forest Service has increased its cooperation with the U.S. Agency for International Development both in terms of showing how natural resources can effectively contribute to sustainable development and providing disaster assistance around the globe.
- During 1991 and 1992 the Agency – through its active participation in such events as the 10th World Forestry Congress (Paris), the Earth Summit (Rio de Janeiro), and the Centennial Meeting of the International Union of Forestry Research Organizations (Berlin) – made significant progress towards assuming a leadership role in international forestry.

Changes in the Forest Service Work Force

In 1976, the Agency established a civil rights policy that was reaffirmed and strengthened in 1987. In 1990, the Chief established a goal of having in place, by 1995 and beyond, a Forest Service workforce that would reflect the diversity in the national civilian labor force.

- Between 1988 and June 1992, the total number of permanent employees in the Agency grew by 8.8 percent.
- Between 1988 and June 1992, the total number of women in the Agency grew by 37.1 percent.
- Between 1988 and June 1992, the total number of minorities in the Agency grew by 28.9 percent.
- Over the period from 1971 to the present, the number of wildlife biologists, fisheries biologists, and landscape architects has significantly increased. The total number of foresters and civil engineers in the Agency has gone down modestly.

There are many reasons why change has been occurring within the Forest Service. In some instances, information gained through the Agency's public involvement processes has been responsible; in other cases, information gained through the Agency's research efforts has led to change; and finally, in still other instances, change has occurred as a consequence of the constantly evolving attitudes of the Agency's leadership and workforce. Figure 1 highlights some of the ways that the Forest Service has been changing.

Forest Service Organization

The Forest Service's organizational structure is designed to achieve three fundamental objectives. First, to enable the Agency to efficiently carry out its assigned responsibilities. Secondly, to provide for the clear transmission of policy, information, and instructions from the top to the bottom of the organization. Thirdly, to facilitate the free flow of "feedback" information from the field to the headquarters levels of the Agency.

Decentralization is the key principle that underlies the Forest Service's organizational structure. Since its inception, the Agency has strongly believed that, within general policy guidelines, decisions should be made by the on-the-ground managers who have the greatest knowledge of resource options and the strongest contacts with the people who use the National Forests. The Agency has made delegations of authority commensurate with this belief and its organizational form is a combination of line officer positions and functional staffs. To ensure consistency of actions, the Agency has developed a document about its mission, vision, and guiding principles to communicate them to its employees and interested external publics.

Washington Office Organization

In the Washington Office, the executive decisionmaking group is comprised of the Chief, Associate Chief, and six Deputy Chiefs (Associate Deputy Chiefs share duties and responsibilities with the Deputy Chiefs) each of whom oversee a specific Program Area. As shown in figure 2, the six program areas are National Forest System, Research, State and Private Forestry, International Forestry, Programs and Legislation, and Administration. Each program area is, in turn, organized into a number of functional staffs each under the control of a Staff Director. Washington Office Staff Directors assist the executive decisionmaking group by providing information and advice concerning the particular programs that they oversee. Figure 2 shows the specific staffs that presently exist within each program area.

Figure 3 (upper portion) identifies the people who presently occupy the key line and staff positions in the national headquarters. It cannot be included in this printing format.

Field Office Organization

At the field level, the Forest Service is organized under essentially three of the program areas: National Forest System, State and Private Forestry, and Research. Each area has a somewhat different organizational structure.

National Forest System

At the field level, the National Forest System is organized into 9 Regions (numbered 1-6 and 8-10), each led by a Regional Forester; 122 National Forests, each led by a Forest Supervisor; and 630 Ranger Districts, each led by a District Ranger.

The primary responsibilities of the Regional Forester are to

- Translate national policy, including that from the RPA, into Regional direction.
- Oversee and evaluate program and policy implementation within the Region.
- Interact with the States and other Federal agencies.
- Provide consolidated technical support to individual National Forests.
- translate research findings into action; and

The primary responsibilities of the Forest Supervisors are to.

- Develop and monitor land management plans.
- Coordinate District short-range plans.
- Perform, on a forestwide basis, any on-the-ground work that requires specialized skills not needed on individual Districts.
- Monitor program quality and accomplishments.
- Provide technical advice and assistance to the Districts.
- Interact with State and county agencies.

The primary responsibilities of the District Rangers are to

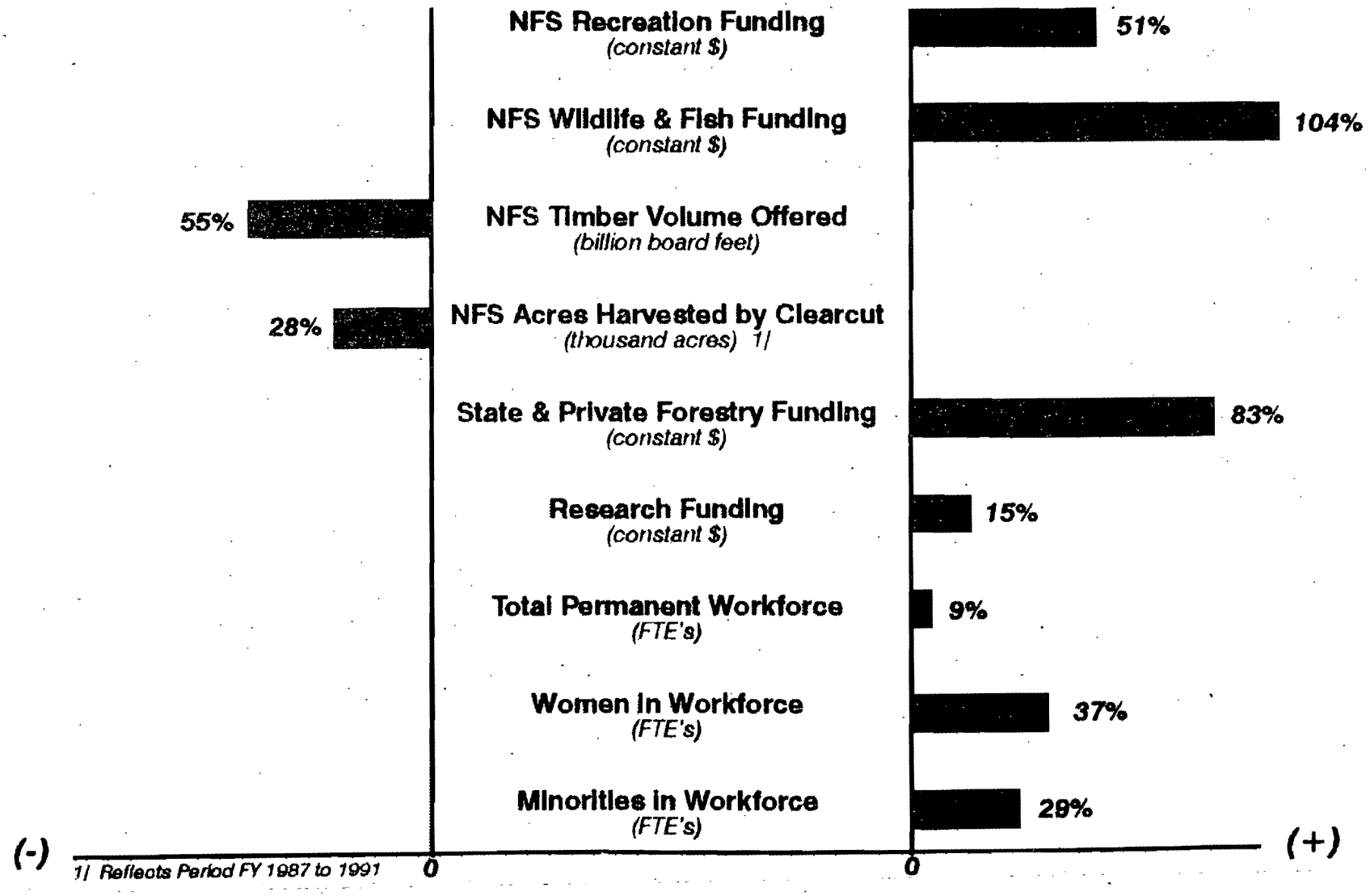
- Implement the land management plans.
- Provide on-the-ground management of human resource programs.
- Provide primary delivery of services to the public.
- Prepare short-term resource management (i.e., project) plans.
- Provide input to the land management planning process.
- Interact with State and county agencies.

Figure 4 shows the present geographical boundaries of the nine Regions and indicates where the headquarters office for each is located.

History, Organization and Authorities, Figure 1.

Some Indicators of Change in Forest Service Programs and Workforce

Percent Change During Period FY 1988 through 1992



1/ Reflects Period FY 1987 to 1991

State and Private Forestry

At the field level, responsibility for the State and Private Forestry program normally rests with the Regional Foresters. The one exception to this rule is that, in the area encompassed by Eastern Region (9), State and Private Forestry exists as a separate administrative entity under the leadership of the Director of the Northeastern Area, who is located in Radnor, Pennsylvania, at the same facility as the Northeastern Forest Experiment Station headquarters (Figure 5). This differential treatment is a reflection of the large number of nonindustrial private woodland owners who reside in the northeastern states.

The primary responsibilities of the Area Director, and of the Regional Foresters in those parts of the country where they oversee the State and Private Forestry program, are to

- Provide leadership, in coordination with appropriate Regional Offices and Research Stations, for state and private forestry matters.
- Meet Forest Service objectives relating to assisting state and private forest landowners in the development, management, and administration of natural and human resources.
- Through state and private coordinators, accomplish Forest Service objectives associated with coordinated land-use planning and production of goods and services from private, National Forest System, and other public lands.
- Provide technical and financial assistance to states and private cooperators.
- Disseminate to State and private cooperators new research information for use in State and private forestry programs.
- Monitor and evaluate the effectiveness of state cooperative and technical assistance programs.

Research

At the field level, the Research program is administered through eight Experiment Station Directors—who oversee programs of a regional nature. The Director of the Forests Products Laboratory at Madison, Wisconsin—because of the highly specialized nature of the research that is conducted there—oversees only one facility, but its activities are national, and in some respects even international, in scope. Figure 5 shows the geographical boundaries of the areas that fall under the control of each Experiment Station Director and also indicates the location of each Station headquarters. It should be noted that, in an effort to improve certain administrative efficiencies, a proposal has been made to combine the Southeastern and Southern Stations (combined headquarters at Asheville, North Carolina) and the Rocky Mountain and Intermountain Stations (combined headquarters at Denver, Colorado). Such a restructuring would not affect the scope or quality of the Agency's research activities.

Each Station Director is assisted by a group of Assistant Station Directors for Research (one or more), Administration, and Research Management Planning and Applications. These Station leadership teams, in turn, oversee and support the activities of a number of individual Research Work Units (RWU's), each led by a Project Leader. For the most part, it is within these RWU's where the actual research is done. One exception is that sometimes, to facilitate effectively addressing particularly pressing problems where there is also an urgent need to ensure prompt

technology transfer, a Research Program will be established. Such programs are administered by a Program Manager. Great care is taken to ensure that all research activities, which are presently being conducted by over 700 scientists working in 72 separate laboratories, address high priority concerns and are complementary, not duplicative.

The primary responsibilities of the Research Station Directors are to

- Provide overall leadership in meeting the Forest Service's research objectives within the geographical area that the Station serves.
- Coordinate research program development with appropriate Regions, the Area, and other Stations.
- Advise the Chief concerning new research needs and requirements.

- Coordinate Station multinear and short-range planning.
- Establish standards and systems for controlling and evaluating the quantity and quality of research accomplishments.

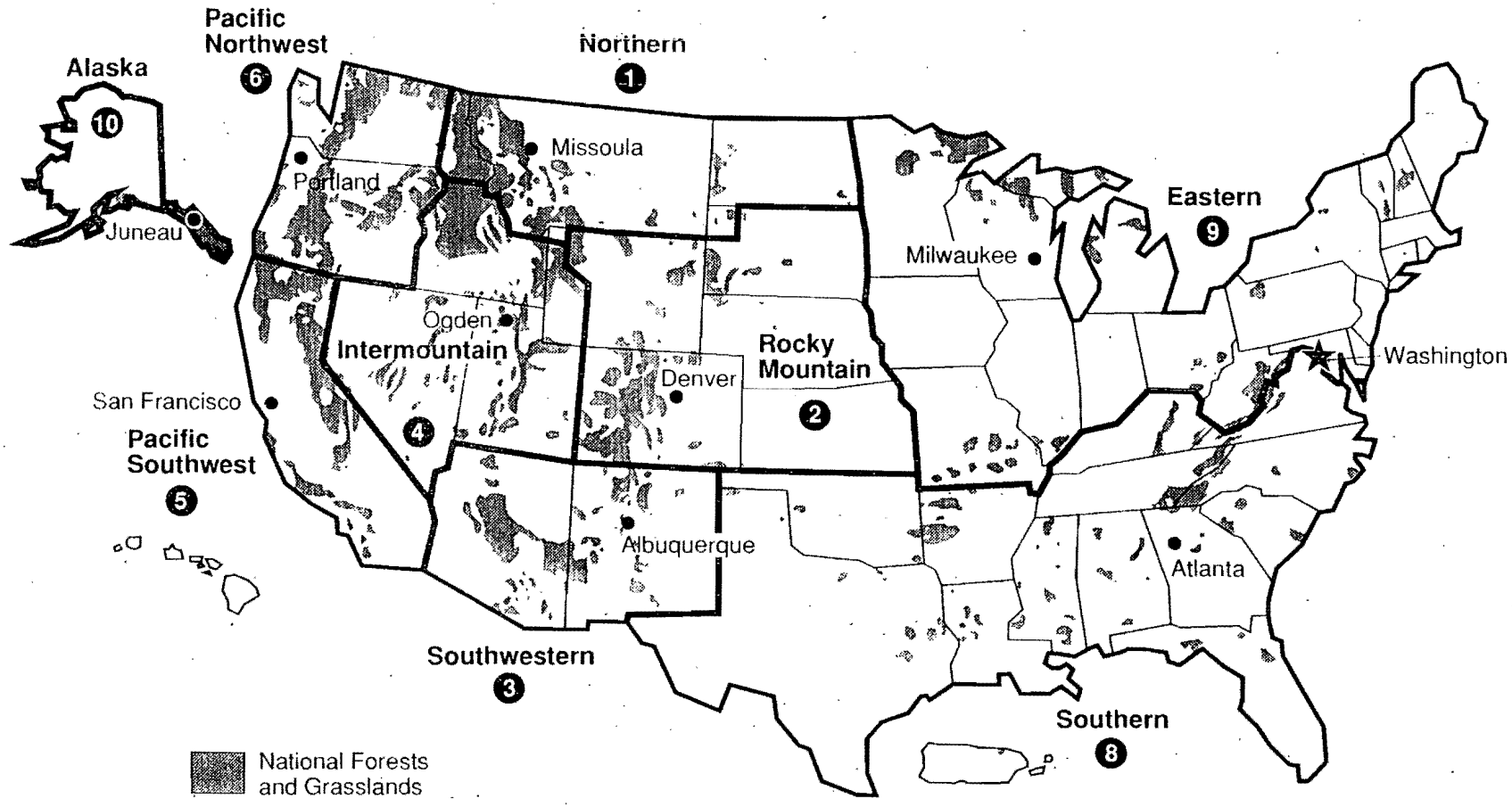
The primary responsibilities of the Research Work Unit leaders are to

- Plan research programs and activities that address unresolved issues in their assigned problem areas.
- Prepare problem analyses and study plans.
- Conduct approved research programs and activities.
- Prepare manuscripts documenting the results of the research that has been conducted.

The principal reason why the research field structure differs from that for the National Forests is that Research Station boundaries have been designed to coincide with variations in the geographical ranges of naturally occurring ecosystems—not to reflect what would be most administratively convenient. Secondarily, not putting Research under the direction of the Regional Foresters helps to ensure the autonomy of the Agency's scientists.

USDA Forest Service

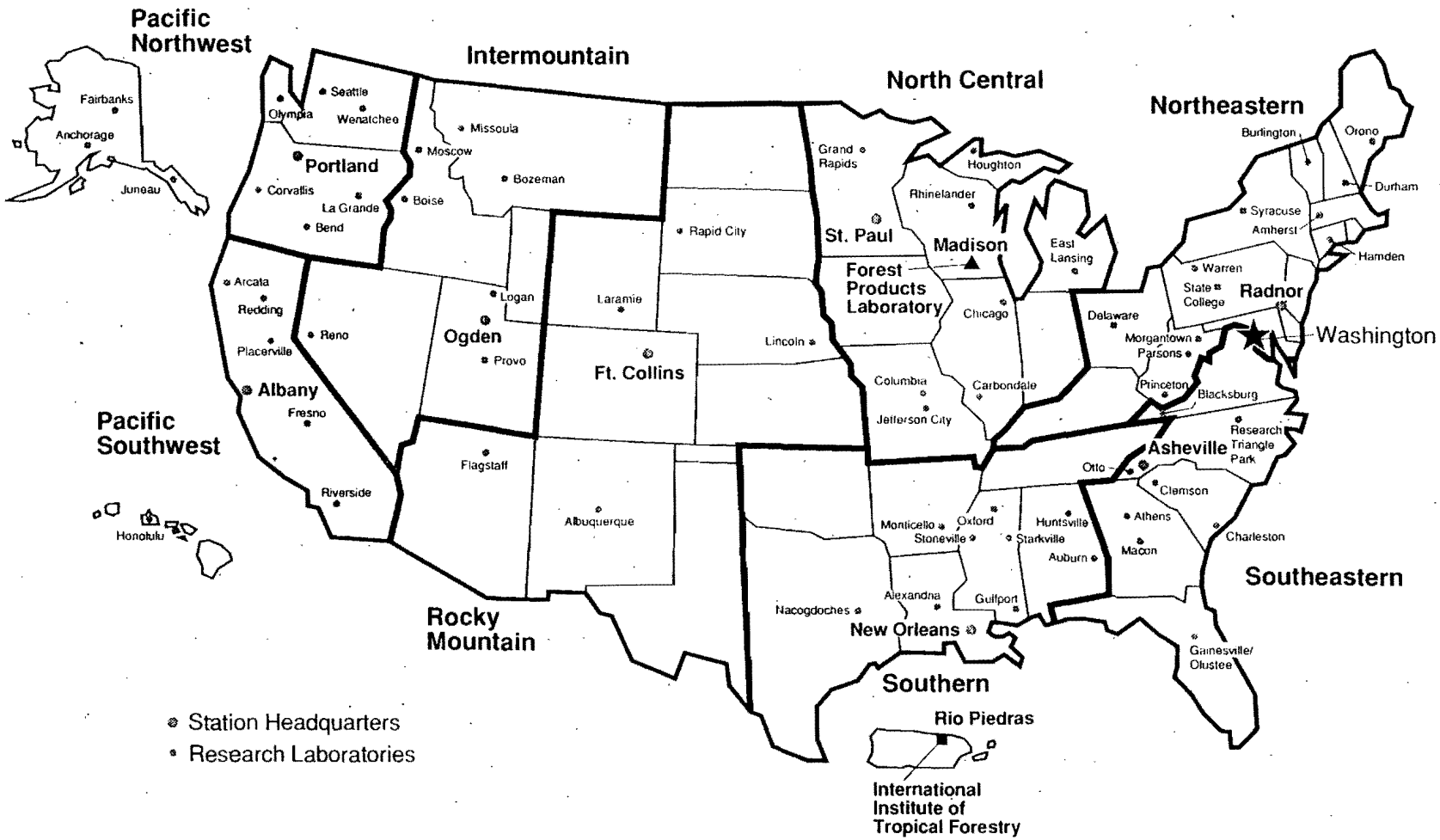
National Forest System



History, Organization, & Authorities, Figure 4. Geographical Boundaries of Each National Forest System Region and of the Northeastern Area.

USDA Forest Service

Research Locations



History, Organization, & Authorities, Figure 5. Geographical Boundaries of the Areas Served by Each Forest Service Experiment Station.
(As previously noted, a proposal has been made to combine the Southeastern with the Southern Station and the Rocky Mountain with the Intermountain Station.)

Major Statutory Authorities

The Forest Service operates under a wide array of statutory authorities. Some of these authorities apply to all Federal agencies, and others just to the Forest Service. Of those that apply exclusively to the Forest Service, some impact all Agency programs and others only specific program areas. The sections below review the key provisions of some of the more important of the legislative authorities that affect Forest Service operations.

All Forest Service Programs

Three statutory authorities that have important implications for all Forest Service programs are: (1) the National Environmental Policy Act of 1969, (2) the Endangered Species Act of 1973, and (3) the Forest and Rangeland Renewable Resources Planning Act of 1974. Some key provisions of each of these laws are highlighted below.

National Environmental Policy Act of 1969 (Act of January 1, 1970; 83 Stat. 852).

- Requires Federal agencies to use a systematic, interdisciplinary approach in planning and decisionmaking which may impact the environment.
- Requires each Federal agency to document environmental impacts, alternatives, and irreversible and irretrievable commitments of resources for all proposed Federal actions significantly affecting the quality of the human environment. This documentation is done with Environmental Impact Statements and Environmental Analyses.

Endangered Species Act of 1973 (Act of December 28, 1973; 87 Stat. 884).

- Establishes guidelines used by the Secretary of the Interior (Fish and Wildlife Service) or the Secretary of Commerce (National Marine Fisheries Service), to determine whether a plant or animal species is "endangered" or "threatened".
- Defines "endangered species" to mean any species which is in danger of extinction throughout all or a significant portion of its range.
- Defines "threatened species" to mean any species which is likely to become endangered within the foreseeable future throughout all or a significant portion of its range.
- Requires all Federal agencies to ensure, in consultation with the Fish and Wildlife Service or the National Marine Fisheries Service, that their actions are not likely to jeopardize the continued existence of any endangered species or threatened species or result in the destruction or adverse modification of the habitat of such species.

Forest and Rangelands Renewable Resources Planning Act of 1974 (Act of August 17, 1974, 88 Stat. 476, as amended)

- Requires a Renewable Resource Assessment every 10 years that includes present and anticipated uses, demand for, and supply of renewable natural resources; foreign trade interrelationships; an inventory of present and potential renewable resources; and a discussion of important policy

considerations. The Assessment is to cover all the renewable natural resources of the United States, regardless of land ownership.

- Requires a Renewable Resource Program every 5 years that outlines the management and administration of all Forest Service programs in relationship to the findings of the Assessment. The Program must be consistent with the principles set forth in the Multiple-Use Sustained-Yield Act of 1960 and the National Environmental Policy Act of 1969.

National Forest System

Two statutory authorities that have important implications primarily for Forest Service management of National Forest System lands are the Multiple-Use Sustained-Yield Act of 1960, and (2) the National Forest Management Act of 1976. Some key provisions of these two laws are highlighted below.

Multiple-Use Sustained-Yield Act of 1960 (Act of June 12, 1960; 74 Stat. 215).

- Requires that the National Forests be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes.
- Authorizes development and administration of the renewable surface resources of the National Forests for multiple use and sustained yield.
- Defines "multiple use" to mean the management of all the various renewable surface resources of the National Forests so that they are utilized in the combination that will best meet the needs of the American people.
- Defines "sustained yield" to mean the achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources of the National Forests without impairment of the productivity of the land.

National Forest Management Act of 1976 (Act of October 22, 1976; 90 Stat. 2949, as amended).

- Amends the Forest and Rangelands Renewable Resources Planning Act of 1974 and establishes a comprehensive framework for land and resource management planning within the National Forest System.
- Requires one integrated plan for each unit of the National Forest System (Forest Plan) that is to be revised at least every 15 years.
- Requires that Forest Plans be prepared by interdisciplinary teams and that the public have opportunities to participate during the development, review, and revision of Forest Plans.
- Requires that Forest Plans provide for diversity of plant and animal communities and that the plans be consistent with the Multiple-Use Sustained-Yield Act of 1960 and the National Environmental Policy Act of 1969.
- Establishes criteria for the harvesting of timber from National Forest System lands that include requirements for reforestation and watershed protection.

State and Private Forestry

A primary statutory authority for many of the Forest Service's current program activities in State and Private Forestry is the Cooperative Forestry Assistance Act of 1978, as amended by the 1990 Farm Bill. Some key provisions of these laws are highlighted below.

Cooperative Forestry Assistance Act of 1978 (Act of July 1, 1978, 92 Stat. 365) as amended by the Food, Agriculture, Conservation and Trade Act of 1990 (Farm Bill; Act of November 28, 1990; 104 Stat. 3359).

- Authorizes cooperation and assistance to non-Federal forest landowners in rural forest management, urban and community forest management, timber production, insect and disease control, rural fire prevention and control, forest management planning, and technology implementation.
- Authorizes a forest stewardship program and a stewardship incentive program, including technical assistance and cost sharing for nonindustrial private forest landowners to encourage them to more actively manage their forest resources.
- Authorizes a forest legacy program, including the acquisition of land, conservation easements, and rights of public access to protect forest areas threatened by conversion to nonforest uses.
- Authorizes financial assistance to State Foresters and others to monitor forest health and protect forest lands.
- Authorizes cost-share assistance to States, subdivisions of States, and others to implement integrated pest management strategies on non-Federal lands.
- Authorizes urban and community forest resources education and technical assistance, competitive challenge cost-share forestry projects in urban and community areas, and urban and community tree planting and management programs.
- Authorizes financial, technical, and related assistance to State Foresters, and through them to other Agencies and individuals, including rural volunteer fire departments, to conduct preparedness and mobilization activities.
- Authorizes establishment of Federal and State Coordinating Committees to advise on State and Private Forestry issues.

Research (related to forests and grasslands within the United States)

A primary statutory authority for many of the Forest Service's current domestic research activities is the Forest and Rangelands Renewable Resources Research Act of 1978, as amended by the 1990 Farm Bill. Some key provisions of these laws are highlighted below.

Forest and Rangelands Renewable Resources Research Act of 1978 (Act of June 30, 1978; 92 Stat. 353) as amended by the Food, Agriculture, Conservation and Trade Act of 1990 (Farm Bill; Act of November 28, 1990; 104 Stat. 3359).

- Provides authority to conduct, support, and cooperate in investigations, tests, and other activities necessary to obtain, analyze, develop, demonstrate, and disseminate scientific information about protecting, managing, and

utilizing forest and rangeland resources in rural, suburban, and urban areas of the United States.

- Authorizes competitive research grants and advance of funds to cooperators and grantees.
- Authorizes development and implementation of improved methods of survey and analysis of forest inventory information.
- Authorizes research studies and other activities deemed necessary to evaluate renewable resource management problems associated with urban-forest interfaces, to assess effects of changes in Federal revenue codes on private forest management and investment, and to develop improved delivery systems for information and technical assistance provided to private landowners.
- Authorizes an expanded wood fiber recycling research program.
- Authorizes a forestry student grant program for minority and female students.

International Forestry (including research applicable outside the United States)

Two statutory authorities that have had major impacts on the Forest Service's activities in the area of International Forestry, including the scope of our research efforts with potential for application outside the United States, are: (1) the International Forestry Cooperation Act of 1990; and (2) the Food, Agriculture, Conservation, and Trade Act of 1990 (Farm Bill). Some key provisions of these two laws are highlighted below.

International Forestry Cooperation Act of 1990 (Act of November 5, 1990, 104 Stat. 2070).

- Authorizes support (including cooperation and financial and technical assistance without reimbursement) for international forestry and related natural resource activities outside the United States and its territories and possessions with a focus on those countries that could have a substantial impact on emissions of greenhouse gases related to global warming.
- Authorizes support of the Tropical Forestry Action Plan and activities specifically addressing tropical deforestation and degradation.
- Authorizes expansion of the capabilities of the Institute of Tropical Forestry in Puerto Rico.

Food, Agriculture, Conservation, and Trade Act of 1990 (Farm Bill) (Act of November 28, 1990, 104 Stat. 3359).

- Authorizes establishment of an International Forest Products Trade Institute to increase the competitive position of forest industries of the northeastern United States as major producers of international forest products.
- Authorizes studies on emissions of methane, nitrous oxide, and hydrocarbons in relation to tropical and temperate forests and how these interrelationships may affect global climate change.

- Authorizes the establishment of an Office of International Forestry within the Forest Service.
- Authorizes the Institutes of Tropical Forestry and of Pacific Islands Forestry to conduct research on management and development of tropical forests.
- Authorizes biomass energy demonstration projects and interagency cooperation with the Department of Defense to maximize biomass growth.

Description of Programs

Forest Service Research
State and Private Forestry
Management of the National Forest System
- Recreation/Wilderness
- Fish and Wildlife
- Soil, Water, and Air
- Timber
- Minerals
- Range
- Real Estate Management
- Special Uses
- Infrastructure

International Forestry
Human Resources and the Forest Service Workforce
- Job Corps Civilian Conservation Centers
- Senior Community Service Employment Program
- Youth Conservation Corps
- Volunteers in the National Forests
- Touch America Program
- Hosted Programs
- Take Pride in America
- Los Angeles Employment Program

Key Statistics

Description of Programs

Summary: The Forest Service has the Federal responsibility for national leadership in forestry and a growing role in international forestry activities. The Draft Mission, Vision, and Guiding Principles of the Forest Service are carried out through an integration of programs in five major areas: research, State and private forestry, management of the National Forest System, international forestry, and management of human resources and the workforce. The primary purpose of Forest Service programs is to provide maximum benefits to the public through proper management and use of renewable natural resources in the Nation's forests and grasslands. These benefits take the form of clean water, a high-quality environment for outdoor recreation, energy and minerals, preserving wilderness, producing forage for grazing livestock, abundant fish and wildlife, and wood and paper products. The Forest Service research and State and private forestry assistance programs provide scientific information and technological assistance to help the Forest Service and other landowners and managers (governmental and private) provide these benefits for themselves and all Americans. All are essential and contribute to the social and economic well-being of Americans by supporting the creation of jobs, providing revenues that help maintain healthier local and national economies, and creating a quality environment in which to live, work, and play.

The development of human resources is a valuable part of the Forest Service mission. The Forest Service administers and hosts programs that provide work, training, and education to the unemployed, underemployed, elderly, young, and others, while simultaneously accomplishing high-priority conservation work.

Forest Service Research

Forest Service Research serves society by providing elements of the scientific foundation needed to protect, manage, and use the natural resources of the United States and other regions of the world. It provides information and technology needed to assure the productivity, health, diversity, and sustainable development of the Earth's forest and grassland ecosystems.

Over the past 5 years, the organization has evolved a view of the future and implemented a strategy for sustainable development. To accomplish this, Forest Service Research works with partners – science agencies, universities, and private and public organizations – who are dedicated to doing research and promoting science to serve people's needs. It also works for and with users – policy makers, natural resource managers, educators, and industries and other producers – who represent people and their needs.

Two complementary national strategic plans provide guidance for research-the Secretary of Agriculture's 1990 Resources Planning Act Program and the Forest Service's Strategy for the 90's for USDA Forest Service Research. The 1990 Resources Planning Act Program calls for "sound resource management, technological advances, and new scientific information ... essential to meeting current and future resource needs." The Strategy for the 90's reinforces this by recognizing that future trends of expanding populations, increasing competition for the use of natural resources, and increasing public concern for the environment call for "increased information and multidisciplinary approaches to solve natural resource management, use, and policy development problems." At the same time the National Academy of Science's National Research Council released its report "Forestry Research: A Mandate for Change," which concludes that "forestry research must...broaden its scope if societal issues are to be addressed adequately." Taken together, these three reports provide consistent direction for Forest Service Research programs in 1993 and beyond. Forest Service Research's focus is to develop and communicate broadly applicable knowledge to solve problems in three interrelated research areas:

- **Ecosystems** People talk a lot about ecology, but our knowledge of forest ecology is far from complete. Research topics in this field include ecological processes, biological diversity, endangered species, global change, atmospheric deposition, surface and ground water pollution, reforestation, and tropical forestry.
- **Relationships between people and natural resources** The human component is one of the most difficult problems managers of public land have to deal with. Research topics in this field include the socioeconomic aspects of fire at the urban-wildland interface, rural development and diversification, international trade, understanding relationships of people and natural resource, differences in values held by user groups, and influences of urban culture on natural resource management.
- **Expanding resource options** Natural resource managers are looking for innovative approaches to meet the increasing demands for wood products and their uses. We will study innovative silvicultural systems and practices, particularly those designed to increase the enjoyment and protection of water, fish, wildlife, and recreation resources of forests and grasslands. Research to improve utilization efficiency and recycling of wood products will also be emphasized.

The Forest Service is a member of the International Union of Forestry Research Organizations (IUFRO). Forest Service Research supports international forestry through cooperation with other U.S. agencies, the United Nations, and direct collaboration with scientists in foreign countries. It supports the Agency's philosophy of using an ecological approach to management by focusing research efforts on biological diversity questions and other practical applications useful in forest

planning and management. Forest Service Research is focused on addressing land managers' needs through independent research and subsequent technology transfer.

State and Private Forestry

State and Private Forestry programs provide protection for natural resources from fire and pests and also technical and financial assistance to improve management of State and private forest, range, and urban lands. The programs are accomplished through partnerships with private and public organizations to meet the present needs and project future needs of Americans. Cooperators include the 50 States, the District of Columbia, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, the Commonwealth of the Northern Mariana Islands, the Trust Territory of the Pacific Islands, other territories and possessions of the United States, private landowners, Indian Tribes, Alaska Native groups, and the international community.

State and Private Forestry programs:

- Help protect non-Federal wildlands from damaging fire, insects, and diseases; and reduce losses of timber, tree growth, and quality of wood products.
- Provide fire protection on all National Forest System lands and assist other Federal agencies by providing well-trained employees and equipment for detection, prevention, presuppression, and suppression of fires and modification of fuels (brush, dead trees, etc.).
- Provide insect and disease protection on National Forest System and all other Federal lands by providing technical assistance and advice for prevention, detection, and evaluation activities, and funding pest suppression and eradication, as appropriate.
- Assist landowners, State and local partners, and industry to derive varied benefits from their land by emphasizing multiple use and an ecological approach to management through stewardship, tree planting, soil and water protection, efficient harvesting, improved processing, and better marketing.
- Transfer results of forestry research and other knowledge to landowners and other cooperators to improve forest resource development, protection, management and utilization in both rural and urban areas.
- Coordinate and disseminate information pertaining to forest pest management, fire protection, forest management and utilization (including recycling), and special projects to encourage better use of available resources.
- Work to help diversify rural communities and stimulate the growth of their economies.
- Assist in the recovery of areas struck by natural or economic disasters by providing training, employment opportunities, and technical and financial assistance.
- Raise public awareness of and appreciation for natural resources.
- Provide technical assistance and matching grants to municipalities and citizens nonprofit tree organizations in planting, protecting, improving and enhancing trees, forests, and other greenspace in cities and communities.

Management of the National Forest System

The Forest Service manages about 191 million acres of public land (about 8½ percent of the entire land area in the United States) in 44 States, Puerto Rico, and the Virgin Islands. These public lands, known collectively as the National Forest System, encompass 156 National Forests (organized in 122 administrative units), 20 National Grasslands, and 10 Land Utilization Projects. The natural resources on these lands are some of the nation's greatest assets and have major economic and environmental significance for all Americans.

National Forest System lands are managed for a wide array of values, uses, and products. National Forest System lands provide a wide variety of recreation opportunities, a diversity of fish and wildlife, various wood-fiber products, forage for wildlife and domestic livestock, and energy and minerals. With good management, these lands also provide sustained flow of quality waters, and healthy, productive forests.

National Forest System lands contain almost half of all the softwood sawtimber inventory in the United States and provide considerable quantities of timber for our Nation. This timber is harvested from about 57 million acres of National Forest System lands that are administratively classified as suitable for timber production. The energy and mineral resources on National Forest System lands also contribute significantly toward meeting the Nation's needs for hard rock minerals, coal, oil, gas, and geothermal resources.

As directed by the Multiple-Use Sustained-Yield Act of 1960, the National Forest System is managed using the principle of multiple use, that is, the combination of uses and natural resource outputs that best meets the demands and needs of the American people. Recently, the Forest Service has emphasized its commitment to the multiple-use management philosophy, but with concurrent commitment to environmental values and the maintenance of ecosystem functions.

Recreation/Wilderness

The National Forest System is the largest single supplier of public outdoor recreation in the Nation. Each year, over 40% of all recreational use of Federal lands occurs on National Forest System lands. In 1991, the National Forest System hosted more than 597 million visitors, which equates to 279 million visitor-days (a recreation visitor-day is 12 visit-hours by one person or more). The National Forests provide the opportunity to experience a wide spectrum of outdoor activities. Some of the unique features and opportunities on National Forest System lands include:

- About 34 million acres of congressionally designated wilderness.
- Over 18,000 developed facilities in a variety of settings and locations.
- About 116,000 miles of trails, including National Scenic and National Recreation Trails.
- Over 4,300 miles of National Wild and Scenic Rivers.
- Forty-two legislatively established National Recreation Areas, totaling more than 7 million acres.
- One-hundred and sixteen National Scenic Byways covering about 6,000 miles in more than 30 States.

Fish and Wildlife

The National Forest System provides the Nation with valuable fisheries and wildlife habitat resources that are vital to the Nation's lifestyle, values and economy. The National Forest System provides diverse habitats for more than 3,000 species of mammals, reptiles, fish and amphibians and more than 3,000 rare plants. The Agency manages habitats to produce wildlife and fish; protect threatened, endangered, and sensitive species; maintain and protect healthy ecosystems; and provide recreational opportunities for hunters, anglers, amateur naturalists and lepidopterists, photographers, and all other National Forest users.

The Forest Service's fish and wildlife resources include the following unique features:

- World-class fisheries resources of 2.2 million lakes and reservoirs, 128,000 miles of fishable rivers and streams, and 16,500 miles of coast and shoreline.
- Habitat for at least 235 plant and animal species listed as either threatened or endangered (or about 33% of all currently listed species).
- Habitat managed for over 2,200 species identified as sensitive and needing special management considerations to prevent future listing.
- About half of the elk habitat in the United States.

Soil, Water, and Air

Much of the Nation's water supply flows from National Forest System lands located at the headwaters of major river systems. Healthy watersheds are critical for continued production of goods and services, for maintaining healthy ecosystems, for sustaining current populations, and for supporting future growth.

The Forest Service cooperates with other agencies in gathering and sharing information on National Forest System lands. These activities include water supply inventories, flood forecasting, air, soil and water surveys, and monitoring the information at Forest Service weather stations.

The Forest Service is responsible for managing resources and activities in compliance with requirements of the Clean Air Act. This involves maintaining air quality at or above established standards and protecting air quality related values from damage resulting from air pollution, particularly in the 88 federally designated wildernesses on National Forest System lands.

Timber

The National Forest System contains 47 percent of the Nation's standing sawtimber inventory. In FY 1992, the Forest Service sold almost 4.46 billion board feet of timber and nearly 7.3 billion board feet were harvested from National Forest System land. The amount of timber being offered from National Forest System lands has shown a steady decline in recent years, due to management actions in response to environmental concerns about old-growth forests, threatened and endangered species (such as the northern spotted owl and red-cockaded woodpecker), and actions related to administrative appeals and litigation.

Minerals

Exploration, development, and production of energy and minerals resources from the National Forest System contribute to the growth and security of the Nation, provide locally significant employment (usually in rural communities), and raise revenues for the United States Treasury. This program is directed at maximizing these benefits while ensuring that development is conducted in an environmentally acceptable manner and that land is restored to a productive condition. In 1991, nearly 12 million acres of National Forest System land were under lease for oil and gas activities. There are also about 7,000 active mining sites on National Forest System lands for locatable minerals such as gold, silver, copper, and zinc and over 1,000 pits and quarries that provide common variety minerals such as sand, gravel, stone, and pumice.

Range

The Forest Service manages approximately 50 million acres of rangeland (in 33 States) that are open to grazing by permitted livestock. Management of rangeland in the National Forest System reflects an ecosystem perspective emphasizing restoration and the long-term health of the land. Riparian area restoration, watershed protection, maintenance of soil productivity, and improvement of rangeland condition are high priorities. The conditions of rangelands are maintained and improved by a variety of means including the removal of wild horses and burros. The Forest Service also works with affected landowners to control noxious weeds that infest National Forest System and adjacent lands.

Real Estate Management

Providing an identifiable, accessible, and manageable public land base is essential in fulfilling our stewardship responsibilities for National Forest System lands. There are approximately 39 million acres of land in private, corporate or State ownership within National Forest System boundaries. The Forest Service purchases land primarily for recreation and wilderness inholdings, and to protect scenic wonders, archeological sites, special habitats, and sensitive ecosystems. Land exchanges between the National Forest System and other ownerships are designed to improve administration and produce cost savings. Acquisitions of rights-of-way from adjoining private landowners provide necessary access to National Forest System lands for resource management activities and public use.

Special Uses

The special-use program authorizes and monitors the use of National Forest System land by Federal, State, and local agencies; private industry; and individuals. The primary objectives of effective special-use management are to authorize uses that serve the interest of the American people, assure compatibility with other uses and natural resources, and ensure that fair market value is collected for the uses that occur on National Forest System lands. There are currently more than 51,000 nonrecreation and 20,000 recreation special-use authorizations on National Forest System lands encompassing over 100 different types of activities. The Forest Service permits appropriate activities ranging from firewood, plant, and Christmas tree collection to cabins and ski resorts to outfitters and guides for rivers and

trails. About $33 million was collected in recreation and nonrecreation special use fees in FY 1991.

Infrastructure

The Forest Service infrastructure refers to the facilities, utilities, and transportation systems needed to meet public and administrative needs. The general public is the major user of the National Forest System roads, primarily for recreation purposes. Roads and a variety of structures are essential to the management, protection, and utilization of the National Forest System, and to the accomplishment of resource programs funded by annual budgets. The Forest Service infrastructure features the following assets:

- About 367,000 miles of maintained roads.
- About 16,000 buildings used for fire and administrative purposes.
- Over 8,000 road bridges and about 3,000 trail bridges.
- Ownership of over 1,000 dams and administration of permits for another 2,200 dams.
- Ownership of approximately 16,000 vehicles and 2,000 pieces of specialized equipment.

International Forestry

The Forest Service will continue to increase its international activities to meet global environmental challenges and respond to requests for assistance from other U.S. agencies and international organizations. Forest Service international forestry activities include technical assistance in natural resource management and protection to other countries, assisting in response to natural disasters abroad, cooperative research and technical exchange with other countries, support to international organizations, and assistance in the development of United States and global natural resource policies.

The Forest Service has recently established an International Institute of Tropical Forestry (IITF) at Puerto Rico. The personnel, organization, and resources of the existing Institute of Tropical Forestry, the Caribbean National Forest, and the Luquillo Experimental Forest will be mobilized and restructured to implement this proposal. The centerpiece of the IITF will be a new International Center for Tropical Forest Information. The IITF will also expand its focus beyond the traditional research role of the Institute of Tropical Forestry. It will become an international center of excellence for training, technology transfer, demonstration, and international cooperation in sustainable tropical forest management.

Tropical forestry research is carried out at the Luquillo Experimental Forest in Puerto Rico, the Institute of Pacific Islands Forestry in Hawaii, and the Forest Products Laboratory in Madison, Wisconsin. These institutions are conducting research on reforesting cutover areas by both artificial and natural regeneration, managing mature and secondary forests, recovery of threatened wildlife species, agroforestry research for tropical island environments, and utilization of tropical woods.

Since 1980, the Forest Service has had an ongoing program of technology transfer to tropical countries. Forest Service assistance to tropical countries is provided through the Tropical Forestry Program (TFP), USAID, and international bodies such as the Food and Agriculture Organization (FAO) of the United Nations. The Forest Service also assists the FAO, the World Bank, International Tropical Timber Organization (ITTO), and other international organizations by advising on forestry program development and implementation in tropical countries.

The Forest Service role in temperate and boreal zone countries continues to grow. Negotiations are underway to form a boreal forest network of institutions in Canada, the Scandinavian countries, several republics of the former Soviet Union, Alaska, and other northern portions of the United States. The Forest Service also provides scientific information through the USDA Office of International Cooperation and Development (OICD), which reimburses partial costs of scientific and technical exchanges, contacts, and joint research with some 30 countries. Information development and exchange on forest relationships to global warming, cumulative watershed effects, and the effects of nutrient cycling on long-term site productivity is currently being emphasized.

Human Resources and the Forest Service Workforce

The Forest Service employs a professional and diverse permanent workforce and participates in a number of special human resource programs that employ, train, and educate specific groups of people. In 1991, the Forest Service employed 34,861 full-time and 13,821 part-time or temporary workers (about 38% of all USDA staff years). Striving for a diverse workforce, the Forest Service employs 13,960 women, 1,631 Native Americans, 485 Asian/Pacific Islanders, 1,425 African Americans, and 1,794 Hispanic Americans. Human Resource Programs provide a significant part of the Forest Service's workforce and accomplishment. The Agency has has either initiated or participates in the following programs.

Job Corps Civilian Conservation Centers

Young men and women receive training in vocational skills, basic education, and social development, improving the job qualifications and employment prospects of enrollees. Over 9,200 young men and women are expected to participate in this program during 1992.

Senior Community Service Employment Program

The Senior Community Service Employment Program provides part-time employment, along with training to upgrade present skills and introductions to new skills, for persons age 55 or older with qualifying income levels. It employed 5,730 senior citizens in 1990.

Youth Conservation Corps

This summer employment program is for young men and women (ages 15 through 18) who work, learn, and earn together on projects that further the development and conservation of natural resources in the United States. In FY 1992, about 1,292 young people participated in this program.

Volunteers in the National Forests

The Volunteers Program provides assistance in natural resource protection and management programs at nominal cost by offering individuals, sponsored groups, and organizations the opportunity to contribute their talents and services towards achieving resource program objectives. In 1991, 94,585 volunteers contributed their efforts to the Agency, resulting in work valued at $33,800,000.

Touch America Program

This component of the volunteer program provides greater opportunities for youth (ages 14 to 17) to gain work experience and environmental awareness while working on public lands.

Hosted Programs

The Hosted Programs provide work opportunities for programs administered by other governmental agencies and non-profit organizations.

Take Pride in America

Take Pride in America is a national public awareness campaign that encourages careful stewardship of our Nation's outstanding natural and cultural resources.

Los Angeles Employment Program

This program helps provide employment to those who lost jobs in the wake of the urban unrest that occurred in April 1992.

Key Statistics

The Forest Service is one of the few Federal agencies that generates revenues for the U.S. Treasury. In 1991, the Forest Service collected $1.44 billion, a reduction of 18% compared to receipts from 1990. These receipts were collected from the sale and use of products and services on National Forest System lands; from gifts, donations, and bequests; and from licensing programs (Woodsy Owl and Smokey Bear). The Forest Service had $2.95 billion in obligations in 1991, which included $2.2 billion in operating costs.

Some significant accomplishments of the Forest Service in FY 1992 included the following:

- 34 million acres of wilderness managed
- 43,919 wildlife structures built
- 543,963 acres of wildlife habitat improved
- 2,768 research studies published
- 20,239 stewardship plans developed through Agency assistance
- 164,697 woodland owners assisted
- 4,157 range structures constructed
- 108,307 acres of forage improved

- 5.1 billion board feet of timber offered for sale
- 484,887 acres of trees planted
- 353,024 acres of timber stands improved
- 36,201 acres of soil and water resource conditions improved
- 26,631 mineral cases and leases processed
- 2,103.2 miles of trails constructed
- 4,566 miles of road constructed or reconstructed
- 595,207 acres of fuel treatment (fire protection-related) completed
- 150,154 acres of land acquired
- 4,075 miles of landline location work completed

Budget, Partnership, and Workforce Information

Budget
- Fiscal Year 1993
- Fiscal Year 1994

Partnership

Workforce

Budget, Partnership, and Workforce Information

Summary: The total appropriated Forest Service budget of over $2.3 billion in FY 1993 is similar in size to recent years' budgets, but the program composition has changed in important ways. About 56 percent or $1.3 billion of the appropriated budget is for management of the National Forest System. This is split among about 15 program areas, with funding for the largest resource programs (recreation and timber sales) receiving 18 and 17 percent of the total budget. Forest Service Research and State and Private Forestry programs receive about 8 and 7 percent, respectively.

During the past few years, significant changes have occurred in the funding mix for Forest Service programs. Since 1986, funding for soil, air, and water programs almost doubled; funding for fish and wildlife programs quadrupled; and funding for the Threatened and Endangered Species program grew by a factor of 10. Conversely, funding for timber sales declined significantly.

The Forest Service, in order to augment increasingly tighter Federal funding and provide better customer service, has formed Challenge Cost-Share partnerships with individuals, corporations, organizations, and public agencies. The program has grown from completion of $2.5 million in fish and wildlife habitat improvement projects in FY 1986 to over $62 million in fish, wildlife, recreation, wilderness, and cultural resource enhancement projects in FY 1992.

The Agency's workforce consists of more than 35,000 permanent employees as well as a relatively large temporary workforce during the summer. Representation of minorities and women in the permanent workforce is approximately 15 and 40 percent, respectively.

The following sections use tables and graphics to summarize information on the Agency's budgets, partnership efforts, and workforce. They compare FY 1992 and 1993 enacted appropriations, the FY 1994 current service budget level, and historical budget, output and workforce information.

Budget

Past changes in Administration have often resulted in some proposed adjustments to the current year budget (FY 1993). Past outgoing administrations have transmitted policy budgets for the upcoming fiscal year (FY 1994 in this case). The current outgoing administration has departed from this practice. Instead, a baseline budget for FY 1994 (1993 appropriations inflated) will be prepared. Consequently, the incoming administration will have the responsibility of deciding the total size and content of the FY 1994 budget.

Fiscal Year 1993

The Forest Service appropriation for FY 1993 was passed by Congress on September 30, 1992. Approximately 56 percent of the $2.3 billion appropriated budget is for management of the National Forest System, about 8 percent for Forest Research, and almost 7 percent for State and Private Forestry programs. Appropriations for construction, fire protection, emergency firefighting, and land acquisition are approximately 11, 8, 8, and 3 percent of the total budget, respectively.

Almost 18 percent of the FY 1993 National Forest System budget of $1.3 billion is for recreation use management, while nearly 17 percent is for timber sales. Approximately 9 percent of the budget is for wildlife and fish programs, while over 5 percent will be used for soil, water, and air activities. Another 20 percent will be used in the minerals' real estate management; range management; and road, trail, and facility maintenance programs. The remainder will fund general administration, reforestation, law enforcement, and some other smaller programs.

The 1993 total appropriation was about 4 percent smaller than the Agency's 1992 budget (before inflation) when the emergency firefighting fund amounts are not included. The 1992 and 1993 Appropriation Acts continued the Agency's commitment to multiple use, as expressed in the Mission and Vision Statement, with a strong emphasis on implementation of the 1990 RPA program themes (see the Strategic Planning section). Funding for the Forest Service in FY 1993 has continued the shift in the balance among commodity and noncommodity outputs, strengthened some aspects of the State and Private Forestry programs, and continued a strong research program.

The 1992 and 1993 appropriation acts show the following significant differences:

- An increase of over $2 million in Forest Service Research.
- An overall reduction in the State and Private Forestry Program of about $11 million, with decreases in the forest pest management ($16 million, augmented by an emergency contingency fund of $26 million), urban and community forestry ($3 million) and emergency reforestation ($7 million) budget line items, and an increase in the stewardship/tree planting program ($17 million).

- An overall reduction in the National Forest System program of about $37 million. Significant decreases occurred in timber ($45 million, partly offset by an increase of $15 million in the timber salvage sale fund); reforestation and timber stand improvement ($4 million); and soil, water, and air management ($4 million). Increases occurred in recreation management ($13 million), wildlife and fish habitat management ($4 million), and range management ($1 million).
- A $13 million reduction for Washington Office and Regional Office operations.
- A reduction of about $28 million for road construction and increases for trail ($5 million) and facilities ($6 million) construction.
- A decrease of about $26 million for land acquisition.
- An increase of over $78 million for Forest Service and emergency firefighting.

Table 1. Forest Service Budget Overview (millions of actual dollars)

Description (appropriation)	1992 Final	1993 Final	1994 Current Services¶
Research (excludes GA/const)	180.5	182.7	190.1
State & Private Forestry (emergency pest suppression)*	169.7	156.2 (26.0)	161.9
National Forest System†	1,455.1	1,307.3	1,365.5
International Forestry‡	(6.9)	(7.5)	(7.8)
Construction (incl. Research)	274.5	255.3	265.3
Other approp accounts§	94.5	69.2	71.5
Firefighting	299.2	376.2	392.6
Total appropriated	2,473.5	2,346.9	2,447.7

* An Emergency Pest Suppression Fund of $26 million was authorized for FY 1993 as a substitute for additional appropriated funds in S&PF.

† Includes S&PF/Research General Administration funds.

‡ 1992 and 1993 data reflect total funding for International Forestry (IF) activities, including Washington Office multi-financing from other Deputy Areas. Numbers in parentheses are nonadditive IF numbers for 1992 and 1993. OMB has approved an IF appropriation for FY 1994.

§ Includes land acquisition, range betterment fund, gifts, donations, and bequests.

¶ Represents the baseline budget submitted to Congress by President Bush on January 6, 1993. It is equal to the FY 1993 final enacted appropriations updated for inflation. President Clinton is expected to submit his budget in February 1993.

Budget and Partnerships: Figure 1

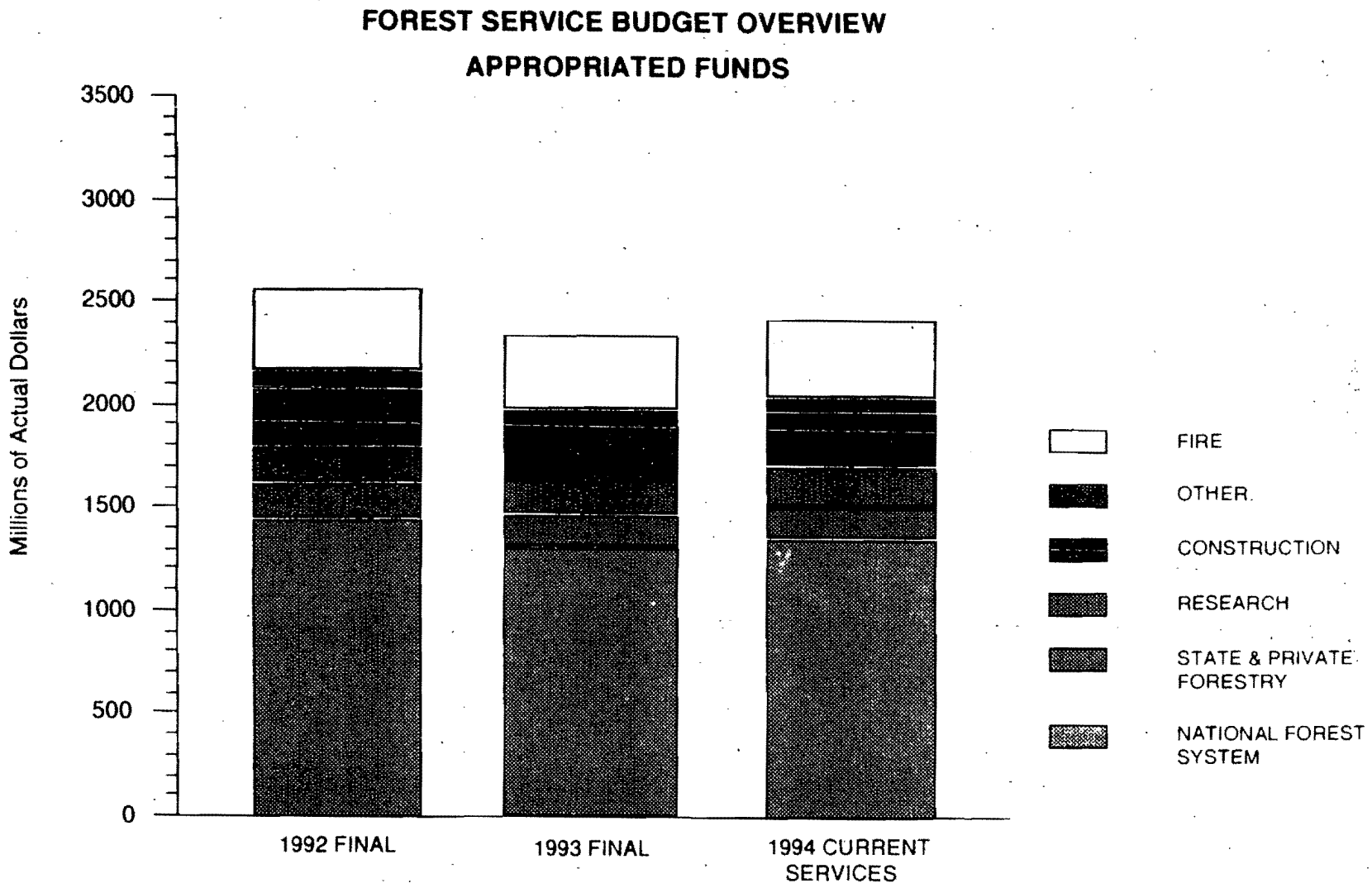


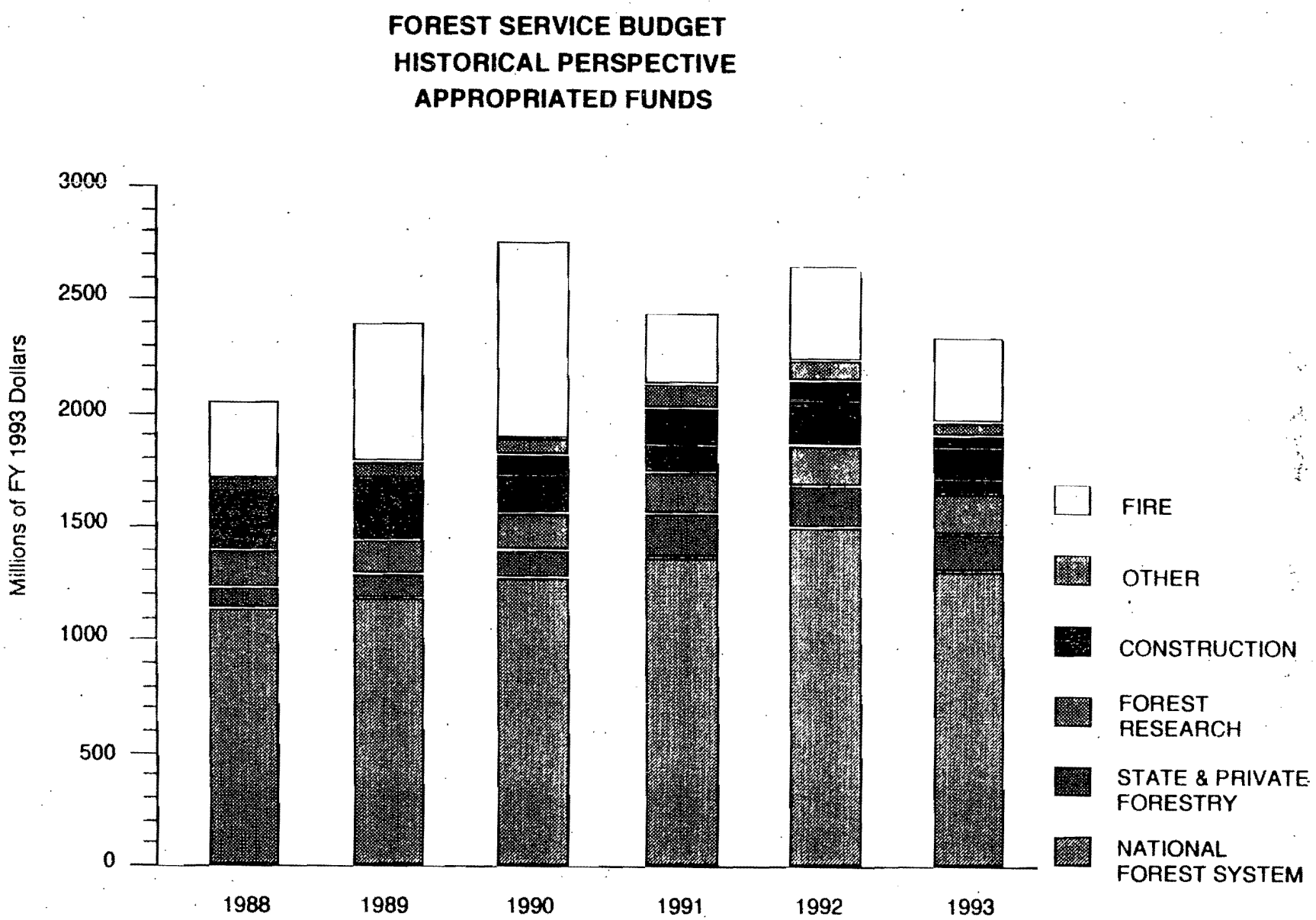
Table 2

Forest Service Budget
Historical Perspective

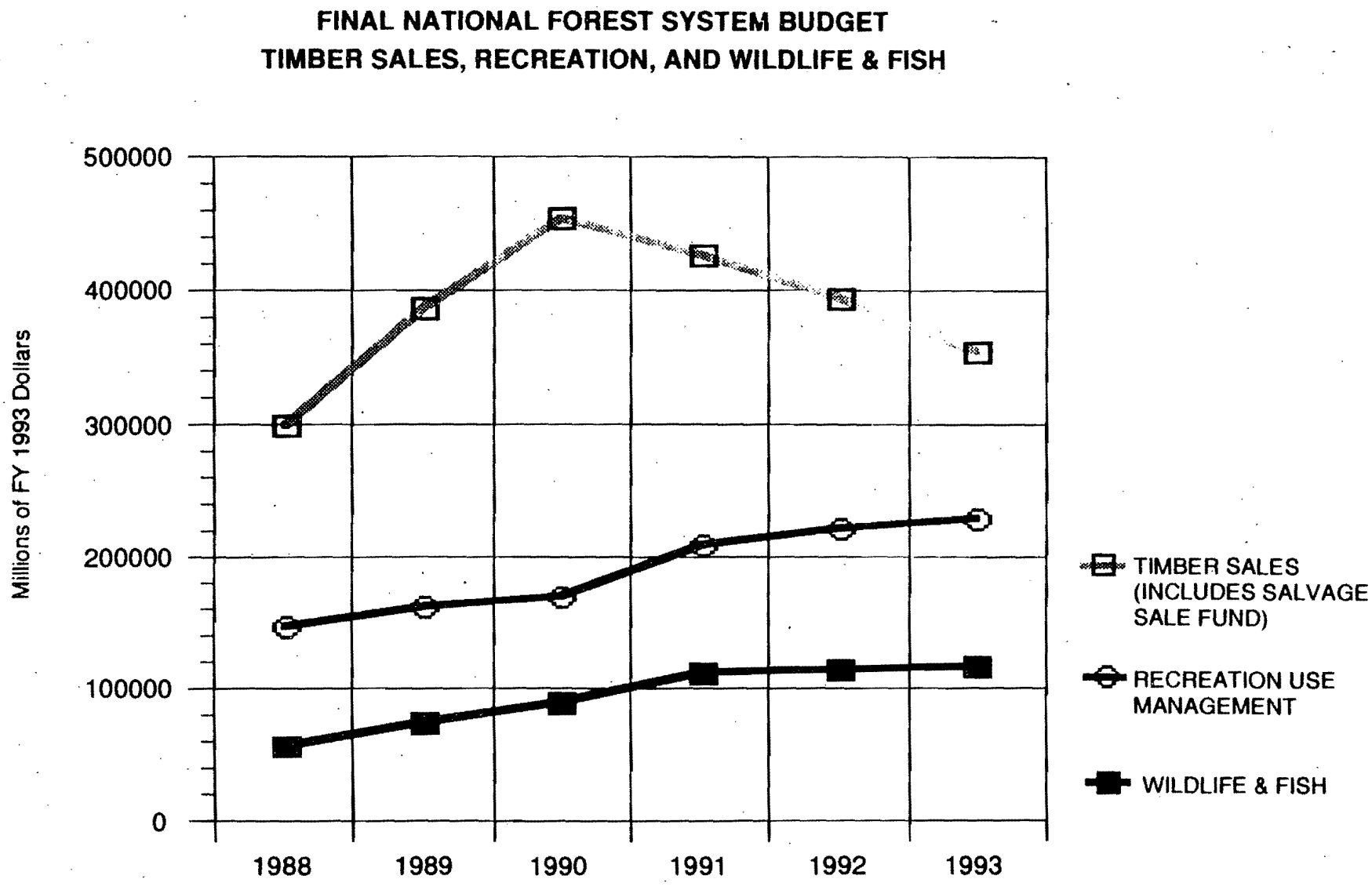
Final Appropriated Budget and Staff Years
(Thousands of FY 1993 Dollars)

Description (Appropriation/BLI)	FY 1988	FY 1989	FY 1990	FY 1991	FY 1992	FY 1993
INTERNATIONAL FORESTRY	-	-	-	-	(6,911)	(7,522)
FOREST RESEARCH	162,070	158,316	166,018	177,349	186,105	182,715
STATE & PRIVATE FORESTRY:						
Forest Pest Management	53,151	56,880	52,345	63,639	58,978	40,605
Fire Protection	16,469	15,859	18,786	16,662	17,133	16,885
Forest Management & Utilization	12,896	11,753	27,853	78,510	70,228	77,582
Special Projects	13,007	14,742	21,629	34,183	28,649	21,155
TOTAL, S&PF	95,523	99,234	120,613	192,994	174,988	156,227
NATIONAL FOREST SYSTEM:						
Minerals Area Management	31,913	32,563	31,255	32,142	35,396	34,812
Real Estate Management	26,113	29,201	28,570	33,001	36,528	36,024
Land Line Location	31,875	32,836	33,781	31,575	33,251	30,873
Maintenance of Facilities	19,773	20,098	23,256	26,308	27,098	26,495
Cooperative Law Enforcement	11,564	12,154	12,190	9,037	8,637	5,924
NFS Drug Enforcement	0	0	0	0	7,292	9,555
Forest Road Maintenance	100,153	92,435	106,022	96,599	89,554	82,198
Forest Trail Maintenance	23,951	23,813	26,905	29,865	31,496	31,332
Sales Admin & Management	221,931	237,402	276,976	278,395	271,921	219,033
Reforestation & TSI	65,688	74,751	75,181	76,133	68,583	62,213
Recreation Use Management	147,995	162,881	168,974	210,348	223,104	229,742
Wildlife & Fish Hab Mgmt	56,743	74,304	90,815	112,809	115,988	116,364
Range Management	34,953	35,022	36,263	41,762	44,491	44,443
Soil, Water & Air Mgmt	42,184	48,896	67,773	76,338	78,607	72,325
Re-appropriation	0	0	0	0	116,012	0
General Administration	321,317	311,566	299,369	309,288	313,203	305,941
TOTAL, NFS	1,136,153	1,187,922	1,277,330	1,363,600	1,500,161	1,307,274
CONSTRUCTION:						
Construction of Facilities	33,061	38,832	44,652	87,368	83,568	87,440
Forest Road Construction	205,430	201,127	180,792	183,110	174,228	140,586
Forest Trail Construction	17,547	18,259	20,472	22,725	25,232	27,233
TOTAL, CONSTRUCTION	256,038	258,218	245,916	293,203	283,028	255,259
FIRE PROTECTION	197,375	190,775	195,571	190,333	187,200	189,163
EMERGENCY FIREFIGHTING FUND	149,500	429,375	672,705	124,881	224,334	187,000
LAND ACQUISITION	58,695	73,515	69,776	93,839	91,043	62,412
OTHER APPROPRIATIONS	5,931	5,999	6,584	6,608	6,391	6,746
TOTAL APPROPRIATED	2,061,285	2,403,354	2,754,513	2,442,807	2,653,250	2,346,796
Salvage Sale Fund	79,144	151,091	178,048	148,448	124,117	135,200
Total Staff Years	36,232	37,992	9,913	39,872	42,200	40,850

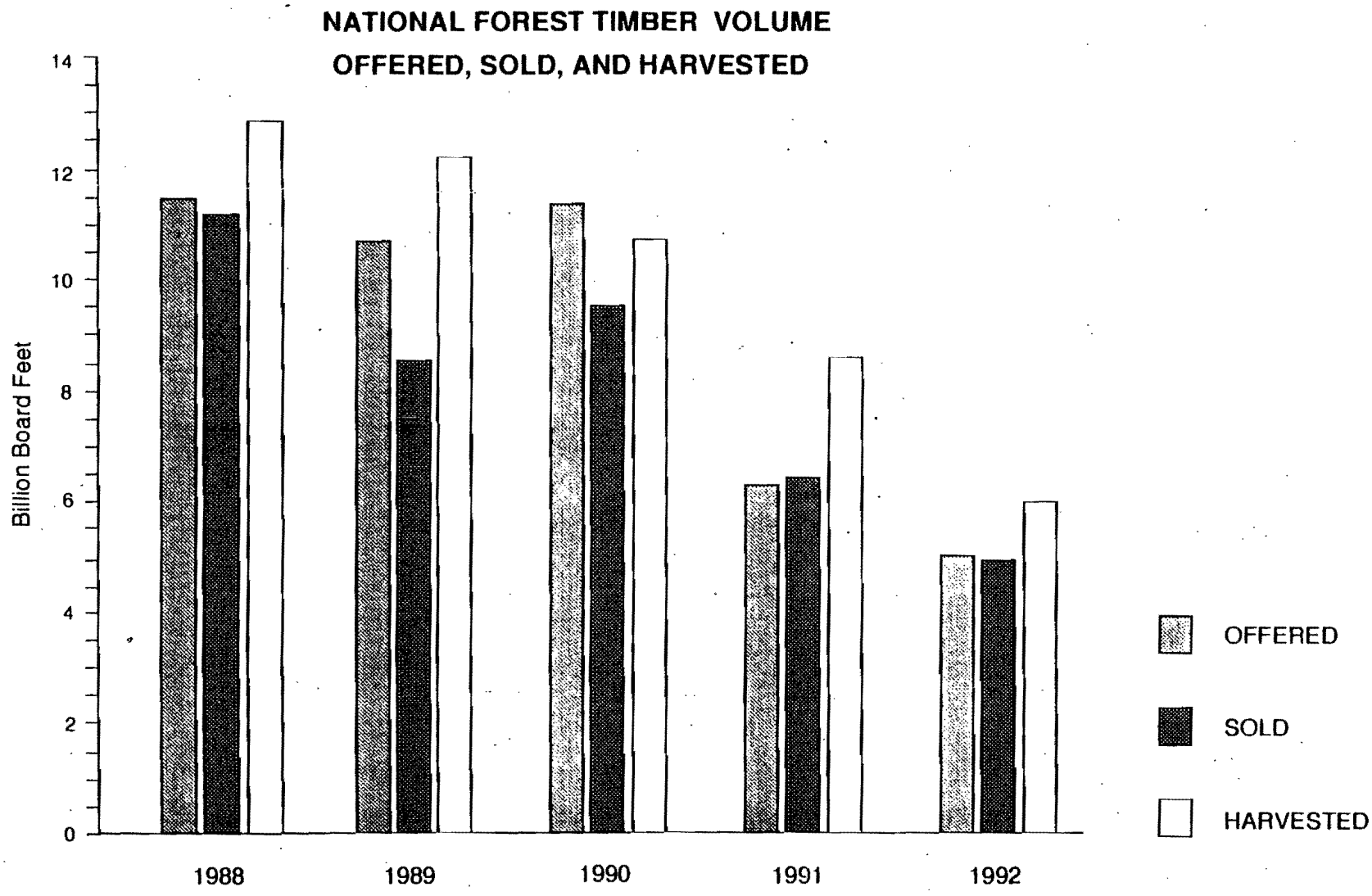
Budget and Partnerships: Figure 2



Budget and Partnerships: Figure 3



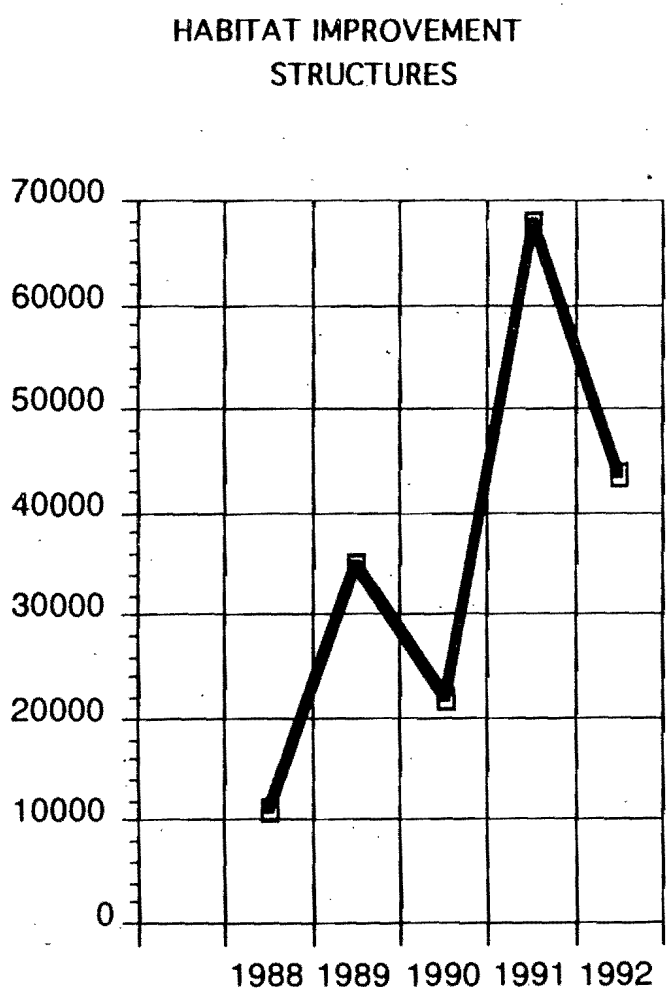
Budget and Partnerships: Figure 4

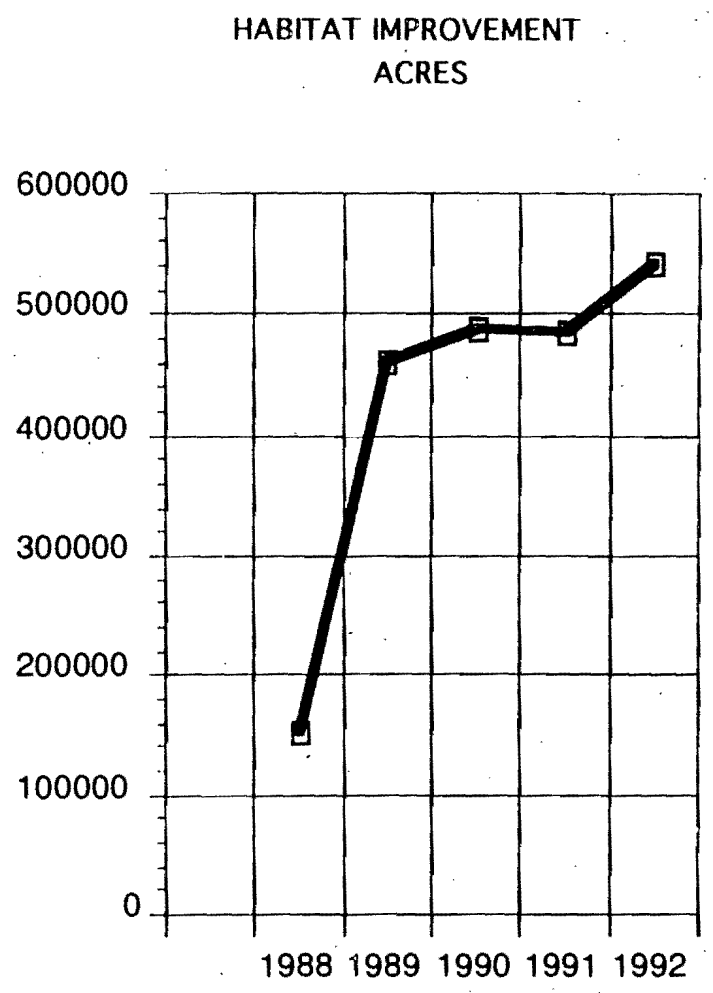


NOTE: Some volume offered late in the fiscal year does not officially become sold until the next fiscal year.

Budget and Partnerships: Figure 5

WILDLIFE AND FISH PROGRAM RESULTS



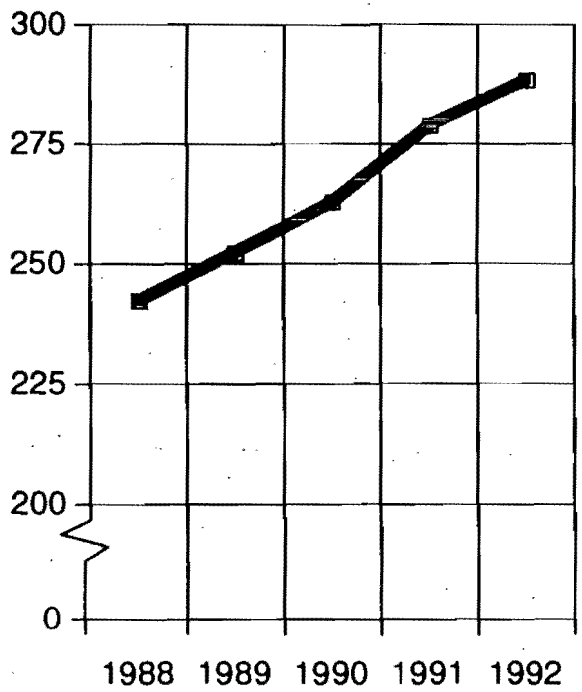


Budget and Partnerships: Figure 6

RECREATION PROGRAMS RESULTS

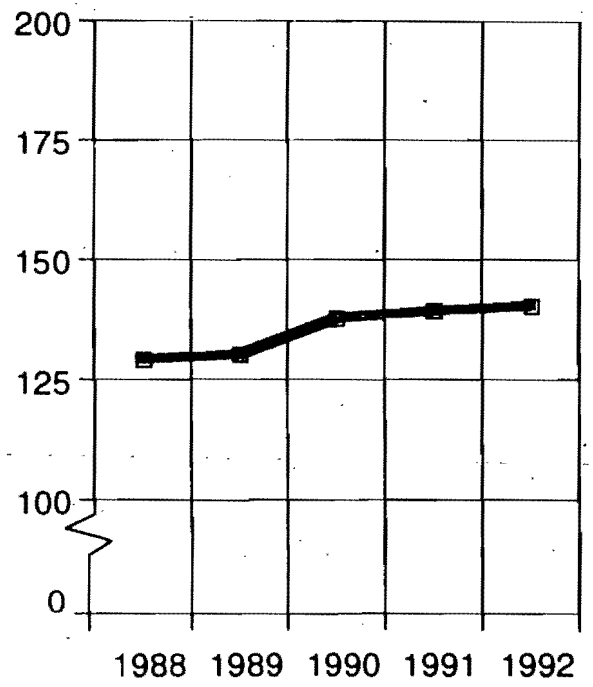
TOTAL ESTIMATED RECREATION USE

Millions of Recreation Visitor Days (RVD) 1/



TOTAL DEVELOPED SITE CAPACITY

Millions of Persons At One Time-Days (PAOT) 2/



1/ RVD = 12 hours of use by one or more visitors.

2/ PAOT Days = Persons at one time over a season of use.

Partnerships

Partnerships provide an avenue for the Forest Service and private individuals, organizations, corporations, and public agencies to pool financial and human resources to complete projects on National Forest System lands. Partnerships have become an effective way for the Forest Service to provide better customer service. A growing partnership effort within the agency is the Challenge Cost-Share Program.

Established by Congress in 1986 in the Appropriations Act, the Challenge Cost-Share (CCS) Program provides the means for the public and private sectors to share management and financial costs of Federal wildlife habitat improvements. Expanded in 1988 to include recreation, cultural resources, and wilderness projects, CCS partnerships involve matching funds, labor and equipment, and sharing technical skills. The CCS program gives hands-on experience in natural resources management and recreation, and opens avenues of communication among many non-traditional partners.

More than just dollars, partnerships are people working together toward common goals. Some examples of valuable projects completed include stream restoration for native fish, construction of wildlife nesting sites and boxes, barrier free access to recreation facilities, interpretive signing, and summer youth employment for recreation site operation and maintenance.

Accomplishments have grown rapidly in the last 5 years. In FY 1986, the Forest Service and partners completed more than $2.5 million in fish and wildlife habitat improvements. In FY 1988 (the first year for partnerships on recreation projects), $500,000 in Forest Service funding and $908,000 of partner contributions supported completion of 30 recreation projects. By FY 1992, the combined habitat and recreation partnership program had grown to $24 million in Forest Service funding matched by $38 million from partners. The results of these efforts were 1,118 recreation, 198 cultural resources, 165 wilderness, and approximately 2,500 wildlife, fish and rare plants projects completed. Table 3 displays selected CCS program data.

In 1991, legislation was proposed to clarify the intent of the CCS program and establish the relationship between the CCS and procurement, grants, and printing activities. Hearings were held March 19, 1992, on H.R. 4375 before the House Agriculture Subcommittee on Forests, Family Farms and Energy. This bill did not make it out of the subcommittee but could become part of the agenda for the 103rd Congress.

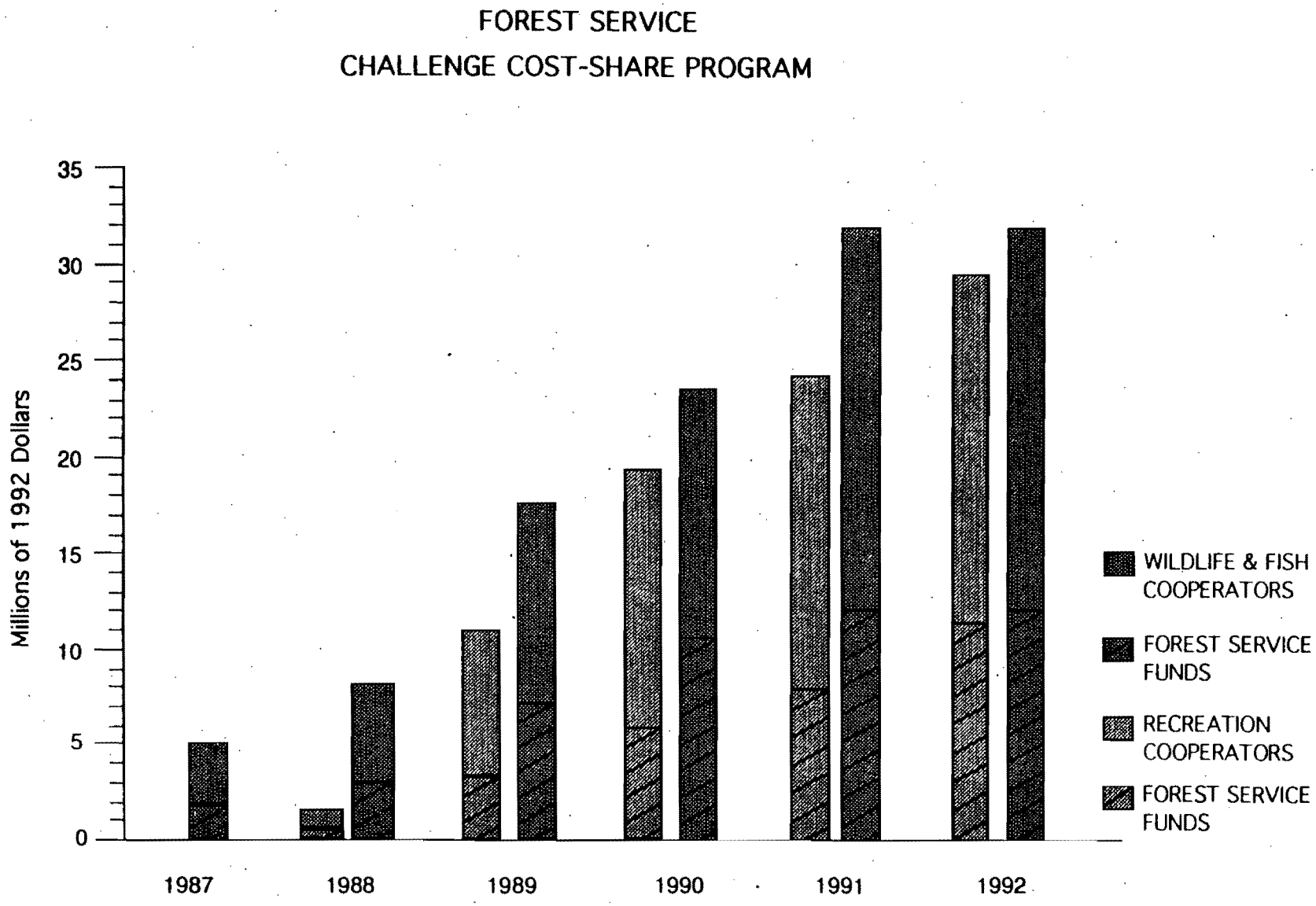
Increased growth and success of the Forest Service partnership program is expected to continue in step with increased public demand for natural resources and recreation opportunities. The long-term relationships resulting from partnerships build a commitment between Agency employees and the public to improve National Forest and Grassland resources.

Table 3. Partnership Budget Overview (millions of FY 1992 dollars)

Description	FY 1988	FY 1989	FY 1990	FY 1991	FY 1992
Wildlife and fish					
Partnership contributions	5.3	10.6	13.1	19.8	19.8*
Forest Service contributions	3.0	7.1	10.6	12.2	12.2*
Total	8.3	17.7	23.7	32.0	32.0
(No. of partnerships)	(429)	(867)	(1,707)	(2,380)	(2,500)*
Recreation					
Partnership contributions	1.0	7.0	13.6	16.3	18.1
Forest Service contributions	0.6	3.3	5.9	8.0	11.5
Total	1.6	11.0	19.5	24.3	29.6
(No. of partnerships)	(30)	(396)	(600)	(3,208)	(1,773)

* Estimated

Budget and Partnerships: Figure 7



Workforce

The Forest Service workforce is its most important resource. The Agency employs slightly over 35,000 permanent employees and, in the summer, over 17,000 temporary employees. The forestry technician series is the largest, with about 8,000 permanent and over 12,000 temporary employees. Foresters, engineering technicians, civil engineers, and wildlife biologists are the next most common occupational series.

The diversity of the Agency's mission is demonstrated by a workforce that is employed in over 200 different occupational series. The Agency is involved in research, Job Corps, wildlife, law enforcement, fire protection, timber, pest management, lands, watershed, international forestry, air quality, minerals, engineering, range, adminstrative areas such as personnel and fiscal, and many other areas.

The Forest Service is the primary employer in many small, rural towns. Ninety-eight percent of the paid workforce is located outside of Washington, DC, and about 85 percent is west of the Mississippi River.

Since 1988, the representation of minority employees on the permanent workforce increased from 12.7 to 15.3 percent and that of women from 32.9 to 39.7 percent.

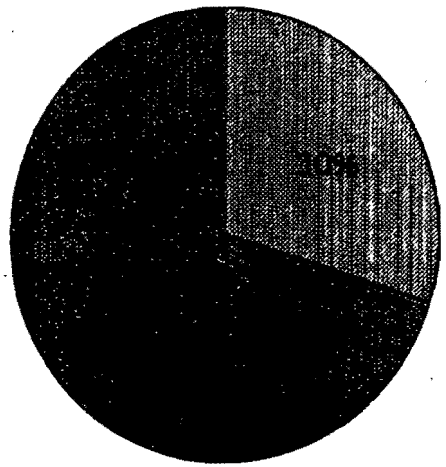
The Agency employs personnel in the Washington Office (about 900), 9 Regional Offices (about 2,000), 78 Research Units/Laboratories (about 2,000), 18 Job Corps Centers (about 700), several State and Private Forestry locations (about 200), and the remainder on 122 National Forests, which contain 11 National Grasslands, 4 National Monuments, 16 National Recreation Areas, 5 National Scenic Areas, and 630 Ranger Districts.

The Agency's employment, as measured by full-time equivalents (FTE's), declined from a high of 45,423 (FY 1981) to a low of 36,744 (FY 1987). Over the past 5 years, mainly due to increases in wildlife, fisheries, international forestry, conservation and law enforcement, the Agency's FTE's have increased to 43,427 (FY 1992). These totals include FTE's used for fighting forest fires.

Budget and Partnerships: Figure 8

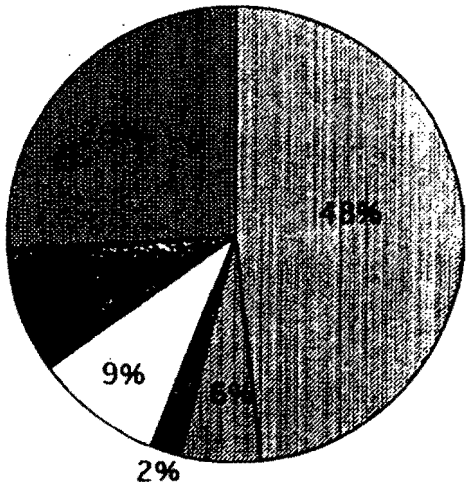
FOREST SERVICE WORKFORCE
FISCAL YEAR 1992

TYPE OF APPOINTMENT



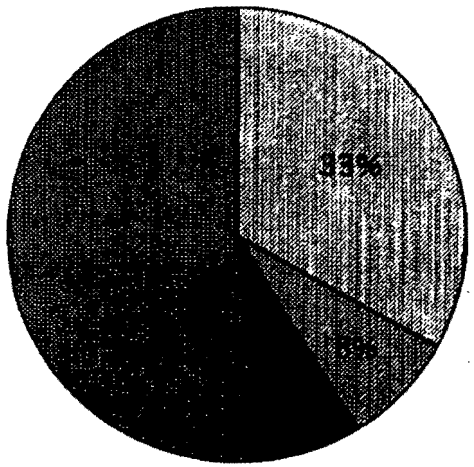
- TEMPORARY & EXCEPTED 1/
- PERMANENT

MAJOR OCCUPATIONAL CATEGORIES



- TECHNICAL
- WAGE SYSTEM
- OTHER
- CLERICAL
- ADMINISTRATIVE
- PROFESSIONAL

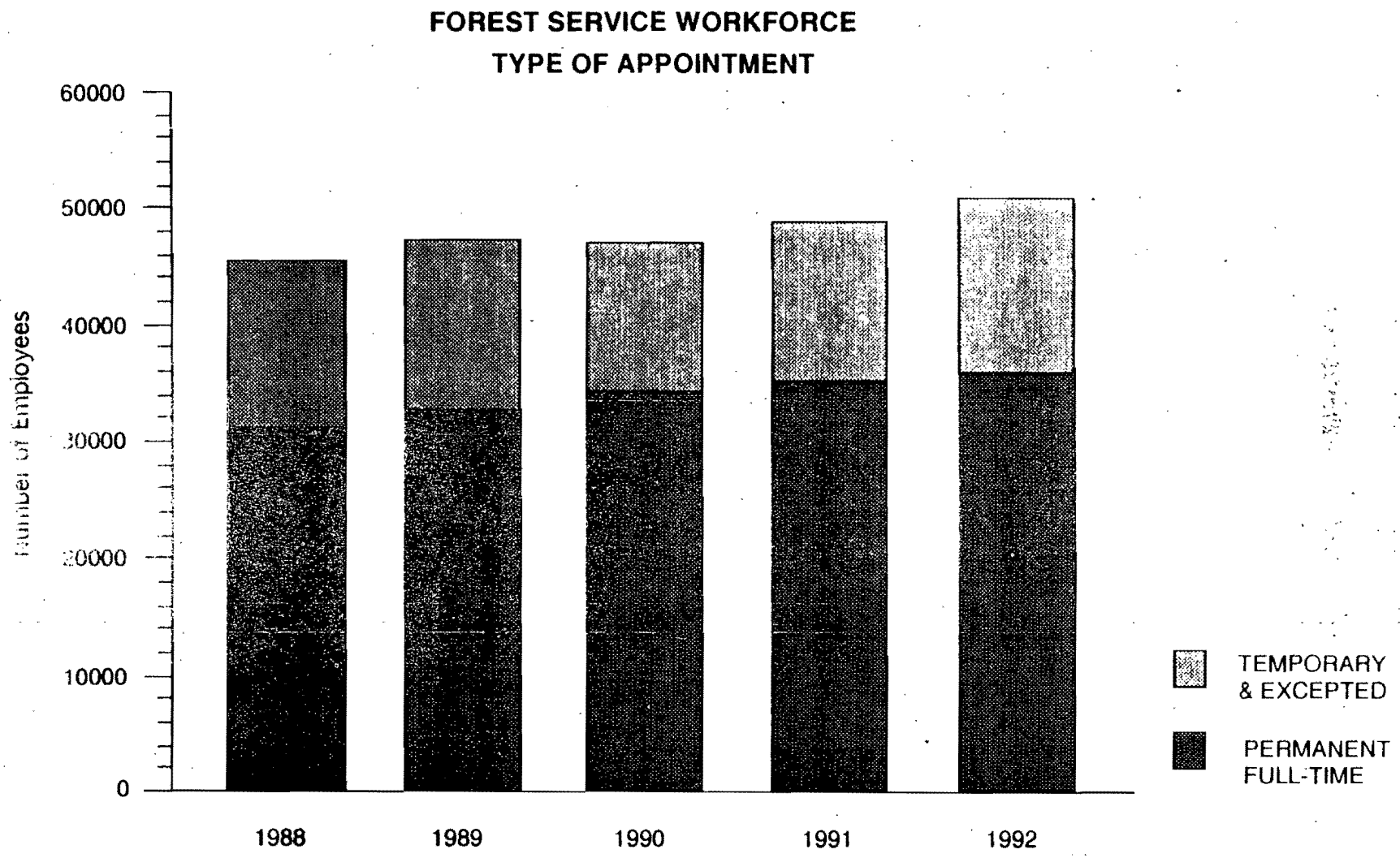
WORKFORCE DIVERSITY
WOMEN AND MINORITY EMPLOYMENT 2/



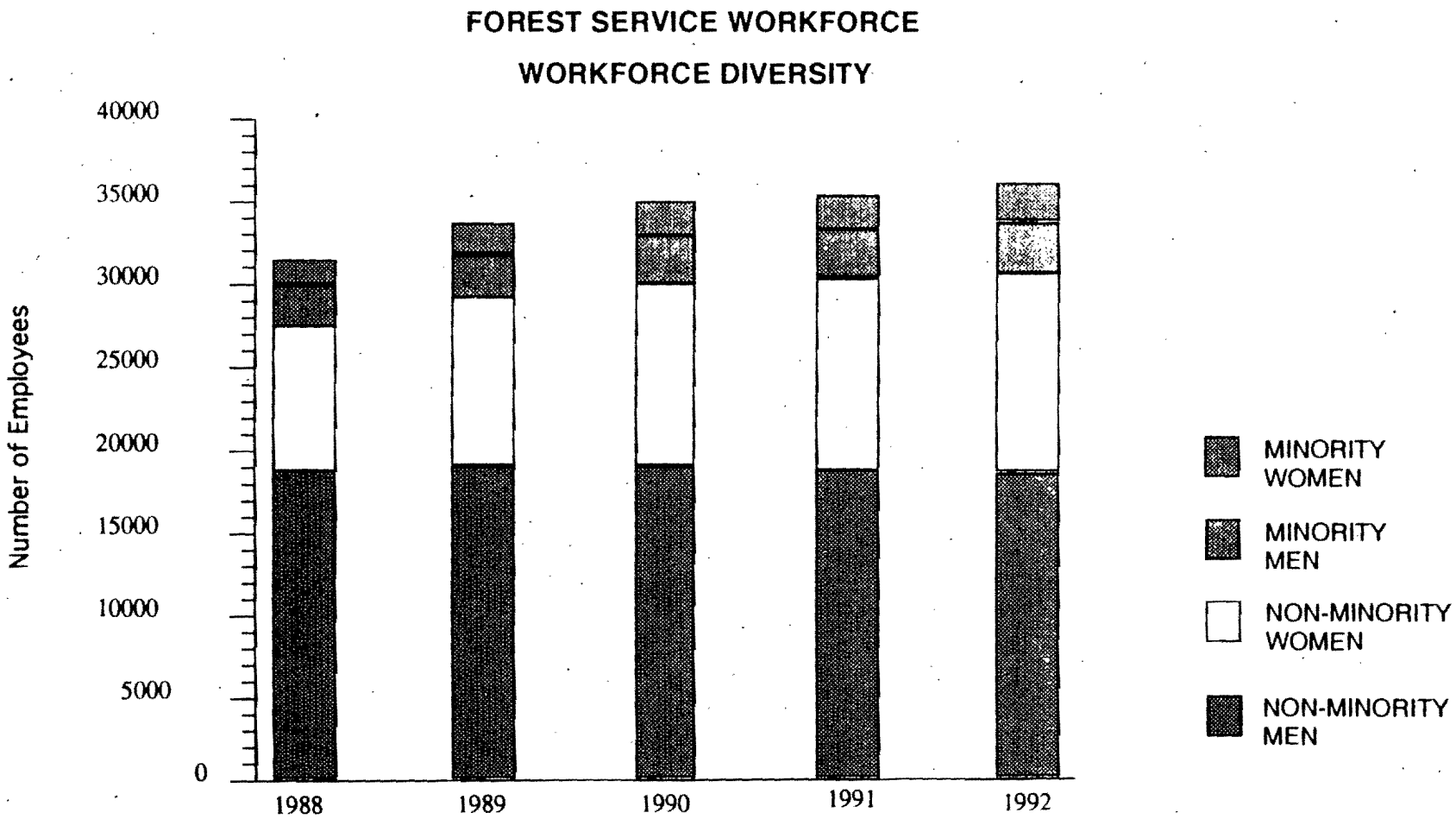
- NON-MINORITY WOMEN
- MINORITY MEN
- MINORITY WOMEN
- NON-MINORITY MEN

1/ INCLUDES SUMMER, SEASONAL, CASUAL FIREFIGHTERS, CO-OP EDUCATION, STAY-IN-SCHOOL, ETC.
2/ PERMANENT AND EXCEPTED APPOINTMENTS ONLY.

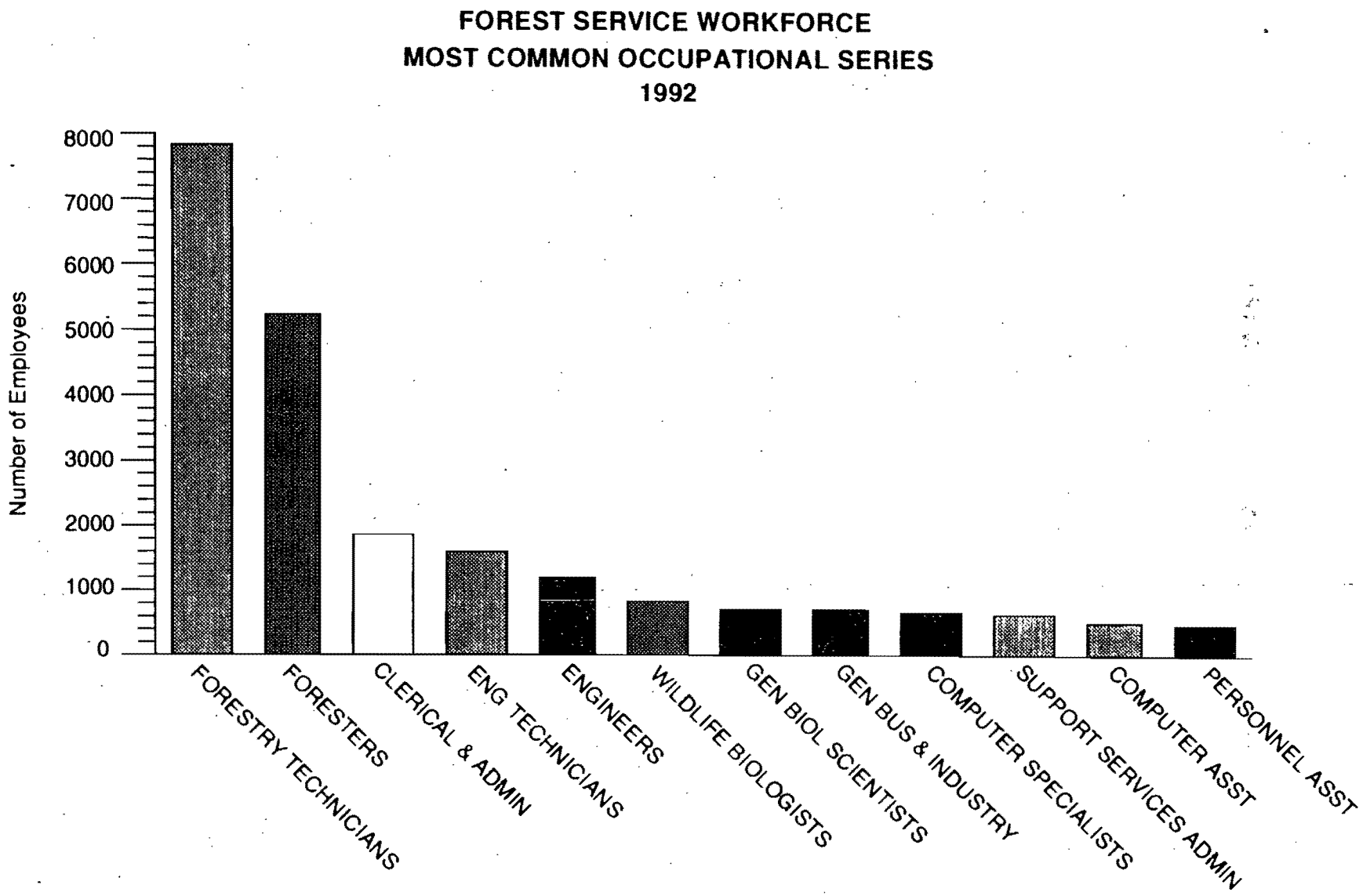
Budget and Partnerships: Figure 9



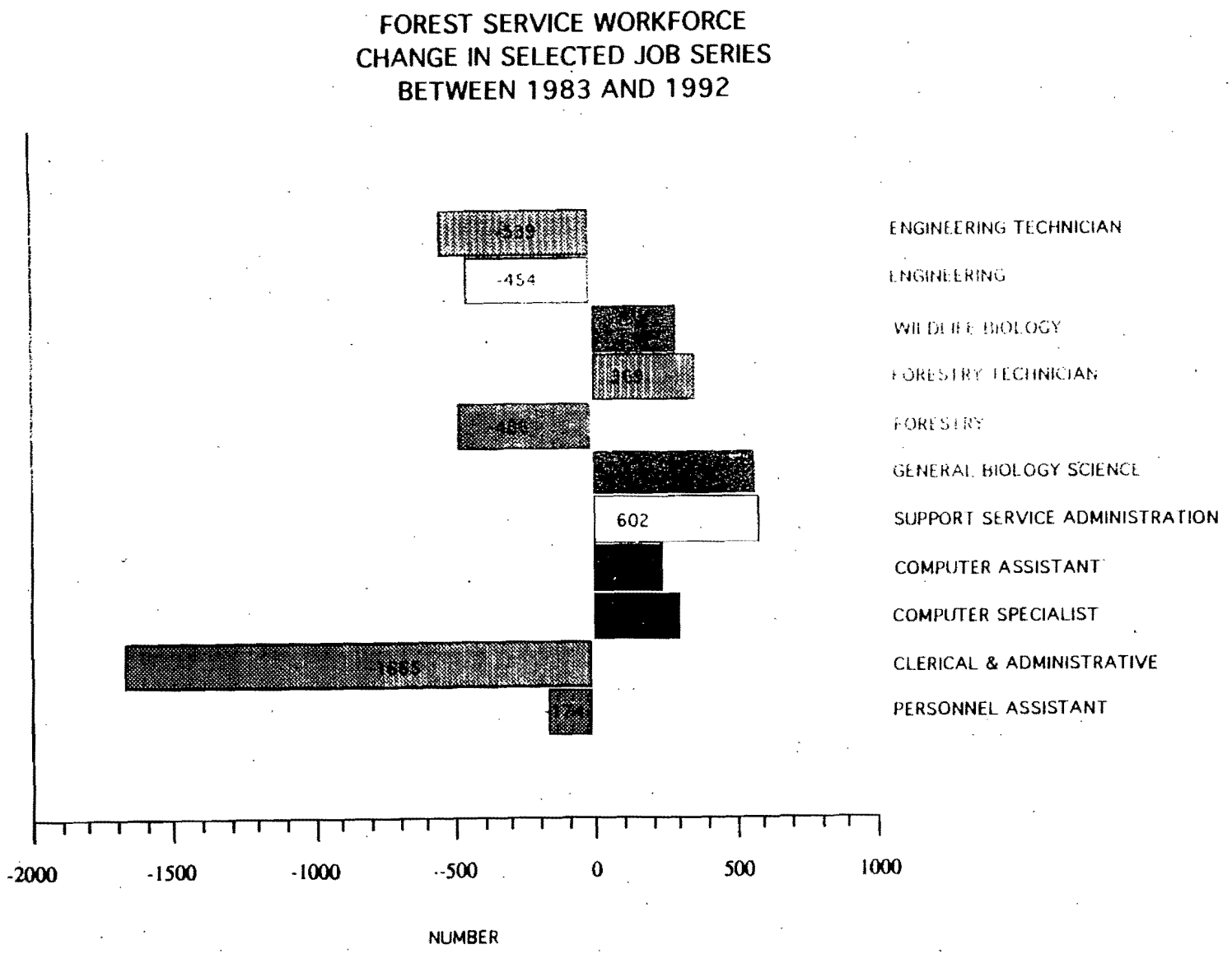
Budget and Partnerships: Figure 10



Budget and Partnerships: Figure 11



BUDGET AND PARTNERSHIPS: FIGURE 12



Topic Papers

Topic Papers

Summary: The Forest Service is in a period of change. Interest in and knowledge of the environment and concern about the appropriate use of public resources has grown greatly in a relatively short period of time. Concern and respect for the National Forests as special places—as the jewels of our public lands—is widespread.

These changes have given rise to increasing numbers of conflicts surrounding the management of public lands. The range of public opinions about the best uses for the Nations' resources—from use and development to preservation and protection—underlines the deepening controversies. Advances in technology, the Federal budget deficit, and the diversity of the nation's peoples and their needs present a challenge to the Forest Service and other public land managers. This offers us an opportunity to examine the policies, future direction, and existing services that the Forest Service delivers to the public. In response to these changes the Forest Service is

- Focusing on an ecological approach to multiple-use management.
- Diversifying the educational and ethnic background of the workforce so that resource decisions are responsive to a broader spectrum of society and society's needs.
- Leading in the use of information and communication technology to improve the resource knowledge base, resource decisionmaking abilities and to share new knowledge and decisions with the public.

The following topic papers cover a wide range of the issues, concerns, and opportunities that the Forest Service is dealing with in this time of change—from forest and grassland ecosystem management to external and cooperative relations to public involvement and participation to matters of operations and administration. These papers describe the issues and their significance, indicates the interested parties, and outlines recent actions the Agency has taken. The topic papers are arranged alphabetically by title.

List of Topic Papers

Administrative Appeals Process
Aircraft Use and Accountability
Anadromous Fish
Below-Cost Timber Sales
Biodiversity

Clearcutting
Competitiveness in World Markets
Cost Efficiency
Disaster Assistance
Downsizing

Ecosystem Management
Field Structure Study
Financial Management
Forest Health
Forest Health Monitoring

Forest Legacy
Forest Planning and Revised National Forest Management Act Regulations
Global Change
Grazing Fees

Information Management: A Framework for the Future
International Forestry Cooperation
Land and Water Conservation Fund Land Purchase Program
Law Enforcement
Litigation
Log Import Quarantines and Regulations

Mining Law Revision
National Forest Foundation
National Institutes for the Environment Proposal
Natural Resource Conservation Education
Old-Growth Forest Management

Pacific Yew
Presidential Commission on State and Private Forestry
Project 615: Acquiring New Computer Technology
Public Involvement
Rangeland Management

Recycling
Riparian Area Management
Roadless Areas
Rural Community Assistance
Science/Policy Decisions

Spotted Owl Habitat Management
Threatened and Endangered Species
Timber Sales
Timber Supply
Travel and Tourism

United Nations Conference on Environment
and Development (UNCED)
Urban and Community Forestry, Jobs, and the Environment
Water Quality on Non-Federal Forest Land
Water Rights

Wetlands
Whistleblower/Hotline Program
Wilderness Management
Workforce Diversity

USDA Forest Service

Topic: **Administrative Appeals Process**

Summary:

The Forest Service's administrative appeals process has grown increasingly controversial over the last 4 years. The controversy has resulted in Section 322 of the Interior and Related Agencies Appropriations Bill, 1993, Public Law 102-831, "Forest Service Decisionmaking and Appeals Reform," which requires the Forest Service to make certain modifications to its regulations on administrative appeals. The Act requires a predecisional public notice and opportunity for comment on projects and activities not documented in Environmental Impact Statements and provides for an informal and formal appeal resolution process. The colloquy of this Act clarified that the Act does not apply to those decisions appealable under 36 CFR 251, which pertains to use and occupancy of National Forest System lands and does not require modification of the appeals process for Regional Guides and Forest Plans approved under 36 CFR 219. These two processes – appeals for Forest Plans/Regional Guides and appeals about use and occupancy – will remain essentially the same as before the passage of the Act.

- **Description/Significance:** The administrative appeals process provides an avenue for individuals and groups dissatisfied with a Forest Officer's decision for a review by a higher level official. There has been a significant increase in appeals since 1989, particularly of projects and activities that implement Forest Plans. Approximately 1,600 new appeals were filed in FY 1992.
- **Interested Parties:** The administrative appeals process has been controversial with a number of interest groups, particularly forest industry and national environmental groups. The process is also utilized by individuals, recreation groups, ranching groups, and business organizations.
- **Recent Actions:** In March 1992, the Forest Service proposed that it modify appeals regulations to retain appeals of Forest Plans/Regional Guides, provide for public notice and comment prior to decisions, and eliminate appeals of projects and activities implementing Forest Plans. Section 322, Public Law 102-831, The Interior and Related Agencies Appropriations Act, requires modification of the appeals procedures for projects and activities implementing Forest Plans.

Contacts: James C. Overbay, Deputy Chief for National Forest System, 202-205-1523, or Mary J. Coulombe, Staff Assistant to James C. Overbay, 202-205-1519

* * * *

Additional Information:

Description/Significance: In March 1992, the Forest Service proposed changes to the Code of Federal Regulations (36 CFR 217) concerning the administrative appeals process. The proposal included maintaining an appeals process for land

and resource management planning but eliminating appeals for projects and activities that implement Forest Plans and providing a predecisional public notice and comment opportunity. Over 30,000 public responses were received, with over two-thirds supporting the proposed change. This is the most public response ever received by the Forest Service on a regulatory proposal.

The changes in the regulations were proposed because the number of appeals had grown dramatically since 1989 and the time required to resolve appeals was beginning to interfere with the ability of the Forest Service to meet congressionally mandated timber sale targets. A review of appeals indicated that in 1991, only 6 percent of appeals were remanded back to the deciding officer for modification of the process or decision. The other 94 percent were situations where the original decision was affirmed (57 percent), decisions were withdrawn by the appellant or the deciding officer (19 percent), or dismissed (18 percent).

Interested Parties: After the proposal, congressional interest—spurred on by constituent effort—heightened. Several Congressmen were persuaded by constituents to introduce legislation to require the Forest Service to maintain an appeals process. Senator Wyche Fowler and Representative Bill Richardson both introduced bills. The Secretary of Agriculture received several letters from groups of Congressmen, some supporting the Forest Service proposed change and others opposing the change.

Public and congressional interest was high because it had become apparent that the appeals process was being used by certain groups and individuals to stop or delay projects implementing Forest Plans and, most frequently, timber sales and other development projects. The appeals process was taking an average of 100 days to resolve appeals and was viewed as inhibiting economic activity important to many economically disadvantaged rural areas. Environmental groups charged that appeals were a right and that they were necessary to force the Forest Service to meet its legal mandates for land and resource management.

Recent Actions: The Forest Service is engaged in preparing the regulations to meet the requirements of Section 322. As currently interpreted, the new process will reduce the amount of time required to render a decision on an appeal(s) but will introduce a number of entirely new procedures for processing appeals.

The action of Congress creates three separate and distinct appeals processes and a new process for public notice and comment on certain Forest Service projects and activities that implement Forest Plans: 1) 36 CFR part 251 - Appeals of Decisions Relating to Occupancy and Use of National Forest System Lands, 2) 36 CFR part 215 Subpart A-Public Notice and Comment on Proposed Forest Service Actions Implementing National Forest Land and Resource Management Plans, 3) 36 CFR part 215, Subpart B-Appeals of Project and Activity Decisions Implementing National Forest Land and Resource Management Plans, and 4) Appeals of Regional Guides and National Forest Land and Resource Management Plans.

USDA Forest Service

Topic: **Aircraft Use and Accountability**

Summary:

Aircraft are vital to many Forest Service programs, especially wildfire suppression, forest pest management, and law enforcement. The regulations governing the Forest Service's use of aircraft and aircraft services and accountability for such use have become significantly more complex in 1992. Systems that allow readily accessible and detailed documentation of proper use, costs, justification, and inventory are in the process of being implemented and should be in place in 1993.

- **Description/Significance:** Thorough documentation of use, justification, and costs of Government-owned or contracted aircraft and aircraft services is essential.
- **Interested Parties:** Aviation activities are being scrutinized or investigated by the USDA and GSA Inspectors General, Congress, private sector trade organizations, and the media.
- **Recent Actions:** The Forest Service's administrative use of aircraft and its airtanker program have been audited by the USDA Office of the Inspector General in 1991 and 1992, respectively.

Contact: Allan J. West, Deputy Chief for State and Private Forestry, 202-205-1657

* * * *

Additional Information:

Description/Significance: Forest Service use of, and accountability for, aircraft and aircraft services is governed primarily by Office of Management and Budget (OMB) Circular A-126-"Improving the Management and Use of Government Aircraft"-and directions issued to implement the Circular by the General Services Administration (GSA), the Department of Agriculture (USDA), and the Forest Service itself. Flight operations are governed by the Federal Aviation Regulations and Forest Service internal directives.

Forest Service use of aircraft varies somewhat with the severity of the wildland fire season. In FY 1991, total use for all types of missions was typical: 65,479 total flight hours at a total cost of $47,262,433. Of this total, 55,869 flight-hours were performed by Forest Service contract aircraft at a cost of $41,906,900; the remaining flight-hours (about 15%) were performed by Forest Service owned and operated aircraft.

OMB Circular A-126 states that agencies are accountable for ownership and utilization of aircraft or aircraft services in several ways.

1. Operating Government-owned or leased aircraft must be justified, as cost-effective, according to the process required in OMB Circular A-76. All Forest Service aircraft (except the Beech Baron 58P aircraft that lead in airtankers) are cost-effective using the A-76 process. The USDA Assistant Secretary for Administration determined that lead planes for airtankers did not meet OMB's definition of a commercial activity and were exempt from the Circular.
2. Each agency must have an accounting system for owned and operated aircraft that identifies and tracks all cost elements identified in the Circular A-126. All Forest Service aircraft are financially managed through the Forest Service's Working Capital Fund (WCF) which meets all requirements of the Circular. The WCF is managed by the Forest Service's Director of Fiscal and Public Safety, thus assuring financial accountability within the agency.
3. GSA is directed to establish a Federal Aircraft Management Information System (FAMIS) to collect use, cost, and inventory data on Government-owned and contract aircraft. Forest Service has been scrupulous in submitting all required data to FAMIS through the USDA.
4. Each agency is required to review annually all its aircraft operations and to certify to OMB through USDA that all current operations are necessary and cost effective, and to cease operations or excess aircraft that are not. Forest Service uses the data submitted to FAMIS, A-76 studies completed or in progress, National, Regional, and Forest Service-level contract reviews, and reviews of the WCF and Aviation Management conducted through the formal internal review process to make this certification.

In addition to OMB requirements, overall Forest Service aircraft needs and use strategy are assessed periodically. The most recent assessment was completed yn 1987 and is currently being revised. Based on this assessment and the data referred to above, a 3-year projection of owned aircraft needs is submitted to Congress in the annual budget request.

Interested Parties: The USDA Office of the Inspector General (OIG) has audited aspects of Forest Service aviation in 1987, 1991, and 1992. The GSA Inspector General conducted an extensive search of Federal agency records and directives, including those of the Forest Service at Senator Jim Sasser's request in 1992. Forest Service did an in-depth search at the request of Senator Wyche Fowler in 1992. The Helicopter Association International is interested in aircraft loaned to State Foresters for firefighting through the Federal Excess Property Program. The Aerial Fire Fighting Association cooperates in programs to make excess military aircraft available as airtankers

Recent Actions: The Forest Service is working to resolve issues identified by the USDA OIG in the 1991 and 1992 audits. This work includes working with the USDA Office of Operations to develop both Forest Service and USDA directives to implement Circular A-126 and automated data systems to permit ready access to aviation management information. Development of policy for placing excess military aircraft in the private sector airtanker fleet will require USDA involvement and support

USDA Forest Service

Topic: **Anadromous Fish**

Summary:

In many areas of the West, from California to Alaska, naturally reproducing stocks of Pacific salmon and steelhead (called anadromous fish) are at risk of extinction. Of more than 400 stocks recently evaluated by the American Fisheries Society, 214 were considered to be at "moderate" or "high" risk of extinction or of "special concern." The remaining stocks were deemed to be already extinct (about 100) or "secure" (about 120). Four stocks of anadromous fish have been federally listed under the provisions of the Endangered Species Act and listing of additional stocks is likely.

The Forest Service jurisdiction and responsibilities are limited to fish habitat and watershed conditions on National Forests. The Forest Service is in an excellent position to do its part in restoring and improving anadromous fish habitat conditions on National Forest System lands in the West. Such actions, in combination with the efforts of other agencies and parties involved with the very significant hydroelectric, hatchery, and harvest factors, can contribute toward reversing the downward trends of anadromous fish stocks.

- **Description/Significance:** The Forest Service manages about half of the remaining freshwater spawning and rearing habitat for anadromous fish in the lower 48 states and more than one-fourth of such habitat in Alaska.
- **Interested Parties:** American Indians; Alaskan Natives; Tribal governments; private industry; commercial, recreation, and subsistence fish users; and many Federal and State government agencies.
- **Recent Actions:** The Forest Service is currently developing a Pacific salmon and steelhead habitat management strategy that will apply to all National Forests having anadromous fish in the States of California, Oregon, Washington, Idaho, and Alaska. The strategy will define how this issue is to be addressed in individual forest plans. The Forest Service has developed an anadromous fish habitat management policy and guidelines for the Columbia River Basin, and over the past several months, has been evaluating all on-going projects in the basin to determine their possible effects on federally listed stocks of anadromous fish.

Contact: David Unger, Associate Deputy Chief for the National Forest System, 202-205-1677: Phillip J. Janick, Wildlife and Fisheries Staff, 202-205-1206

* * * *

Additional Information:

Description/Significance: Degradation of salmon and steelhead habitat has occurred on all land ownerships throughout the range of Pacific salmon and steelhead. The underlying reasons for the decline of these fish stocks vary by species and geographic area. In general, their continued existence is threatened

by some combination of hydroelectric development and operation, harvest, hatchery influences on disease and genetic fitness, and habitat conditions. Some of the anadromous fish stocks have been predominantly affected by other than National Forest habitat conditions, such as the effects from the hydroelectric dams in the Columbia River Basin. However, habitat conditions on National Forests are important to conserving many of the at risk stocks, and can contribute to moderating the declines associated with the other factors.

Historically, changes in anadromous fish habitat conditions on National Forests have come from practices and effects associated with activities such as timber management, grazing, road construction, mining, and recreation. The general result of these changes has been to simplify aquatic habitats and reduce their ability to buffer the impact of extreme natural events, i.e., drought, flood, etc.

Interested Parties: Salmon are considered sacred by Native American people and play a major role in their cultural, spiritual, social, and economic traditions. They have traditionally used salmon and steelhead for food as well as commercial trade. Subsistence fishing for salmon and steelhead by non-Native Americans occurs in California, the Pacific Northwest, and Alaska. Recreational fishing also fills an important economic niche, including positive direct and indirect impacts on local communities and the national economy. Commercial fishing is responsible for much of the pressure on the salmon and steelhead resources. These fish are commercially harvested in international and territorial waters.

Other interested parties include those who use the National Forests for other purposes including timber, range, and mineral development. Activities associated with these resource uses may have significant effects on anadromous fish habitats. Management strategies designed to protect fish habitat may affect development activities.

Recent Actions: The Forest Service's recently developed strategy for managing Pacific salmon and steelhead habitat will provide for a consistent ecological approach for rivers in National Forests in the West. The strategy will help identify restoration priorities and identify and address research, information, and education needs. The strategy will agree with existing policy and guidelines developed for the Columbia River Basin and be based on a comprehensive evaluation of economic effects. The Forest Service will coordinate its activities with other fish-management organizations and interest groups.

In 1992, over 4,000 on-going projects on National Forests in the Columbia River Basin have been evaluated as part of meeting the Section 7 consultation requirements of the Endangered Species Act.

Extensive research has been and is being conducted by the Forest Service to determine habitat requirements of anadromous fish and the relationships of land management activities with these fish and their habitats. These studies are being used to examine current conditions and determine actions for the future.

USDA Forest Service

Topic: **Below-Cost Timber Sales**

Summary:

One of the current significant issues facing the Forest Service is below-cost timber sales. Agency timber sales are managed so that the overall benefits produced by the sales will exceed program costs. Although revenues from the agencywide program exceed costs, revenues on some individual National Forests do not meet expenses. In many cases, timber harvesting is used to achieve nontimber objectives such as maintenance of forest health, ecological diversity, and habitat for wildlife, which cannot be measured in monetary terms. Many timber sales are personal-use sales for firewood and Christmas trees, especially on some of the below-cost forests that do not have large commercial timber programs. In FY 1991, 22 percent of the volume harvested from all National Forests came from 69 below-cost forests.

- **Description/Significance:** Although the Forest Service makes money on its agencywide timber sale program, some individual National Forest programs operate at below-cost levels.
- **Interested Parties:** Congress, the general public, environmental organizations, wood products industry, and some foreign governments.
- **Recent Actions:** Agency publication (*Federal Register*, April 16, 1991) and subsequent testing of a proposed policy; Administration testimony at oversight and legislative markup hearings (March 1990, October 1991, and March 1992).

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Additional Information:

Description/Significance: In FY 1991, timber sale programs from all National Forests produced $1.158 billion in gross revenue and $472 million in net revenue. Additionally, $301 million of the receipts were shared with local counties. Many multiple-use benefits associated with timber sales cannot be given monetary value. Some timber sales, for example, are designed to enhance wildlife habitat or improve recreation opportunities. The basic laws under which the Agency manages the National Forests state that profitability alone should not determine management direction. Even though some timber is sold at below-cost levels, it still supports local jobs, communities, and economies. Eliminating below-cost timber sales abruptly could have negative economic impacts in some communities, disrupting the lives of the people who depend on timber for their livelihood and blocking other multiple-use objectives.

National Forest timber is sold competitively to the highest bidder at or above appraised values. This represents the fair market value and is comparable to

what a private owner would receive for similar timber. The Agency's costs of preparing timber for sale have increased 40 percent over the last 3 years due to the increasing costs of environmental coordination, administrative appeals, and legal challenges. Because of these factors, the costs to private landowners to sell timber can be substantially lower than Forest Service costs.

Interested Parties: There are five main groups interested in this issue.

- *Conservation/environmental groups.* Some groups (e.g., the Wilderness Society and Cascade Holistic Economic Consultants) have produced their own annual reports on below-cost sales. They contend that the agency should include more expenses as costs of the program. These reports are not produced using generally accepted accounting principles and usually show higher volumes of below-cost timber than the agency reports.
- *Wood products industry.* Industry representatives want the program managed in a cost-effective manner, but they do not agree that it should be subject to profitability requirements because of the added costs of multiple-use management (not required in the private sector). They contend that too many nontimber resource costs are assigned to and paid for by the timber program.
- *General public.* The general public is concerned about the practice of selling timber at rates less than costs. Members of the general public are generally unaware of the link between timber sales and the other resource benefits produced.
- *Congress.* Four bills have been introduced to deal with this issue and none is out of its respective subcommittee. Agency appropriation bills have also been used to address the issue.
- *Others.* The United States Department of the Interior's Bureau of Land Management, the Department of Commerce, the Congressional Research Service, the Office of Management and Budget, the Office of the Inspector General, and the General Accounting Office are all interested in this issue. Canada has implemented a similar system and is tracking this issue.

Recent Actions: In order to provide reliable information, Congress asked the Forest Service and the General Accounting Office to jointly develop a financial reporting system to track timber sale program costs and revenues. In response, the Timber Sale Program Information Reporting System (TSPIRS) was developed and includes an income statement designed to conform to generally accepted accounting principles. TSPIRS information has been provided to the public annually since 1989.

The Forest Service published a proposed policy to deal with the issue in the *Federal Register* on April 16, 1991. The policy would place substantial emphasis on operating timber sale programs at the most cost-effective levels possible. It would differentiate between timber harvest for commercial purposes and harvests to achieve other resource objectives. Thus, appropriate financial and economic expectations would be applied to timber harvests for commercial purposes, yet timber harvests could still be used where they are cost effective for achieving nontimber objectives. Public comment was requested on the proposed policy and its primary concepts were recently tested on 19 National Forests. yesults of the test will be available in the near future.

USDA Forest Service

Topic: **Biodiversity**

Summary:

Biodiversity is an international issue that has profound implications for management of natural resources. At the root of this issue are concerns about the accelerating losses of species due to the cumulative impacts of human activities. Although past as well as current rates of species extinctions are difficult to determine, biologists generally agree that we are experiencing losses of diversity that are without precedent in human history and that these losses are a significant problem relating to human welfare.

- **Description/Significance:** Increasingly, land managers are being asked to assess the impacts of their management practices on biodiversity.
- **Interested Parties:** Interest in biodiversity has exploded during the last few years. Environmental groups, industry associations, academia, and the general public have all voiced their concerns to the Forest Service, other Government agencies, state governments, congressional delegations and directly to the President.
- **Recent Actions:** The Forest Service has played an increasingly active role in maintaining biodiversity both in the United States and internationally. These include our sensitive species policy, recovery actions for threatened and endangered species, co-sponsorship of the Keystone Biodiversity Dialogue, the "Every Species Counts Program," regional workshops, international symposia, follow-up actions to the United Nations Conference on the Environment and Development, ecosystems management, and a variety of research studies.

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Additional Information:

Description/Significance: Biodiversity is a an overreaching issue that affects all Forest Service activities and programs. The Forest Service is already working to integrate biodiversity conservation as part of wise land stewardship. However, this will require adaptive management strategies and the development of new knowledge and technologies in order to address ecological sustainability and environmentally sensitive resource management. Major perspectives of the issue are that: (1) biodiversity should be conserved for economic, environmental, and ethical reasons; (2) current Federal efforts to conserve biodiversity are viewed by many to be inadequate; (3) the Forest Service can play a significant role in conserving biodiversity; and (4) biodiversity can be conserved while allowing significant human uses of natural resources.

Interested Parties: Congressional concern continues to grow as pressure from interst groups increases. Internationally there is a growing consensus for conserving biodiversity that is reflected in multitude of actions and strategies being developed by various organizations of the United Nations and environmental groups. Recently formed industry coalitions seek to moderate these efforts.

Recent Actions: The Forest Service has been very active in implementing efforts aimed at conserving, protecting, and restoring biodiversity. It has established a major program ("Every Species Counts") to recover and conserve Federally listed threatened and endangered species of plants and animals found in National Forests (over 200 such species as of 1991). In the past 4 years, the Agency has sponsored 13 regional workshops in cooperation with universities and other State and Federal agencies that were attended by over 4,000 managers, scientists, and cooperators.

In all Forest Plans there are standards and guidelines for providing habitat conditions that will (1) sustain population numbers and distributions of sensitive species needed for long-term viability; (2) protect special habitats such as old-growth forests, riparian areas, cove hardwoods, and wetlands; and (3) assure adequate kinds, numbers, and distributions of biodiversity at stand/site and landscape scales such as snags, large fallen trees in streams, and corridors to provide landscape linkages for plant and animal movement.

The Forest Service has shared inventory and data management on rare species, communities, and ecological land classification with The Nature Conservancy and has protected natural areas through designating them as wilderness (32 million acres) or Research Natural Areas (over 200,000 acres).

Biodiversity was addressed as a contemporary issue in the 1990 RPA Program and will be a major topic in the next RPA assessment. The Ecosystems Management effort has been focused on expediting the implementation of new directions in the RPA Program and Forest Plans, specifically those that address ecological sustainability and environmentally sensitive resource management.

The Forest Service provided expertise and led conservation negotiations for the U.S. delegation for the International Convention on Biological Diversity.

Biodiversity research that improves our understanding of issues that affect biodiversity, develops approaches to problem-solving at a variety of scales, and provide guidelines for resource management in terms useful to land managers has long been a part of the Forest Service Research Strategy.

In addition, the Forest Service sponsored, developed, and promoted the international symposium "Biodiversity and Managed Landscapes" held in Sacramento, California, July 1992. The symposium was co-sponsored by a coalition of 21 Government agencies, professional societies, industry associations, and conservation groups.

Recent Governmentwide Actions: Since the United Nations Conference on the Environment and Development (UNCED) the U.S. Government has been actively working on two commitments: (1) a U.S.-led forum for discussing the surveying and inventorying of global biodiversity and (2) the development of a U.S. National Center for Biodiversity Information.

USDA Forest Service

Topic: **Clearcutting**

Summary:

The National Forest Management Act of 1976 permits the use of clearcutting, but states "that clearcutting.... will be used as a cutting method on National Forest System lands only where....it is determined to be the optimum method....to meet the objectives and requirements of the relevant land management plans." The Act further states that the cutting method to be used should not be selected primarily because it will give the greatest dollar return or greatest unit output of timber.

- **Description/Significance:** Despite reductions in clearcutting in the past several years, its use remains controversial because of public concerns regarding its appearance and impacts on the ecosystem.
- **Interested Parties:** General public, environmental/conservation groups, the timber industry, and Congress.
- **Recent Actions:** The Chief proposed a new policy on June 4, 1992, to further reduce the use of clearcutting on national forest lands.

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Additional Information:

Description/Significance: Clearcutting has represented about 35 percent of the total acres harvested and almost 60 percent of the total volume harvested in the National Forest System in the past 10 years. Clearcutting optimizes timber production, establishes stands of shade-intolerant tree species, improves habitat for some wildlife species, salvages dead and dying timber resulting from fire and insect and disease infestations, and increases water yields.

In light of the continuous controversy surrounding clearcutting, the Chief issued direction on September 8, 1988: "Forest Service personnel should seek opportunities to reduce clearcutting when other alternatives will meet our land management objectives." The Renewable Resources Planning Act Program of 1990 projected a 47 percent reduction in clearcutting by the year 2040. In addition, the 1991 Appropriations Act directed the Forest Service to reduce clearcutting by 25 percent from 1989 levels by 1995.

In response to the foregoing direction, the amount of clearcutting has been reduced from 257,156 acres in FY 1989 to 162,513 acres in FY 1992, which represents a 37-percent reduction. However, this reduction is partially due to a lower timber sale program in FY 1992.

Interested Parties: There are four major groups concerned with clearcutting.

- *Timber industry.* The reaction of the industry to a reduction in clearcutting is mixed, however, the majority of purchasers dependent upon FS timber and the organizations that represent them oppose the reduction, primarily because it will reduce the total amount of timber harvested in the National Forest System. Some segments of the industry support greater use of alternative harvest methods in lieu of clearcutting.
- *Environmental/conservation groups.* The position of these groups is mixed. A number of groups support a reduction or even the elimination of clearcutting. However, the most radical of these are opposed to any harvest methods (clearcutting, shelterwood and seed tree) that create even-aged stands and only support methods (cutting individual trees) that maintain many-aged stands, or advocate no timber harvesting at all. A number of sportsmen's groups and State game departments support the continued use of clearcutting to maintain habitat for such game species as elk, deer, ruffed grouse and wild turkey. Other groups, including the Society of American Foresters, support its use at some level because it has been proven to meet certain land management objectives.
- *General public.* A large share of the public supports a reduction or even the elimination of clearcutting. However, potential reduced revenues to counties resulting from a lower timber sale program concern many taxpayers in local communities.
- *Congress.* A number of bills have been recently introduced that would ban all clearcutting or any even-aged systems of harvest on National Forest System lands; however, they have received little support to date.

Recent Actions: To expedite a further reduction in clearcutting in light of continued public criticism and new management considerations, the Chief proposed a new policy on June 4, 1992, that would eliminate clearcutting as a standard practice on National Forest System lands. The policy sets forth seven criteria to be used in determining when clearcutting would be permitted. The criteria are included in draft planning regulations (36 CFR 219) awaiting publication for public review and comment.

The proposed policy states that clearcutting is permitted only when it is determined to be the optimum method of timber harvest and the only practical method to meet one or more of the following seven criteria:

1. To establish, maintain or enhance habitat for threatened or endangered species.
2. To enhance wildlife habitat or water yield values or to provide for recreation, scenic vistas, utility lines, road corridors, facility sites, reservoirs, or similar developments.
3. To rehabilitate lands adversely impacted by events such as fires, windstorms, or insect and disease infestations.
4. To preclude or minimize the occurrence of potentially adverse impacts of insect and disease infestations, windthrow, logging damage, or other factors affecting forest health.
5. To provide for the establishment and growth of desired tree or other vegetative species that are shade intolerant.

6. To rehabilitate poorly stocked stands due to past management practices or natural events.
7. To meet research needs.

It is estimated that the proposed policy could reduce clearcutting by as much as 70 percent from FY 1988 levels. Alternative harvest methods would be substituted for clearcutting on most areas of the National Forest System. These would include more visually pleasing methods that would leave residual trees, plus wood material on the ground to maintain site productivity. One of the consequences is expected to be increases in the cost of sale layout, logging, and contract administration. More frequent entries into stands and accompanying increased road maintenance will also result in increased timber program costs. In addition, it is estimated that there would be a 10 percent or more decrease in the level of the timber sale program due primarily to reduced per-acre yields on many areas as a result of leaving residual trees.