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United States  
Department  
of Agriculture

Forest  
Service

Washington Office

14th & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 2510

Route To:

Date: DEC 21 1999

Subject: Report on Water and the Forest Service

To: Regional Foresters, Station Directors, Area Director, IITF Director, and WO Staff

Consider this--66 million people in the United States get their water from the National Forest System, making the Forest Service the largest water company in the country. And this--the value of water flowing from the National Forests is \$3.7 billion, which exceeds the value of many other products from the National Forest System.

Maintaining and restoring watersheds were primary reasons for establishing the National Forests at the beginning of this century. I propose we begin the next century by going back to those most valuable roots. As an opening statement of the Forest Service's strengthened position on water, the enclosed report - "Water and the Forest Service"- lays out current thinking about water resources on the National Forests. It is available on the Forest Service Home Page on the Internet, and will be printed and additional copies will be mailed to you in February 2000. The Report is a result of intensive collaboration between the Policy Analysis Staff, State and Private Forestry, Watershed and Air Management, and many other National Forest System, and Research & Development staffs and field specialists. We expect this report to be a living document that will be revised as new information becomes available.

Our water story has been neglected. Yet it is now absolutely clear that water issues will dominate many of our policy challenges, and drive the endless demands of most legal challenges. For this reason, water and watershed restoration is one of the four major priorities in the Natural Resources Agenda. We have an active mandate either to lead or to collaborate in many related areas including: managing municipal watersheds, improving stream flow, protecting water quality, conserving aquatic biodiversity, restoring watershed conditions, relicensing hydroelectric projects, and revitalizing urban forests.

As you read the new report, consider how the Forest Service's water story can best be told to your own constituents. Across the country, we serve many diverse communities and landscapes. In urban areas, the perspective will be from the faucet to the forest; in rural areas, from the forest to the faucet. Our story is compelling. Let us tell it with pride.

MIKE DOMBECK  
Chief

Enclosure





## DECISION MEMORANDUM FOR THE DIRECTOR OF SCHEDULING

THROUGH: James R. Lyons  
Under Secretary  
Natural Resources and Environment

FROM: Mike Dombeck  
Chief  
Forest Service

DEC 21 1999

SUBJECT: Meeting with representatives of the Lake Tahoe Federal Advisory Committee and related Cabinet officials.

### ISSUE:

The Forest Service is requesting that Secretary Glickman, in his capacity as Chair of the Federal Interagency Partnership for the protection of the environmental and economic health for Lake Tahoe, host a meeting with members of the partnership. The partnership includes the Secretary of the Interior, the Secretary of Transportation, the Administrator of the Environmental Protection Agency, and the Secretary of the Army, and key community leaders of the Lake Tahoe Federal Advisory Committee.

The Forest Service suggests a date around the State of the Union address since there will be greater scheduling flexibility for Cabinet officials to attend.

### BACKGROUND:

At the culmination of the successful Lake Tahoe Presidential Forum in 1997, President Clinton signed an Executive Order 13057 to ensure that federal agency actions protect the extraordinary natural, recreational, and ecological resources in the Lake Tahoe Region, an area of national concern. In doing so, the President directed the federal departments and agencies having principle management or jurisdictional authorities in the Lake Tahoe Region to establish a Federal Interagency Partnership to ensure coordination of federal agency actions. The Secretary of Agriculture currently chairs the Partnership, which is to be rotated among the members. The partnership is meeting the objectives set forth by the President. These objectives are to reaffirm their role in helping to manage this national treasure by improving coordination among federal agencies and with the State of California, State of Nevada, the Washoe Tribe, the Tahoe Regional Planning Agency and other local units of government.



Concurrent with the activities of the Partnership, Secretary Glickman chartered the Lake Tahoe Federal Advisory Committee to provide advice to the Partnership on implementing the goals and objectives of the Partnership. The Committee is composed of 20 members representing a broad array of interests who meet regularly and provide valuable guidance to local and regional designees of the Partnership. Major accomplishments of the Lake Tahoe Federal Advisory Committee this year consist of:

- 1) FY 2001 and FY 2002 budget priority recommendations to the Federal Partnership.
- 2) Currently reviewing and formulating recommendations to the Federal Partnership on the Lake Tahoe Watershed Assessment

According to the *Agreement of Federal Departments and Agencies on Protection of the Environmental and Economic Health of the Lake Tahoe Region*, the Secretaries and Administrator or their representatives shall meet at least annually to discuss progress on implementation of this agreement and to take such additional actions as may be necessary. It is appropriate that after more than two and a half years since the Presidential Forum the Secretary and his Cabinet-level colleagues hear from members of the Lake Tahoe community on the success resulting from the Forum and the ongoing collaboration efforts to protect Lake Tahoe. Furthermore, this will provide a unique opportunity to focus on how the partnership between public and private interests can serve as a national model to resolve environmental and economic issues facing America's communities and to set future direction for the Federal Interagency Partnership and the Lake Tahoe Federal Advisory Committee.

**STAFF CONTACT:**

Please contact Ed Gee, Acting Forest Supervisor, Lake Tahoe Basin Management Unit at 530-573-2770.





File Code: 7100, 6500, 6400, 2600, 2500, 2300, 2200  
Route To: 1000

Date: JAN 4 2000

Subject: Successful Compilation of Deferred Maintenance and Real Property Information

To: All Employees

Seldom, in the history of the Forest Service, have so many of you been involved in an effort as we have been this year in the collection, verification, and reporting of deferred maintenance and real property information. I would like to take this opportunity to thank all of you for your extra effort, dedication, and sacrifices. You have made this effort the success it is.

The information gathered by you is important for so many reasons. This is the first time our Agency has ever attempted an effort of this magnitude; sending employees to the field to report on the true condition of our national forest assets. Your efforts have yielded vital information about the condition of our National Forests. Direct cost estimates now total \$8.7 billion for deferred maintenance alone. This information will allow us to make informed resource decisions at all Agency levels, as well as allowing us to articulate Forest Service needs and supplying key supporting information for our Agency's Natural Resource Agenda.

I believe the information gathered will greatly enhance our credibility as an Agency. Congress continues to desire better and more detailed information on the condition of our assets on a regular basis. You have provided the means to make that information available to others at many levels.

Lastly, each of you, through cooperation, teamwork, and just plain hard work, have enabled this truly Agency-wide effort to update our real property inventories and thus improve our financial outlook for the future. Perhaps more importantly though, we have successfully worked with each other and cooperated between staffs and across Deputy Areas. The benefits gained from new alliances and relationships will be felt in the Forest Service for many years to come.

Our work is not over. We have several more years of inventories and condition inspections to tackle before we can shift to maintaining our data. We are learning to be more efficient in our data gathering efforts and we will continue to improve the quality and quantity of the data.

These days may signal a true change in the culture of the Forest Service and in the way we will do business in the future. One fact is very clear however, our mission today demands that we have better information available for effective management, accountability, and responding questions at all levels. My thanks to all of you for making this truly national effort possible and successful.

MIKE DOMBECK  
Chief





United States  
Department of  
Agriculture

Forest  
Service

Washington Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 6600  
Route To:

Date: JAN 18 2000

Subject: Success in Meeting the Year 2000 Challenge

To: Regional Foresters, Station Directors, Area Director, and IITF Director

Congratulations and thank you to all who contributed to the tremendous effort to ensure that the Forest Service would be ready to meet the Year 2000 (Y2K) challenge.

Over the New Year's weekend and through the beginning of our first week in the new year, several thousand Y2K status reports were sent in from Forest Service offices nationwide. Only three reports indicated Y2K problems, all of which were resolved quickly. None of these problems had any significant effect on Forest Service business operations.

The ease of our Y2K transition belies the effort required to make everything go so smoothly. These statistics give you an idea of the size of the problem we have overcome so successfully. To achieve Y2K compliance, we:

- Completed Y2K testing and remediation of 600 Forest Service software applications and replaced over 900 DG computers, and the old X.25 telecommunications network.
- Completed survey, Y2K assessment, and the necessary repair or replacement of all critical vulnerable systems including 18,000 vehicles, 40,000 buildings and real properties, 2400 Global Positioning Systems and field data-recording devices.
- Inventoried, and repaired or replaced 10,000 telecommunications equipment items.

Please extend my personal thanks to employees on your staffs who worked so hard over the past 2 years, especially those who worked over the New Year's holiday, to make sure our systems and facilities were Y2K compliant. Their hard work and dedication has paid off well.

Our success in meeting the Y2K challenge puts us in a position to move on to the next improvement of our corporate IBM computer system--implementing Lotus Notes. We will begin installing Lotus Notes (replacing Applix for email) for all employees this month and will complete implementation by June 2000. This new software, working in conjunction with Microsoft Office 2000, will provide powerful new desktop automation capabilities and make exchanging information with our business partners and cooperators much easier. Please give us your full support in implementing this new system, just as you have in the Y2K effort.

MIKE DOMBECK  
Chief





United States  
Department  
of Agriculture

Forest  
Service

Washington Office

14th & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1300  
Route To: 1620

Date: JAN 21 2000

Subject: New Century of Service

To: Deputy Chiefs, Regional Foresters, Station Directors, Area Director, IITF Director

**REPLY DUE JANUARY 28, 2000**

I believe, as did Pinchot, that we have an obligation to the American people to look to the future, and promote positive change in protecting, sustaining, and benefiting from our great natural resources. The dawning of a new millennium and the Forest Service 2005 centennial provide a wonderful opportunity to build public and employee awareness of our mission and direction as we begin a "New Century of Service."

To help us take advantage of this opportunity, I have chartered a New Century of Service (NCS) Task Group. This Group, as described in the enclosed charter, will serve as the focal point for a coordinated agency-wide effort, now through 2005, building public and employee interest in our mission, our history, and our goals for the future. Activities the Group will lead include: one to two national events per year, such as an employee, volunteer, partner, and retiree celebration in 2000 and recognition of the Forest Service centennial in 2005; support to field sponsored events and activities furthering the NCS goals; and development and distribution of NCS related communication tools, such as brochures, videos, and internet materials.

Success will depend on the support of Forest Service leadership, particularly Deputy Chiefs and field leadership. To assist the Group, I ask that each of you nominate a member of your direct reports to serve as the contact for the New Century of Service for your unit. Please submit the name and contact information for this individual to Leslie Weldon of my staff (lweldon/wo on the IBM) by January 28.

This is an exciting time. We are poised to enter the new millennium and our own second century with a broad-based Natural Resource Agenda to care for the Nation's forests and great natural resources with the health of the land as the primary objective. As our centennial year approaches, we can be proud of our successes responsive science-based public land management, cutting-edge natural resource research, and conservation leadership in support of state and private lands and natural resources. We have a lot to share with our employees and the American people. Let's get started!

MIKE DOMBECK  
Chief

Enclosure





United States  
Department of  
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Service

Washington  
Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1500/1510

Date:

**JAN 21 2000**

The Honorable Larry E. Craig  
Chairman, Subcommittee on Forests and Public Land Management  
Committee on Energy and Natural Resources  
United States Senate  
111 Russell Senate Office Building  
Washington, D. C. 20510

Dear Senator Craig:

Thank you for sending me a copy of your January 6, 2000, letter to Secretary Glickman regarding the ongoing study of roadless areas the Forest Service has undertaken at the request of President Clinton. Secretary Glickman also shared a copy of his response.

In his January 21, 2000, response, the Secretary indicated that I would provide you with the answers to the specific questions raised in your letter. I am pleased to do so. I asked my staff to investigate the issues you raised, and they prepared answers to each of the specific questions posed in your letter. Their report is enclosed.

Some of the problems and confusion reported by your constituents did result from an erroneous electronic mail address included in our initial *Federal Register* notice. We quickly provided the correct address through a formal *Federal Register* correction notice, and whenever possible, through personal contacts. Additionally, anyone who was not able to comment may still do so. Although the formal public comment period ended on December 20, 1999, we will continue to receive and consider scoping comments until we publish the draft environmental impact statement.

I am pleased to report that we have received over 500,000 written comments. Clearly, the President's proposal to protect roadless areas has captured the interest of many Americans, and we are encouraged that so many have taken the time to participate in the planning process.

Thank you again for your letter. If I can be of further service, please do not hesitate to contact me.

Sincerely,

*for* MIKE DOMBECK  
Chief

Enclosure



## **Response To Questions Included In Senator Larry Craig's January 6, 2000, Letter**

The following information is presented in response to questions raised in the January 6, 2000, letter from Senator Craig. The numbering of the response reflects that of the question in Senator Craig's letter.

### **Requests for Extension of Time to Comment.**

1. A detailed list, along with copies, of every request the Forest Service has received asking for an extension of the comment period on the Notice of Intent.

The Forest Service has received more than 500,000 comments on the roadless area proposal Notice of Intent published in the *Federal Register* in October 1999. Written comments are routed to a central processing center known as the Content Analysis Enterprise Team located in Salt Lake City, Utah. At this time, requests to extend the formal scoping period are still being received almost daily, so an exhaustive package of all such requests received would be difficult to provide until the scoping period ends. In response to your request, we are compiling an index list and copies of extension requests submitted on or before December 20, 1999. They will be delivered to you by January 28, 2000.

2. A description of how the Forest Service will handle the public comments received on the Notice of Intent after the formal end of the comment period (December 20, 1999).

The Forest Service encourages the public to provide comments early in the scoping process so that public comments can be most effectively incorporated into the formulation of the proposed action and alternatives and addressed in the environmental analysis. To facilitate management of the scoping process, the Forest Service set December 20, 1999, as an end date for a formal public scoping period. As you know, the scoping phase of environmental analysis concludes with the publication of a draft environmental impact statement. For this reason, the Forest Service will continue to accept written comments until publication of the draft environmental impact statement.

All comments received are delivered to a central receiving point, the Content Analysis Enterprise Team, to ensure they are analyzed in a consistent manner and incorporated into the environmental analysis process. Comments postmarked after December 20, 1999, will be processed and analyzed using the same procedures used before the close of the formal scoping period.

3. An updated timeline and schedule of activities related to the roadless area initiative (i.e. what documents will be produced and when, and what environmental analyses will be done and when).

The timeline for the Roadless Initiative remains unchanged from the timeline previously provided to members of Congress. The National Roadless Team intends to publish a proposed rule and draft environmental impact statement in May 2000, and a final rule with Record of Decision and final environmental impact statement in Fall 2000.

## Functioning of Electronic Mail System

1. Was the electronic mail address functioning properly on December 18, 19, and 20?

Yes, the electronic mail address was functioning properly on the specified dates. From the time the electronic mail address was established, the server that the Content Analysis Enterprise Team uses for receipt of electronic mail never crashed due to volume of incoming electronic mail messages. All electronic mail messages received enter into a queue where they are held until processed.

2. Were comments rejected electronically by the Forest Service electronic mail system, and if so, how many?

The Content Analysis Enterprise Team received calls from about half a dozen people on December 20 and 21, 1999, inquiring about difficulty in submitting comments electronically or complaining that electronic mail messages were being rejected. The standard operating procedure of the Content Analysis Enterprise Team is to follow up with each inquiry to ensure it was successfully resolved. Customer service representatives from the Content Analysis Enterprise Team successfully resolved all complaints via telephone conversation with the clients. Of the half dozen calls received, all were determined through discussion with the caller to be the result of errors made by the sender. In every case, the Content Analysis Enterprise Team customer representatives offered the clients the option of sending a hardcopy of the comments or resubmitting the electronic mail message. The Content Analysis Enterprise Team does not have an exact figure for the number of electronic mail messages that may have been rejected. However, based on the fact that only about half a dozen inquiries and complaints were received, they estimate the rejection rate for electronic messages to be a very low percentage.

As described in my response to Question 1, electronic mail messages cannot be rejected due to volume of incoming messages. Only messages addressed incorrectly are rejected.

3. What provisions do you anticipate making to be sure you notify senders that their comments were not received?

The example of a rejected message provided on page 2 of your letter is indicative of the manner in which commenters are notified their electronic mail messages were undeliverable.

4. How long was your electronic mail system not functioning properly?

As previously described in the response to Question 1, the Content Analysis Enterprise Team's system was functioning properly throughout the formal scoping period designated in the *Federal Register* notice.

5. Does your electronic mail system have diagnostic capability to report on unsuccessful mail attempts?

Messages that are rejected by our electronic mail system are sent back to the originator. Mail is rejected primarily because of incorrect electronic mail addressing. If our mail systems' diagnostic facilities were set to "debug-mode," we would be able to identify rejected messages.

The Forest Service does not scan for incorrect addresses because the standard Internet protocol is "return to sender." A standard operating procedure used by the Content Analysis Enterprise Team is to program its electronic mail system with a set of "alias" addresses designed to detect the most likely errors in addressing so that common address errors do not result in electronic mail message rejections.

6. How many hours were the systems managing these accounts not in service for routine maintenance (i.e. back-ups) or non-routine breakdowns during the comment period (October 19, 1999 to December 20, 1999)?

The server used by the Content Analysis Enterprise Team undergoes a complete system back-up routine nightly, approximately between the hours of 12:00 and 2:00 am MST. Electronic mail messages sent during this scheduled back-up or non-routine maintenance are routed to a holding queue where they await processing.

#### *Additional Questions Electronic Mail Addresses*

1. Were both electronic mail addresses legitimate and functioning during the comment period?

No, the initial address published in the *Federal Register* on October 19, 1999, was erroneous. The Forest Service became aware of the error and immediately took steps to publish a correction. The correction was published in the *Federal Register* on November 10, 1999.

2. Why are there two separate electronic mail addresses for comments on the same proposal?

The electronic mail address, roadless/wo\_caet-slc@fs.fed.us, is the only electronic mail address provided for submission of comments on the Roadless Initiative in electronic formats. Any other address, including the one erroneously published in the original *Federal Register* notice, is incorrect.

3. Why are there two different representations of the Federal Register notice?

As explained in the response to Question 1, the original *Federal Register* notice contained an error. The second publication was a correction notice.

4. Were there two notices?

Yes, as explained in the response to Question 1, the original *Federal Register* notice contained an error. The second publication was a correction notice.



United States  
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Washington  
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14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-  
6090

File Code: 5450-2

Date: JAN 21 2000

Lt. Colonel James A. Piner  
Commanding Officer  
Hawthorne Army Depot  
P.O. Box 5000  
Hawthorne, Nevada 89415

Dear Colonel Piner:

On December 23, 1999, we completed a very difficult and complex interchange of land jurisdictions between the USDA Forest Service and the Department of the Army. This interchange has resulted in the transfer of approximately 3,100 acres of National Forest System lands to the Army to facilitate the continuation of the crucial National defense mission carried out by Hawthorne Army Depot (HAD). The Army, in turn, transferred approximately 490 acres of land adjacent to the Los Padres National Forest in California to the Department of Agriculture for inclusion in the National Forest System.

During the long and tedious process involved in negotiating the details of this interchange, there are certain individuals on your staff who deserve special recognition for their critical role and the extra effort they put forth in working toward the completion of this complex transfer. We specifically refer to the outstanding support and coordination provided by Mr. Vern Shankle, Ms. Marilyn Berry, and Mr. Herman Milsap. Without their valuable assistance, innovation, and dedication towards achieving our mutual objectives, this transfer might not have been possible. Certainly, it would not have been completed within the critical time frames imposed by the State of Nevada for the issuance of required operating permits.

In addition to their efforts, with respect to the transfer process, these individuals also arranged and hosted a site visit on August 19, for Forest Service personnel from the Forest, Regional, and Washington Office levels who were also involved in the transfer process. The visit was very informative, and gave those involved from the Forest Service a much better understanding of the importance of the mission of HAD, as well as the management benefits that would be achieved by this transfer of jurisdiction.





Lt. Col. James A. Piner

2

On behalf of the USDA Forest Service, would you please extend our sincere appreciation for the professional and exemplary contributions made by Mr. Shankle, Ms. Berry, and Mr. Milsap towards the completion of the Hawthorne and Los Padres transfer. This transfer will promote more effective coordination, management, and utilization of Federal lands for both of our Agencies.

Sincerely,

A handwritten signature in black ink that reads "Mike Dombek". The signature is written in a cursive, flowing style with a large initial "M".

MIKE DOMBECK  
Chief



United States  
Department  
of Agriculture

Forest  
Service

Washington Office

14th & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 6100  
Route To:

Date: JAN 28 2000

Subject: Announcement of Deputy Chief for Programs and Legislation

To: Deputy Chiefs, Regional Foresters, Station Directors, Area Director, and IITF  
Director

The Secretary has approved my recommendation of Randy Phillips as the next Deputy Chief for Programs and Legislation.

The documentation for Randy's selection has been forwarded to Office of Personnel Management (OPM) for Senior Executive Service certification. Pending OPM's certification, Randy will be the acting Deputy Chief; and upon certification, he will be the permanent Deputy Chief of Programs and Legislation.

Please join me in welcoming Randy to his new position.

MIKE DOMBECK  
Chief



CA. JANUARY 2000



## **Forest Service Combined Federal Campaign Update**

On December 14, 1999, the Forest Service Headquarters employees broke all previous year records in their level of participation and contributions to the 1999 CFC Campaign.

The Forest Service has achieved 70% employee participation and 99% of our assigned monetary goal. This represents a 4% increase in participation over last year, and an additional \$5,500 (total of \$137,803) has been collected to assist the many worthwhile charities of the CFC.

Congratulations to the over 500 Forest Service employees who have contributed and made a difference.

The CFC campaign will run through 12/31/99. In the 2 weeks remaining in the campaign we have an opportunity to reach 100% of our goal and set a standard for all the agencies in the Department of Agriculture.



United States  
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14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1500/1510

Date: FEB 3 2000

The Honorable Jeff Bingaman  
United States Senate  
703 Hart Senate Office Building  
Washington, DC 20515

Dear Senator Bingaman:

Thank you for your letter of December 10, 1999, concerning the Notice of Intent to prepare an environmental impact statement and a proposed rule to provide long-term protection for roadless areas. The following is our response to your questions:

**How will the rule differ from the existing procedure of managing roadless areas through the existing forest planning process?**

Land allocation issues will continue to be addressed through the forest planning process. We are examining restricting certain activities, such as road construction and reconstruction, in the unroaded portions of inventoried roadless areas. We are also considering procedures and criteria for protecting the values associated with roadless areas that would be implemented through local planning efforts. The Forest Service is in the process of developing alternatives to analyze the effects of this proposal. Our challenge is to balance local needs against the national interests. Integrating public rulemaking and local planning efforts is an effective method of meeting this charge.

**Across the country, do existing forest plans identify the roadless areas at issue for preservation?**

Most of our forest plans identified inventoried roadless areas for potential wilderness recommendation, but other unroaded areas were not identified. Forest plans consider inventoried roadless areas for their potential as wilderness. They typically do not establish a process to seek to protect other socially and ecologically significant roadless values.

**How will you decide which areas will be covered by the rule?**

Based on our public scoping, the upcoming draft environmental impact statement will outline a specific proposed action and alternatives and will provide a detailed basis for discussion with the public about which areas will be covered and how these areas should be managed in the future. The Forest Service will provide another opportunity for a series of meetings and public involvement upon release of the draft environmental impact statement this spring. The draft environmental impact statement will contain information and data that Congress and the American people need to better understand the potential effects of the agency's proposed action



and alternatives.

**If we assume the Forest Supervisors are more knowledgeable about site-specific conditions than Federal personnel in Washington, DC, why has the agency decided to establish nationwide protection measures for certain roadless areas?**

The agency has attempted to address management of inventoried roadless areas through our forest planning process for 20 years. I feel very strongly that part of the Forest Service's inability to successfully address roadless area management through forest planning is that the roadless issue needs to be addressed at an appropriate scale. Local planning efforts may not always adequately recognize the national significance of roadless areas and the values they represent in the face of increasing development and urbanization of the natural landscape. The proposed rule and draft environmental impact statement will clarify which issues the agency proposes to address at the national scale and which would be addressed at a regional or national forest scale. Addressing appropriate roadless area management issues at the national scale would greatly reduce the amount of time and resources individual national forests and grasslands spend on roadless area management in the future.

Thank you for this opportunity to address your questions. We will ensure that you and your staff are provided an opportunity to receive regularly scheduled briefings as we move through the rulemaking process.

Sincerely,

A handwritten signature in cursive script that reads "Mike Dombek".

MIKE DOMBECK  
Chief



United States  
Department of  
Agriculture

Forest  
Service

Washington  
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14th & Independence SW  
P. O. Box 96090  
Washington, DC 20090-6090

File Code: 1700

Date: FEB 3 2000

Mr. Robert Stanton  
Director, National Park Service  
U.S. Department of the Interior  
1849 C Street, NW  
Washington, DC 20240

Dear Mr. Stanton:

*Bob*

We are pleased to approve the participation of Alice Fragoza, Deputy Director of Civil Rights in the Pacific Southwest Region, on the National Park Service (NPS) Women in Law Enforcement Task Force.

Ms. Fragoza will work directly through the NPS Employment Opportunity Office in Washington to schedule attendance at meetings and other tasks/projects in support of this effort.

The USDA Forest Service supports the work of your task force and is pleased to have this opportunity to learn, share and develop solutions to the important issue of Women in Law Enforcement.

Sincerely,

*Mike*

MIKE DOMBECK  
Chief





United States  
Department of  
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Forest  
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Washington Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 6520

Date: FEB 7 2000

The Honorable Robert Byrd, Ranking Member  
Subcommittee on Interior  
Committee on Appropriations  
United States Senate  
127 Dirksen Senate Office Building  
Washington, D.C. 20510-6033

Dear Senator Byrd:

In accordance with report language contained in the fiscal year (FY) 2000 Appropriations Act (P.L. 106-113), this letter is to request approval of the plans to establish a state of the art interactive conservation learning and natural resource information center (Center), on the first floor of the Sidney R. Yates Building. We are excited about this opportunity to educate thousands of people of all ages about national forests across the country, and establish "off-site" connections to real life urban forestry projects for local communities. Nowhere in the United States does such a facility currently exist. With 80 percent of the United States' population now living in urban America, we are challenged with the ability to reconnect people to the land, and we do this through educating our youths about the importance of conserving and protecting natural resources today and for generations to come.

The Yates Building is located near the heart of the Smithsonian Institution and the Holocaust Museum where an estimated 12 million people visit annually. What better place is available to display the benefits of forests and private lands and the beauty of nature with visitors to the Nation's Capital?

Stories from history will help people understand the value and importance of their precious natural resource legacy. We will show on-the-ground projects in action and lessons learned in sustaining land health and support for a thriving economy. The Center would include quality interactive and interpretive exhibits, live demonstrations, and recorded presentations. A number of activities are planned for the education wing that provides a classroom for youth education programs. Corresponding exhibits relating to state of the art science and research will be offered at the Center.

Visitors to the Center will learn that our watersheds supply an estimated 3,400 public drinking water systems. From forest to faucet, 60 million people are served with clean fresh water on an annual basis from the National Forest System. Also, the Forest Service provides a wide variety of forest products, fishing and hunting, habitat for threatened and endangered species, grassland for range, visual beauty, and recreational opportunities. There are increased demands of natural resources by human populations. We want visitors who pass by our doors every day to know that they have a role in creating a healthy environment and sustaining benefits for people in



future generations. The observations of Teddy Roosevelt and his focus on professional science-based forestry exemplifies the difference that a person with a vision can make. We want to further make a reality of sustaining forests and valuable resources over time through investing in our youths and other visitors.

We plan to spend \$1.0 million in FY 2000 and \$5.0 million in FY 2001 to renovate the Yates Building and relocate employees to other areas in the Yates Building or the acquired space in our Rosslyn office where we already have 25 percent of our Washington Office employees. We have already contacted interested partners who are ready to contribute towards this great facility. We expect partnership participation to increase in FY 2001 during the actual construction of exhibits and the facility. Revenue generated by the non-profit partner and fee-based services is planned to support operational expenses at a 3:1 ratio after a five-year period. The National Forest Foundation would take the lead in raising funds for the Center. Our plan is to have a grand opening on July 4, 2002.

Attached is a proposal that provides in greater detail our plan for the Center. We would be pleased to personally brief you on this proposal at your convenience.

For further information, you may contact Hank Kashdan or Thelma Strong at (202) 205-0987.

A similar letter will be sent to Senator Gorton and Congressmen Regula and Dicks.



MIKE DOMBECK  
Chief

Enclosure





United States  
Department of  
Agriculture

Forest  
Service

Washington Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 6520

Date: FEB 7 2000

The Honorable Norm Dicks, Ranking Member  
Subcommittee on Interior  
Committee on Appropriations  
U.S. House of Representatives  
B-308 Rayburn House Office Building  
Washington, D.C. 20515-6023

Dear Congressman Dicks:

In accordance with report language contained in the fiscal year (FY) 2000 Appropriations Act (P.L. 106-113), this letter is to request approval of the plans to establish a state of the art interactive conservation learning and natural resource information center (Center), on the first floor of the Sidney R. Yates Building. We are excited about this opportunity to educate thousands of people of all ages about national forests across the country, and establish "off-site" connections to real life urban forestry projects for local communities. Nowhere in the United States does such a facility currently exist. With 80 percent of the United States' population now living in urban America, we are challenged with the ability to reconnect people to the land, and we do this through educating our youths about the importance of conserving and protecting natural resources today and for generations to come.

The Yates Building is located near the heart of the Smithsonian Institution and the Holocaust Museum where an estimated 12 million people visit annually. What better place is available to display the benefits of forests and private lands and the beauty of nature with visitors to the Nation's Capital?

Stories from history will help people understand the value and importance of their precious natural resource legacy. We will show on-the-ground projects in action and lessons learned in sustaining land health and support for a thriving economy. The Center would include quality interactive and interpretive exhibits, live demonstrations, and recorded presentations. A number of activities are planned for the education wing that provides a classroom for youth education programs. Corresponding exhibits relating to state of the art science and research will be offered at the Center.

Visitors to the Center will learn that our watersheds supply an estimated 3,400 public drinking water systems. From forest to faucet, 60 million people are served with clean fresh water on an annual basis from the National Forest System. Also, the Forest Service provides a wide variety of forest products, fishing and hunting, habitat for threatened and endangered species, grassland for range, visual beauty, and recreational opportunities. There are increased demands of natural resources by human populations. We want visitors who pass by our doors every day to know that they have a role in creating a healthy environment and sustaining benefits for people in



future generations. The observations of Teddy Roosevelt and his focus on professional science-based forestry exemplifies the difference that a person with a vision can make. We want to further make a reality of sustaining forests and valuable resources over time through investing in our youths and other visitors.

We plan to spend \$1.0 million in FY 2000 and \$5.0 million in FY 2001 to renovate the Yates Building and relocate employees to other areas in the Yates Building or the acquired space in our Rosslyn office where we already have 25 percent of our Washington Office employees. We have already contacted interested partners who are ready to contribute towards this great facility. We expect partnership participation to increase in FY 2001 during the actual construction of exhibits and the facility. Revenue generated by the non-profit partner and fee-based services is planned to support operational expenses at a 3:1 ratio after a five-year period. The National Forest Foundation would take the lead in raising funds for the Center. Our plan is to have a grand opening on July 4, 2002.

Attached is a proposal that provides in greater detail our plan for the Center. We would be pleased to personally brief you on this proposal at your convenience.

For further information, you may contact Hank Kashdan or Thelma Strong at (202) 205-0987.

A similar letter will be sent to Senators Byrd and Gorton and Congressman Regula.



MIKE DOMBECK  
Chief

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Washington, DC 20090-6090

File Code: 6520

Date: FEB 7 2000

The Honorable Slade Gorton, Chairman  
Subcommittee on Interior  
United States Senate  
127 Dirksen Senate Office Building  
Washington, D.C. 20510-6033

Dear Senator Gorton:

In accordance with report language contained in the fiscal year (FY) 2000 Appropriations Act (P.L. 106-113), this letter is to request approval of the plans to establish a state of the art interactive conservation learning and natural resource information center (Center), on the first floor of the Sidney R. Yates Building. We are excited about this opportunity to educate thousands of people of all ages about national forests across the country, and establish "off-site" connections to real life urban forestry projects for local communities. Nowhere in the United States does such a facility currently exist. With 80 percent of the United States' population now living in urban America, we are challenged with the ability to reconnect people to the land, and we do this through educating our youths about the importance of conserving and protecting natural resources today and for generations to come.

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MIKE DOMBECK  
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P.O. Box 96090  
Washington, DC 20090-6090

File Code: 6520

Date: **FEB** 7 2000

The Honorable Ralph Regula, Chairman  
Subcommittee on Interior and Related Agencies  
Committee on Appropriations  
B-308 Rayburn House Office Building  
Washington, D.C. 20515-6023

Dear Congressman Regula:

In accordance with report language contained in the fiscal year (FY) 2000 Appropriations Act (P.L. 106-113), this letter is to request approval of the plans to establish a state of the art interactive conservation learning and natural resource information center (Center), on the first floor of the Sidney R. Yates Building. We are excited about this opportunity to educate thousands of people of all ages about national forests across the country, and establish "off-site" connections to real life urban forestry projects for local communities. Nowhere in the United States does such a facility currently exist. With 80 percent of the United States' population now living in urban America, we are challenged with the ability to reconnect people to the land, and we do this through educating our youths about the importance of conserving and protecting natural resources today and for generations to come.

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A similar letter will be sent to Senators Gorton and Byrd and Congressman Dicks.



MIKE DOMBECK  
Chief

Enclosure

45-4143749



United States  
Department of  
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Washington  
Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1500/1510

Date:

FEB 8 2000

COPY

FILE

The Honorable Frank Murkowski  
United States Senate  
322 Hart Senate Office Building  
Washington, District of Columbia 20510

Dear Senator Murkowski:

Thank you for your letter of December 10, 1999, cosigned with Senator Bob Smith, expressing concerns about how the Forest Service is conducting the scoping process for the roadless area rulemaking and environmental analysis. The Forest Service is firmly committed to following the President's directive, consistent with law and regulations, to develop a proposal that conserves roadless areas and their important values.

I share your belief that sufficient opportunity to comment on this important effort is essential to its success, and agree that our process must be informative and provide an opportunity for the public to comment on the Notice of Intent. I do not agree that our scoping process is flawed; nor do I agree that a lengthy extension of the specified scoping period is necessary or useful. The Forest Service is developing its proposal through a public and open process that will culminate in an agency rulemaking accompanied by an environmental impact statement.

The Council on Environmental Quality regulations direct agencies to engage in a scoping process when the agency has decided to prepare an environmental impact statement. One essential purpose of scoping is to determine the breadth (scope) of the environmental impact statement so that preparation of the document can be effectively managed to address the issues of most critical concern to the public. Often, the Forest Service begins the scoping process for specific projects after a detailed proposal is developed; however, broad scale proposals such as policies or programmatic plans require a more comprehensive approach, which includes identifying the scope of the actions and alternatives under consideration.

The Forest Service initiated opportunities for public involvement on October 19, 1999, with publication in the *Federal Register* of a Notice of Intent to prepare an environmental impact statement. Scoping begins from this initial formulation of a broad proposal and continues through the analysis phase until publication of the draft environmental impact statement. We believed it would be useful and advisable to hold public meetings as early as possible in the scoping process to obtain the public's views while we were formulating the scope of the proposal and alternatives. The Forest Service encourages the public to provide their comments early in the scoping process so they can be more effectively incorporated into alternative formulation and the environmental analysis. We will continue to accept written scoping comments until



publication of the draft environmental impact statement.

Your concern that the Forest Service did not provide ample notice of the public meetings is acknowledged. To reach as wide an audience as possible, the Forest Service published notifications in the *Federal Register*, posted notices on its web site, and published notices in local newspapers to inform the public about the meetings. This extensive public outreach effort was designed to afford interested people, both those who live near a national forest and those who do not, a chance to help shape the debate, the alternatives, and the analysis for the roadless area initiative.

As you note, the Council on Environmental Quality regulations do not mandate specific procedures to be followed for scoping. The manner in which public input is sought remains in the discretion of the agency. Although there is no requirement to hold public hearings or meetings, the Forest Service used its scoping period listening sessions as a tool for allowing various stakeholders to hear from one another, while informing the agency about their views. The Forest Service hosted public meetings at the national, regional, and local levels, including every national forest and grassland that contains inventoried roadless areas. As shown on the enclosed chart, over 185 scoping meetings were held by mid-December. The Forest Service designed its regional meetings to provide reasonable procedures for people to gather additional information on the Notice of Intent and voice their comments. People who did not have an opportunity to speak at these meetings were encouraged to provide written comments.

We are also aware of your concern that some meetings hosted by the national forests and grasslands were not conducted in the same manner as the regional meetings. National forests were allowed to design a meeting format based on their local experience and knowledge. We also acknowledge your concern about people being unable to attend multiple meetings scheduled for the same day and want to assure you there was no need for an individual or group to attend multiple meetings. The purpose of the public meetings was to listen to participants' ideas about the scope of the roadless area proposal and alternatives. All information from the various meetings was collected in a central location for incorporation into the analysis process. An issue raised at any of the meetings will be considered; the number of times it was raised is irrelevant. The Forest Service encourages everyone, including those who did not attend meetings, to submit written comments at the following address:

USDA Forest Service  
Attention: Roadless Initiative  
Post Office Box 221090  
Salt Lake City, Utah 84122

More than 500,000 people have already participated in our scoping process. Based on that, and strong attendance at the public meetings, we believe the public received adequate notification of the opportunity to comment on this proposal. Your concern that the Forest Service did not provide the public with adequate information about its roadless area proposal must be balanced with the knowledge that we are merely in the scoping phase of the environmental analysis. The upcoming draft environmental impact statement will outline specific alternatives and provide a detailed basis for discussion with the public about how roadless areas should be managed in the future. The Forest Service will provide another opportunity for formal public comment and will



host another series of meetings and public involvement opportunities upon release of the proposed rule and draft environmental impact statement. These documents will be accompanied by information and data that Congress and the American people need to understand the potential effects of the agency's proposal. Because this issue is of particular interest to Congress, we will ensure that you and your staffs are provided an opportunity to receive regularly scheduled briefings as we move through the rulemaking process.

Thank you for this opportunity to address your concerns about the scoping process. I am sending an identical response to Senator Bob Smith. If I can be of further service, please do not hesitate to contact me.

Sincerely,

A handwritten signature in cursive script that reads "Mike Dombeck".

MIKE DOMBECK  
Chief

Enclosure: Chart – National Forest Public Meetings

**Additional Public Meetings (Not Published in the *Federal Register*)**

<b>Administrative Unit</b>	<b>Meeting Date (1999)</b>	<b>Meeting Location</b>
Wasatch – Cache NFs	November 16	Ogden, Utah
Wasatch – Cache NFs	November 16	Logan, Utah
Wasatch – Cache NFs	November 16	Mountainview, Wyoming
Wasatch – Cache	November 18	Ogden, Utah
Wasatch – Cache NFs	November 18	Logan, Utah
Wasatch – Cache NFs	November 18	Mountainview, Wyoming
Ashley NF	December 7	Manila, Utah
Manti – La Sal NFs	December 7	Moab, Utah
Manti – La Sal NFs	December 7	Monticello, Utah
Manti – La Sal NFs	December 7	Ferron, Utah
Manti – La Sal NFs	December 7	Ephraim, Utah
Medicine Bow NF	December 13	Casper, Wyoming
Kaibab and Coconino NFs	December 13	Flagstaff, Arizona
Lincoln NF	December 14	Ruidoso, New Mexico
Lincoln NF	December 15	Cloudcroft, New Mexico
Santa Fe NF	December 15	Pecos, New Mexico
Clearwater NF	December 16	Orofino, Idaho
Bridger – Teton NFs	December 16	Afton, Wyoming
Sawtooth NF	December 16	Ketchum, Idaho

DRAFT:FS:NFS:Roadless-Involvement:Tidwell:vea:205-0845:12/16/99:95-4143749\_Murkowski  
 REWRITE:FS:NFS:Roadless-Involvement:Ciapusci:tac:605-5138:01/06/00:95-4143749\_Murkowski  
 REWRITE:FS:NFS:Roadless-Involvement:Ciapusci:tac:605-5138:01/11/00:95-4143749\_Murkowski  
 REWRITE:FS:NFS:Roadless-Involvement:Marshall:tac:605-5138:01/12/00:95-4143749\_Murkowski  
 REWRITE:FS:NFS:Roadless-Involvement:Conroy:tac:605-5138:01/13/00:95-4143749\_Murkowski  
 REWRITE:CEQ:Bea:tac:605-5138:01/18/00:95-4143749\_Murkowski  
 REWRITE:FS:NFS:Roadless-Involvement:Ciapusci:tac:605-5138:01/18/00:95-4143749\_Murkowski  
 REWRITE:FS:NFS:Roadless-Involvement:CAET:Wehrli:tac:605-5138:01/24/00:95-4143749\_Murkowski  
 REWRITE:FS:NFS:Roadless-Involvement:Marshall:tac:605-5133:01/28/00:95-4143749\_Murkowski

Name	Staff	Initial	Sign	Release	Date
Ciapusci	Roadless Areas Team	TAC ✓			01/28/00
Marshall	Roadless Areas Team	✓			
Conroy	Roadless Areas Team	✓			
Furnish	NFS	✓			
Dombeck	Chief		✓		
Ciapusci	Roadless Areas Team			✓	

95-4143749



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14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1500/1510

Date: FEB 8 2000

COPY  
FILE

The Honorable Robert C. Smith  
United States Senate  
307 Dirksen Senate Office Building  
Washington, District of Columbia 20510-2901

Dear Senator Smith:

Thank you for your letter of December 10, 1999, cosigned with Senator Frank Murkowski, expressing concerns about how the Forest Service is conducting the scoping process for the roadless area rulemaking and environmental analysis. The Forest Service is firmly committed to following the President's directive, consistent with law and regulations, to develop a proposal that conserves roadless areas and their important values.

I share your belief that sufficient opportunity to comment on this important effort is essential to its success, and agree that our process must be informative and provide an opportunity for the public to comment on the Notice of Intent. I do not agree that our scoping process is flawed; nor do I agree that a lengthy extension of the specified scoping period is necessary or useful. The Forest Service is developing its proposal through a public and open process that will culminate in an agency rulemaking accompanied by an environmental impact statement.

The Council on Environmental Quality regulations direct agencies to engage in a scoping process when the agency has decided to prepare an environmental impact statement. One essential purpose of scoping is to determine the breadth (scope) of the environmental impact statement so that preparation of the document can be effectively managed to address the issues of most critical concern to the public. Often, the Forest Service begins the scoping process for specific projects after a detailed proposal is developed; however, broad scale proposals such as policies or programmatic plans require a more comprehensive approach, which includes identifying the scope of the actions and alternatives under consideration.

The Forest Service initiated opportunities for public involvement on October 19, 1999, with publication in the *Federal Register* of a Notice of Intent to prepare an environmental impact statement. Scoping begins from this initial formulation of a broad proposal and continues through the analysis phase until publication of the draft environmental impact statement. We believed it would be useful and advisable to hold public meetings as early as possible in the scoping process to obtain the public's views while we were formulating the scope of the proposal and alternatives. The Forest Service encourages the public to provide their comments early in the scoping process so they can be more effectively incorporated into alternative formulation and the environmental analysis. We will continue to accept written scoping comments until





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201 14<sup>th</sup> & Independence, SW  
Post Office Box 96090  
Washington, DC 20090-6090

File Code: 1910-1

Date: **FEB** 8 2000

The Honorable Jim Geringer  
Governor  
State of Wyoming  
State Capitol  
Cheyenne, Wyoming 82002

Dear Governor Geringer:

Thank you for your December 14, 1999, letter expressing concerns about how the Forest Service is conducting the roadless area rulemaking process. I agree it is essential that our rulemaking process be open and informative and that the Forest Service follows the intent and spirit of the National Environmental Policy Act as we develop the environmental impact statement that will accompany the final rule. I would like to describe for you the efforts we are making to ensure that the American people have ample opportunity to offer their opinions.

I appreciate your concern about the late notice given to State Governors that the President intended to make an announcement regarding future management of roadless areas and their important values. The President's announcement was not a proclamation announcing a decision to be enacted by the Federal Government. Instead, it was direction to the Secretary of Agriculture to develop a proposal to protect roadless areas. The President directed the Secretary to study the proposal using an open public process culminating in a rulemaking accompanied by an environmental impact statement. The study initiated by the Forest Service complies with the President's direction. I must stress that no decision has yet been made because the agency has not yet to developed a refined proposal.

Your correspondence expressed concern that the Forest Service provided inadequate information about its proposal at public meetings. I agree that our process should be informative and provide an opportunity for the public to comment. The Forest Service encourages the public to provide their comments early in the scoping process so diverse viewpoints can be effectively incorporated into alternative formulation and environmental analysis. The initial opportunity for public involvement began on October 19, 1999, with publication in the *Federal Register* of a Notice of Intent to prepare an environmental impact statement. Release of the Notice of Intent initiated a 60-day public scoping period. It is important to note that the agency is only in the scoping phase of the environmental analysis process required by the National Environmental Policy Act.

Scoping begins with initial formulation of a broad proposal and continues through environmental effects analysis until publication of a draft environmental impact statement. One essential purpose of scoping is to determine the extent of the environmental impact statement so that environmental analysis and document preparation can be effectively managed. Scoping



concludes with the preparation of the draft environmental impact statement. The 60-day scoping comment period published in the *Federal Register* was designed to allow the agency a reasonable length of time for receiving public comment on the scope (breadth) of the issues to be addressed in the draft environmental impact statement.

Oftentimes, the Forest Service initiates the scoping process following development of a detailed proposal; however, broad scale proposals, policies, and programmatic plans such as the current rulemaking require the use of a more comprehensive approach to identification of the scope of actions, issues, and alternatives to be considered. The draft environmental impact statement will more specifically define the scope of the actions, issues, and alternatives to be addressed. Public comment will provide important information for defining the appropriate scope of the project. We will continue to accept written scoping comments until publication of a draft environmental impact statement.

The Council on Environmental Quality regulations do not mandate specific procedures to be followed for scoping. The manner in which public input is sought remains in the discretion of the agency. Although there is no requirement to hold public hearings or meetings, the Forest Service hosted public meetings at the national, regional, and local levels, including every national forest and grassland that contains inventoried roadless areas. Nationwide more than 185 scoping meetings were held by mid-December, including seven meetings in the State of Wyoming. Some forests held multiple scoping meetings, based on what they determined was appropriate to provide adequate opportunity for the public to gain information and provide comment.

I acknowledge your concern that at some meetings not everyone was allotted time to speak, and those who did speak were limited to 5 minutes. People who did not have an opportunity to speak at these meetings were encouraged to provide written comments. We are also aware of your concern that some meetings hosted by the national forests and grasslands were not conducted in the same manner as the regional meetings. National forests were advised to use a meeting format similar to the one used at regional meetings, but each location was allowed to design a meeting format based on their local experience and knowledge of what constitutes adequate and appropriate opportunity for local publics to gain information and provide comment and understanding of what works best in their community. We feel strongly that we need to allow the forests to use their expertise and experience in deciding what meeting format will best provide local people an opportunity to receive information and provide comment.

The upcoming draft environmental impact statement will outline a specific proposal and an array of alternatives that will provide a detailed basis for discussion with the public about how roadless areas should be managed in the future. The Forest Service will provide another period for public comment and will host another series of meetings and public involvement opportunities upon release of the proposed regulation and draft environmental impact statement later this year. Documents will be accompanied by information and data that your State agencies and the American people need to understand the potential effects of the proposal. Because this issue is of particular interest to your State, we will ensure that you and your staffs are provided an opportunity to receive regularly scheduled briefings as we move through the rulemaking process.

I appreciate your concern with the cost of this effort and the consequences to forest planning

efforts. The Forest Service has dealt with the management of roadless areas for over 30 years. The agency continues to spend significant amounts of limited resources in addressing the question of how these areas should be managed. I feel very strongly that part of the Forest Service's inability to successfully address roadless area management through forest planning is that the roadless issue needs to be addressed at an appropriate scale. Local planning efforts do not necessarily adequately recognize the national significance of roadless areas and the values they represent in the face of increasing development and urbanization of the natural landscape. Addressing roadless area management at the national scale should greatly reduce the amount of time and resources individual national forests and grasslands spend on roadless area management in the future.

Thank you for this opportunity to address your concerns. I appreciate the comments on the Notice of Intent provided by Wyoming's State agencies. They will definitely help us define the scope of analysis and the range of alternatives in the environmental impact statement. Once again, we will ensure that you and your staffs are provided an opportunity to receive regularly scheduled briefings as we move through the rulemaking process.

Sincerely,

A handwritten signature in black ink that reads "Mike Dornbeck". The signature is written in a cursive, flowing style.

MIKE DOMBECK  
Chief



United States  
Department  
of Agriculture

Forest  
Service

Washington Office

14th & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1700  
Route To: 1400/1500/1600/1900/2300/3100/3200/  
3620/3900/4080/5300/6100/6300/7100

Date: FEB 11 2000

Subject: Implementing the Interim Forest Service Strategic Public Outreach Plan FY 2000

To: Regional Foresters, Station Directors, Area Director, IITF Director, and WO Staff

### REPLY DUE APRIL 14, 2000

As a follow-up to my September 14, 1999, letter and a discussion held at the October 28, 1999, National Leadership Conference, the Interim Forest Service Strategic Public Outreach Plan is ready for implementation servicewide as a "living plan" beginning fiscal year (FY) 2000. We are releasing the Interim Plan in order to get employee feedback and engage partners and external stakeholders, including underserved communities on its implementation during the FY 2000 and beyond.

Tiered to the long-term Forest Service Strategic Plan, the Interim Forest Service Strategic Public Outreach Plan provides the foundation for managing Forest Service programs and measuring results, as envisioned by Congress in passing the Government Performance and Results Act in 1993.

This strategy puts into place a corporate framework that builds systems, procedures and infrastructure for public outreach, integral to providing effective customer service and program access servicewide. Our desired outcomes under the initiative are:

- Ecosystem-based activities which will increasingly reflect the priorities of underserved populations;
- Underserved communities and populations that increasingly benefit from Forest Service decisions, programs, and services;
- Underserved populations that effectively utilize Forest Service research and technical assistance to address problems endemic to their urban and rural communities; and
- Skilled and diverse agency employees and partners who will use resources and technologies to more effectively benefit underserved populations and communities.

The Interim Plan outlines new opportunities for employees and partners to build networks and learn together. Partnerships, contracting, grants and agreements, and conservation education strategies with non-governmental and community based organizations are emphasized to engage urban and rural communities. Through these efforts, the Forest Service can better integrate diverse community perspectives and social/civil rights factors in agency environmental and administrative decision making processes. Furthermore, the Interim Plan helps the Forest Service implement Executive Order 12898, Environmental Justice, 1994, which seeks to redress environmental injustices so that human health and environmental protection are assured all communities.





All line officers should review the Interim Plan and begin implementation of its 25 actions and provide a unit action plan to cr/wo by **April 14, 2000**. Include examples of effective collaborative stewardship with underserved communities. It is important that we share these nationally and continue this dialogue. Provide them as part of the review process with your comments.

The next steps as discussed at the October 1999, National Leadership Conference are:

- Begin implementing the Strategic Public Outreach Plan as an interim and living plan, FY 2000 and provide to USDA.
- Kick-off the internal and external communications efforts related to the Interim Plan and begin focused public outreach to engage and obtain feedback from underserved communities with the help of non-governmental, community-based organizations.
- Engage underserved populations in public outreach dialogue through facilitated sessions conducted by non-governmental, community-based organizations in FY 2000.
- Review examples provided by Forest Service employees and develop illustrative examples and key contacts for inclusion in the final plan during June 2000.
- Develop protocol for monitoring and evaluating progress in implementing the Strategic Public Outreach Plan by March 2000.
- Analyze feedback on the interim plan during June 2000 (after 6 months of implementation.)
- Make changes and publish the final Forest Service Strategic Public Outreach Plan in July-August 2000.

I thank all of the units and individuals that were responsible for the development of the Interim Forest Service Strategic Public Outreach Plan. This comprehensive strategy reflects the excellent work of an inter-agency, cross-deputy team staffed by some of your employees. I want to also thank you and your staff for your efforts to engage underserved, minority, and low income communities in the strategic agenda to shape Forest Service policy and programs and to more effectively serve this public's needs. Through efforts like these, the agency has begun to build grassroots support for implementing the long-term Forest Service Strategic Plan and Natural Resource Agenda.

The Interim Forest Service Strategic Public Outreach Plan is also available via the Forest Service, Washington Office, Civil Rights webpage, at the URL address: <http://fsweb.wo.fs.fed.us/cr>. If you have any questions or would like to become more involved in the effort, please contact Robert Ragos, National Programs Delivery Manager, Title VI and Related Programs at cr/wo or call (202) 205-1586.

MIKE DOMBECK  
Chief



Enclosure

cc:  
Executive Committee  
Administrative Management Council  
Civil Rights Directors



TO: August Schumacher, Jr.  
Under Secretary  
Farm and Foreign Agricultural Services

THROUGH: James R. Lyons  
Under Secretary  
Natural Resources and Environment

FROM: Pearlle S. Reed  
Chief  
Natural Resources Conservation Service

FEB 08 2000

Mike Dombeck  
Chief  
Forest Service

FEB 11 2000

SUBJECT: Commodity Credit Corporation (CCC): Fiscal Year 2000 Technical Assistance  
for Conservation Reserve Program and Wetland Reserve Program

This is in response to the January 4, 2000, memorandum from Keith Kelly, Administrator of the Farm Service Agency (FSA), regarding fiscal year (FY) 2000 technical assistance needs for the Conservation Reserve Program (CRP) and the Wetland Reserve Program (WRP). The Natural Resources Conservation Service (NRCS) and Forest Service (FS) concur with FSA's analysis and findings and are in consensus regarding the Section 11 Cap for both CRP and WRP. CRP is administered by FSA; therefore, we feel that it is more appropriate for FSA to determine contingencies in the event of a shortage in CRP technical assistance funding. However, NRCS and FS offer the following recommendations:

- A. Raise the Section 11 Cap for technical assistance for CRP and WRP;
- B. Seek a supplemental appropriation for FY 2000; and
- C. Eliminate the Section 11 Cap for Technical Assistance for CRP and WRP.

Our preferred recommendation is C: Eliminate the Section 11 Cap for Technical Assistance for CRP and WRP.

NRCS conducted an analysis of CRP technical assistance (TA) earnings for FY 2000. We feel projected CRP technical assistance earnings for FY 2000 may be overly optimistic.

August Schumacher, Jr.  
Page 2

<u>Program</u>	<u>NRCS Estimate</u>	<u>Available CCC</u>	<u>Supplemental</u>	<u>TA Shortfall</u>
WRP	\$12.1 million	\$10.74 million	\$0	\$1.36 million
CRP	\$53.5 million	\$0	\$35 million	\$18.50 million
Total				\$19.86 million

Total technical assistance shortfall for FY 2000 is \$19.86 million, added to the Forest Service FY 1999 shortfall of \$1.8 million, equals \$21.66 million.



United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

201 14<sup>th</sup> & Independence, SW  
Post Office Box 96090  
Washington, DC 20090-6090

File Code: 1910-1

Date: FEB 14 2000

The Honorable Benjamin J. Cayetano  
Governor of Hawaii  
Chairman  
Western Governors' Association  
600 17<sup>th</sup> Street  
Suite 1705 South Tower  
Denver, Colorado 80202-5452

Dear Governor Cayetano and Colleagues:

Thank you for submitting preliminary comments on the Forest Service's Notice of Intent to prepare an environmental impact statement in conjunction with rulemaking for future management of roadless areas on National Forest System lands. I agree it is essential that our rulemaking process be open and informative and that the Forest Service follows the intent and spirit of the National Environmental Policy Act as we develop the environmental impact statement that will accompany the final rule.

I appreciate your concern about the short notice given to State Governors and look forward to meeting with you in Washington on February 26 to personally discuss this issue. As you know, the Notice of Intent was developed at the direction of the President. The President instructed the Forest Service to develop a proposal to protect roadless areas and their important values using an open public process culminating in a rulemaking accompanied by an environmental impact statement.

The Forest Service is in the process of developing a proposal and evaluating its potential effects. I want to make it abundantly clear that no decision has been made to permanently exclude use of roadless areas and no roads will be closed as a direct result of this policy. Existing public access to and through the National Forest Transportation System will not be affected in any way by this proposal.

You expressed concern that the Forest Service provided inadequate information to the Western Governors' Association about its proposal. It is important to note that the Notice of Intent made no specific proposals in and of itself. It merely began a dialogue with people about how they want their roadless areas managed or protected. I anticipate we will have a draft environmental impact statement and proposed rule in the spring, along with all of the appropriate analyses of social, economic, and environmental effects. State and local government officials are valued and



necessary allies in our efforts to limit our analysis and rulemaking to the appropriate issues requiring policy development at this time. We intend to provide extensive public outreach to allow broad involvement in our decision making process.

For now, the Forest Service is still in the scoping phase of the environmental analysis process required by the National Environmental Policy Act. Scoping begins with release of the Notice of Intent and continues through environmental effects analysis until publication of a draft environmental impact statement. The scoping process is intended to engage the public in determining the breadth of the proposed action, alternatives, and effects before the agency publishes a draft environmental impact statement. As part of our scoping outreach, we have received over 500,000 comments and had more than 16,000 people attend over 190 public meetings. The Forest Service invites the participation of all affected State, local, and tribal governments, and members of the public in our efforts to identify significant issues and issues that should be eliminated from detailed study. When released for comment in the spring, our draft environmental impact statement will define the scope of the actions, issues, and alternatives to be addressed, and will contain information and data necessary for State and local governments to understand potential effects on areas of concern under their jurisdiction. The Forest Service will continue to accept written scoping comments until publication of a draft environmental impact statement.

I appreciate your concern about the overlap between the roadless initiative and the process required by the National Forest Management Act for the revision of land and resource management plans for national forests and grasslands. After 20 years of planning, we have learned that some issues lend themselves to resolution at the national scale through national leadership, and others are best left to local decision-making. Roadless areas issues have bedeviled local planning efforts for decades. I believe that in the absence of national leadership, development activities, such as road construction in roadless areas, will continue to be beset by controversy, increasing costs, lawsuits, and injunctions. Our inability to successfully address roadless area management through forest planning demonstrates the need to address the roadless issue at a larger scale. Local planning efforts may not always adequately recognize the national significance of roadless areas and the values they represent in the face of increasing development and urbanization of the natural landscape. Addressing the appropriate aspects of roadless area management at the national scale, and providing procedures for addressing appropriate issues at the local scale, should greatly reduce the amount of time and resources individual national forests and grasslands spend on roadless area management in the future.

Thank you for this opportunity to address your concerns. I appreciate receiving your comments on the Notice of Intent. I am looking forward to meeting with you here in Washington on February 26, 2000.

Sincerely,



MIKE DOMBECK  
Chief

United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

**FILE COPY**  
14th & Independence SW  
P. O. Box 96090  
Washington, DC 20090-6090

File Code:

Date: February 16, 2000

Honorable David R. Obey  
House of Representatives  
Washington, D.C. 20515

Dear Congressman Obey: *Dave*

I enjoyed speaking with you the other day about your concerns with the roadless area initiative announced by President Clinton on October 9, 1999, and I appreciate the opportunity to share my thoughts with you.

Although roadless areas represent less than one percent of the American landmass, they serve as a reservoir of rare and vanishing values. They provide clean drinking water, habitat for fish and wildlife, abundant hunting and fishing, recreation opportunities, reference areas for research, and barriers against noxious and invasive species. In the face of growing sprawl and urbanization, the values of national forest roadless lands are immeasurable. With the vast majority of lands on the Chequamegon-Nicolet National Forest within a quarter mile of an existing road, there are few opportunities for saving quiet areas for future generations.

With so much misinformation around, I need to make one thing clear. The Forest Service is committed to providing access for the full array of commodity and recreation uses of national forests such as timber harvest, mining, off-road vehicles, snowmobiles, hiking, horse trails, mountain biking, and other forms of recreation that allow an increasingly urbanized society to enjoy. As someone who grew up next door to the Chequamegon National Forest, I fully appreciate and respect the value of our multiple use mandate to the people of Wisconsin.

As we discussed, I envision that in the spring of 2000, we will issue a Draft Environmental Impact Statement and a series of alternatives for roadless area management and conservation. I have stated repeatedly that it is my intention to limit the scope of our action to those activities that lend themselves to national resolution such as new road construction into roadless areas. At the same time, certain other uses such as snowmobiles are more dispersed and should be addressed locally. We will ensure that people have the information and meetings they need to understand and comment on our proposals.

In addition to the incredibly significant ecological values of roadless areas, there are common sense reasons to rethink our approach to roadless areas. We estimate over \$8.4 billion backlog in road reconstruction and maintenance. We receive less than 20% of the funding needed to maintain our existing road system. We should do a better job of taking care of our existing investments before making new ones. An estimated 11,000 miles of roads, ranging from paved highways to two-track

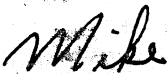
Honorable David R. Obey

2

woods roads, criss-cross the Forest providing motorized access to most parts of the Chequamegon-Nicolet. Approximately 79 percent of the Forest is within one-quarter mile of a Forest road. The Chequamegon-Nicolet National Forest is one of the top timber-producing national forests in the country with annual sales averaging around 110 million board feet. The Forest provides a variety of timber products. The revenues received from timber harvesting activities on the Forest have tripled during the last decade. I think it is also important to note that out of the 1.5 million acres in the forest, only 69,000 acres are inventoried roadless areas. In fact, over the past five years, less than one percent of the timber harvest off of the Chequamegon-Nicolet has come from inventoried roadless areas.

The Chequamegon-Nicolet National Forest provides something for everyone. We have no intention of moving away from our rich tradition of multiple use. Trails abound for hikers, bikers, skiers, snowmobiles, ATV riders, and hunters. Dozens of campgrounds, mostly next to lakes, provide places for families to get out into the woods. The Forest is home to many rare species and biological communities that are being restored through management and protection. Our national rulemaking will likely be in accordance with the existing and future multiple-use management of the forest and will likely enhance the mix of uses, opportunities, and values found therein. Thank you for your continued interest in management of the National Forest System.

Sincerely,

A handwritten signature in cursive script, appearing to read "Mike".

MIKE DOMBECK  
Chief



United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 4000

Date: FEB 23 2000

Perry Brown, Dean  
School of Forestry  
The University of Montana  
Missoula, MT 59812

Dear Perry:

We look forward to meeting with you and your colleagues on March 6, 2000, in Washington, D.C. Enclosed are a proposed agenda and a paper listing proposed goals based on discussions in Portland, Oregon, and a followup phone conversation you had with Robert Lewis in December 1999. The meeting will be in the Chief's Conference Room on the second floor of the Yates Building. We should plan to start our meeting at 8:30 a.m.

I have invited the Deputy Chiefs for Research & Development, National Forest System, and State and Private Forestry, plus the Associate Chief for Natural Resources and the Chief Operating Officer to join us in the meeting. I look forward to our meeting and the possibility of greater collaboration and partnership in areas of mutual interest.

Sincerely,

MIKE DOMBECK  
Chief

Enclosure

cc:

Pat Reid, NAPFSC  
Al Vogt, NAPFSC  
Al Ek, NAPFSC  
George Hopper, NAPFSC  
Terri Bates, NAPFSC  
Randy Nuckolls, NAPFSC  
Bruce Menzel, NAUFWP  
Kerry Bolognese, NASULGC  
FS Executive Committee







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Agriculture

Forest  
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Washington  
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201 14<sup>th</sup> & Independence, SW  
Post Office Box 96090  
Washington, DC 20090-6090

File Code: 1950

Date: FEB 17 2000

The Honorable Marc Racicot  
Governor  
State of Montana  
State Capitol  
Helena, Montana 59620

Dear Governor Racicot:

Thank you for your December 20, 1999, request for cooperating agency status with respect to the Forest Service's roadless area environmental impact statement process. The other concerns you identified in your December 20, 1999, letter will be addressed in a separate letter.

I appreciate your request to designate the State of Montana as a cooperating agency for the roadless area environmental impact statement process. I have considered your request and consulted with the Council on Environmental Quality to clarify their direction on cooperating agencies when implementing the procedural requirements of the National Environmental Policy Act for projects of national scope and geographic scale. Based on those discussions, I have determined that it would not be practical or beneficial, to the Forest Service or interested non-federal agencies, to solicit the participation of non-federal governments as cooperating agencies at this stage of the rulemaking and environmental analysis processes.

The Forest Service proposes to conserve and enhance the roadless characteristics in inventoried roadless areas and other unroaded portions of National Forest System lands through a two-part process. The first part proposes to restrict certain activities, such as road construction and reconstruction, in the unroaded portions of inventoried roadless areas located in 43 States. I do not believe there would be any practical way to manage the process if we were to invite the participation of all these States, as well as interested tribal and local governments, into the analysis process. In our discussions with the Council on Environmental Quality, we were not able to identify any instances in which agencies preparing an environmental impact statement for a decision of similar national scope and geographic scale had included States as cooperating agencies.

The second part proposes national procedures to guide local land managers in determining what activities are consistent with conserving and enhancing the roadless characteristics in inventoried roadless areas and other unroaded areas in the National Forest System. Upon final approval of a regulation, the procedures would establish a framework for local decision-making. It is during this local analysis and decision making process that I believe it would be most beneficial to



solicit the participation of non-federal agencies, such as the State of Montana, as cooperating agencies.

I recognize the responsibilities and extensive technical expertise available from the State of Montana and appreciate your willingness to make these resources available. I strongly believe that participation by State, tribal, and local governments, as well as individual citizens, is critical to the success of our analysis. For this reason, the Forest Service will continue to accept written comments throughout the scoping and analysis phases of the environmental impact statement process. I encourage you to continue to participate in this national rulemaking and environmental analysis through the scoping and public comment processes established by the National Environmental Policy Act and Administrative Procedures Act.

The Forest Service is committed to ensuring that the national forests and grasslands are managed to sustain the long-term health of the land. I appreciate your continuing support of sound resource stewardship on National Forest System lands.

Sincerely,

A handwritten signature in black ink, reading "Mike Dombek". The signature is written in a cursive, flowing style.

MIKE DOMBECK  
Chief



File Code: 6520

Date: **FEB 23 2000**

The Honorable Slade Gorton  
Chairman  
Subcommittee on Interior  
127 Dirksen Senate Office Building  
Washington, D.C. 20510-6033

Dear Senator Gorton:

Thank you for your letter dated February 2, 2000, regarding National Forest System roadless areas. I am happy to provide the answers to your questions about the roadless initiative, especially as it relates to the Primary Purpose principle. Implementation of Primary Purpose in fiscal year (FY) 2000 has simplified the recording of expenditures and through consistent application Agency-wide, will improve accountability.

Costs associated with the roadless initiative will be funded under the Primary Purpose principle and will be charged to the Land Management Planning budget line item in FY 2000. We consider application of the roadless initiative to this budget line item under Primary Purpose to be appropriate. Although we do not intend to make a specific request for roadless reprogramming, we will include the need for fund adjustment in our broad realignment request that will address the full impacts of implementing Primary Purpose throughout the entire Agency. We will assure that the costs associated with the roadless initiative are clearly identified as part of the realignment request.

Regarding your itemized request for information, I offer the following:

1. As noted above, the roadless initiative will be charged to the Land Management Planning budget line item on a nationwide basis. We have established an Agency-wide job code to track all expenditures related to the roadless initiative.
2. Estimated Washington Office costs for the Roadless Team in FY 2000 are \$8.6 million. An additional \$1.2 million is expected to be spent in FY 2001.

We are unable to estimate field costs for the roadless initiative because the work involved is so much an inherent part of routine field operations. We do know however, that based upon a report from our new financial management system, field obligations made against the roadless job code for FY 2000 are \$1.1 million (as of January 31, 2000).

3. The roadless initiative was not addressed in the FY 2000 budget justification.



4. While there may be some impacts on overall program accomplishments as a result of focusing attention on this initiative, those impacts should be minimal and cannot be quantified.

You also raised broad concerns in your letter about the implementation of the Primary Purpose principle. The decision to implement Primary Purpose in FY 2000 was made for two reasons. First and most important, Primary Purpose results in accurate and timely information about the expenditure of funds for specific activities. As you know, the Forest Service has been criticized for the veracity of its information. Primary Purpose results in displaying accurate information, which was not possible to provide under past accounting practices. As a result, several budget line items will require significant adjustment. Although these adjustments may cause some discomfort for both the Agency and Congress, they will be based on recognition of the true costs of activities that the American public expects the Forest Service to perform.

Secondly, use of Primary Purpose was necessary for implementation of the Agency's new Foundation Financial Information System (FFIS). Simply put, under past accounting practices, in an average single month there were over 100 million financial transactions within the Agency. No reasonably affordable accounting system in government could function properly under such demands and still provide the quality information expected.

I agree that in an ideal world, Primary Purpose would have been initiated concurrently with submission of the FY 2001 budget request. However, to have done so would have resulted in another year of unacceptable reporting of program and financial information. Such a delay would also have possibly hampered implementation of FFIS, which I am pleased to say is functioning very well.

The Forest Service is committed to accountability, which I agree is much more than good accounting. Being accountable is about Agency performance. The Agency's commitment to accountability is clear in view of actions taken both in FY 2000, and as proposed in the President's budget for FY 2001.

I look forward to working with you in the months ahead to assure the Agency's performance in completing both the roadless initiative and implementing the broader accountability reform needs of the Agency.

A similar letter will be sent to Congressman Regula.



MIKE DOMBECK  
Chief



United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 6520

Date: FEB 23 2000

The Honorable Ralph Regula  
Chairman  
Subcommittee on Interior  
B-308 Rayburn House Office Building  
Washington, D.C. 20515-6023

Dear Congressman Regula:

Thank you for your letter dated February 2, 2000, regarding National Forest System roadless areas. I am happy to provide the answers to your questions about the roadless initiative, especially as it relates to the Primary Purpose principle. Implementation of Primary Purpose in fiscal year (FY) 2000 has simplified the recording of expenditures and through consistent application Agency-wide, will improve accountability.

Costs associated with the roadless initiative will be funded under the Primary Purpose principle and will be charged to the Land Management Planning budget line item in FY 2000. We consider application of the roadless initiative to this budget line item under Primary Purpose to be appropriate. Although we do not intend to make a specific request for roadless reprogramming, we will include the need for fund adjustment in our broad realignment request that will address the full impacts of implementing Primary Purpose throughout the entire Agency. We will assure that the costs associated with the roadless initiative are clearly identified as part of the realignment request.

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I look forward to working with you in the months ahead to assure the Agency's performance in completing both the roadless initiative and implementing the broader accountability reform needs of the Agency.

A similar letter will be sent to Senator Gorton.



MIKE DOMBECK  
Chief



United States  
Department  
of Agriculture

Forest  
Service

Washington Office

14th & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1700  
Route To:

Date: FEB 28 2000

Subject: Civil Rights Policy

To: All Employees

As Chief, I want our agency to be recognized as the premier conservation and research organization in the world. I am personally committed to seeing that employees are respected, accepted, and appreciated.

Implementation of our Civil Rights Programs is an integral part of all Forest Service strategic plans and activities. Equal Employment Opportunity law and Affirmative Employment Planning will be upheld within our workforce and featured in services to our customers. The National Leadership Team is working with me to make this happen, as we continue implementing the "Towards a Multicultural Organization" report, the Continuous Improvement Process and the Forest Service Strategic Public Outreach Plan. We must be diligent in creating and maintaining a work environment where every employee is free from discrimination or harassment on the basis of race, color, national origin, gender, religion, age, disability, political beliefs, sexual orientation, and marital or family status.

While the National Leadership Team and other line managers are primarily responsible for ensuring that employees are respected, accepted, and appreciated, all employees have a moral and legal responsibility to treat their colleagues with respect and in a professional manner. Each of us must demonstrate a commitment to equal opportunity for all individuals. We will not tolerate discrimination, harassment or reprisal.

I expect and appreciate the strong support of every Forest Service employee in embracing the principles of equality, fairness, and justice as we provide quality land stewardship and services to people.

MIKE DOMBECK  
Chief





United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 2670/5460

Date: FEB 28 2000

Ms. Jamie Clark  
Director, U.S. Fish and Wildlife Service  
1849 C Street NW  
Mail Stop 3012  
Washington, DC 20240

Dear Ms. Clark:

*Jamie*

Interagency agreement is needed on the means by which Federal agencies fulfill their legal obligations when processing requests for access across Federal land to reach non-Federal land. The issue was raised to the national level of the Forest Service, Fish and Wildlife Service (FWS), and National Marine Fisheries Service (NMFS) on February 12, 1998, in a joint letter from Regional Foresters from the Intermountain, Northern, and Pacific Northwest Regions of the Forest Service and Regional Directors from the FWS and NMFS in the Pacific Northwest (enclosure 1).

For nearly 2 years now, interagency discussion regarding this issue has continued among technical staff of the Forest Service, FWS, NMFS, and Bureau of Land Management. While some progress has been made, involvement of technical staff has at times been inconsistent. Involvement of legal counsel representing each of our four agencies has been even more inconsistent or has not occurred at all. Consequently, agreed upon timelines have continually slipped and policy makers have not been provided with the technical and legal information necessary to reach interagency agreement on this issue.

Recently, the access issue was raised by Oregon Governor John Kitzhaber in a November 24, 1999, letter to George Frampton, Deputy Assistant on Environmental Policy (enclosure 2). Included in his letter are recommendations to address the issue and examples of the consequences of current Federal road access policies. Additionally, I recently received a December 6, 1999, letter from Wyoming Senator Mike Enzi in which he proposed to address the issue through legislation. (enclosure 3).





Ms. Jamie Clark

2

I request that we meet to discuss, with key staff present, a coordinated approach to resolving the access issue in a timely manner. The results of such a meeting would be an interagency agreement on an approach, staff participation, a timeline, and concurrence of agency heads regarding specific aspects of the issue to be addressed.



MIKE DOMBECK  
Chief

Enclosures (3)

Cc:  
Mr. Tom Fry  
Acting Director, Bureau of Land Management  
1849 C Street NW  
Washington, DC 20240

Ms. Penelope Dalton  
Assistant Administrator for Fisheries  
National Marine Fisheries Service  
1315 E-W Highway  
Silver Spring, MD 20910



United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 2670/5460

Date: FEB 28 2000

Ms. Penelope Dalton  
Assistant Administrator for Fisheries  
National Marine Fisheries Service  
1315 E-W Highway  
Silver Spring, MD 20910

Dear Ms. Dalton:

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Ms. Penelope Dalton

2

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MIKE DOMBECK  
Chief

Enclosures (3)

Cc:  
Mr. Tom Fry  
Acting Director, Bureau of Land Management  
1849 C Street NW  
Washington, DC 20240

Ms. Jamie Clark  
Director, U.S. Fish and Wildlife Service  
1849 C Street NW  
Mail Stop 3012  
Washington, DC 20240



United States  
Department of  
Agriculture

Forest  
Service

Washington  
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14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 2670/5460

Date: FEB 28 2000

Mr. Tom Fry  
Acting Director, Bureau of Land Management  
1849 C Street NW  
Washington, DC 20240

Dear Mr. Fry: *Tom*

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Mr. Tom Fry

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MIKE DOMBECK  
Chief

Enclosures (3)

Cc:

Ms. Penelope Dalton  
Assistant Administrator for Fisheries  
National Marine Fisheries Service  
1315 E-W Highway  
Silver Spring, MD 20910

Ms. Jamie Clark  
Director, U.S. Fish and Wildlife Service  
1849 C Street NW  
Mail Stop 3012  
Washington, DC 20240



United States  
Department  
of Agriculture

Forest  
Service

Washington Office

14th & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1300

Date: FEB 29 2011

Route To:

Subject: Letter from the Chief

To: All Employees

Healthy watersheds are one of two original purposes for establishing the national forests. Today, I want to update you on a proposed unified Federal policy which would serve as a framework for management of watersheds across Federal lands and resources. The proposed Unified Federal Policy to Ensure a Watershed Approach to Federal Land and Resource Management (UFP) is a cornerstone initiative of the President's Clean Water Action Plan. The UFP is a call for Federal agencies to:

- Reach agreement on the use of a common science-based approach to watershed assessments for Federal lands,
- Use a watershed management approach for protecting and restoring watersheds
- Improve compliance with water quality requirements under the Clean Water Act, and
- Enhance collaboration with Tribes, states, and interested stakeholders.

The proposed policy was developed by an interagency team led by the Departments of Agriculture and the Interior and included representatives from Departments of Defense, Commerce and Energy; the Environmental Protection Agency and Tennessee Valley Authority. In the February 22 *Federal Register*, USDA and DOI jointly announced the availability of the proposed unified Federal policy for comment. Publication of the *Federal Register* notice is the first step in obtaining input from stakeholders and a continuation of the preliminary discussions with the States and Tribes. We will hold four public meetings to answer questions and solicit comments on the proposed policy. In addition, separate informational meetings will be held for Tribes and for Federal employees. Dates and locations for these meetings are provided in the enclosed table. I encourage as many of you as possible to attend one of these meetings. It is particularly important for the Regional watershed directors, UFP coordinators, and Tribal liaisons to participate.

In addition to participation in the meetings, input into the development of the final policy may be made during the 60-day comment period. I suggest that the regional offices serve as a focal point for submitting official Forest Service comments on the proposed policy. The list of regional UFP coordinators is enclosed. The proposed policy is available at [www.cleanwater.gov/ufp](http://www.cleanwater.gov/ufp). Fact sheets and a powerpoint presentation on the UFP will also be posted at this web site.



If you have questions about the proposed unified Federal policy, please contact your regional UFP coordinator or our Washington Office staff leads Warren Harper (wharper/wo), Keith McLaughlin (kmclaughlin/wo), or Karen Solari (ksolari/wo).

A handwritten signature in black ink that reads "Mike Dombek". The signature is written in a cursive, flowing style.

MIKE DOMBECK  
Chief

Enclosures



United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1300

Date: **FEB 29 2000**

Honorable Mark Green  
House of Representatives  
1218 Longworth House Office Building  
Washington, D.C. 20515-4908

Dear Congressman Green:

I understand that you have concerns with the roadless area initiative announced by President Clinton on October 9, 1999, and I appreciate the opportunity to share my thoughts with you.

Although roadless areas represent less than one percent of the American landmass, they serve as a reservoir of rare and vanishing values. They provide clean drinking water, habitat for fish and wildlife, abundant hunting and fishing, recreation opportunities, reference areas for research, and barriers against noxious and invasive species. In the face of growing sprawl and urbanization, the values of national forest roadless lands are immeasurable. With the vast majority of lands on the Chequamegon-Nicolet National Forest within a quarter mile of an existing road, there are few opportunities for saving quiet areas for future generations.

With so much misinformation around, I need to make one thing clear. The Forest Service is committed to providing access for the full array of commodity and recreation uses of national forests such as timber harvest, mining, off-road vehicles, snowmobiles, hiking, horse trails, mountain biking, and other forms of recreation that allow an increasingly urbanized society to enjoy. As someone who grew up next door to the Chequamegon National Forest, I fully appreciate and respect the value of our multiple use mandate to the people of Wisconsin.

I envision that in the spring of 2000, we will issue a Draft Environmental Impact Statement and a series of alternatives for roadless area management and conservation. I have stated repeatedly that it is my intention to limit the scope of our action to those activities that lend themselves to national resolution such as new road construction into roadless areas. At the same time, certain other uses such as snowmobiles are more dispersed and should be addressed locally. We will ensure that people have the information and meetings they need to understand and comment on our proposals.

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Sincerely,

A handwritten signature in black ink that reads "Mike Dombek". The signature is written in a cursive, flowing style.

MIKE DOMBECK  
Chief



United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1300

Date: **FEB 29 2000**

Honorable Russell D. Feingold  
United States Senate  
716 Hart Senate Office Building  
Washington, D.C. 20510-4904

Dear Senator Feingold:

I understand that you have concerns with the roadless area initiative announced by President Clinton on October 9, 1999, and I appreciate the opportunity to share my thoughts with you.

Although roadless areas represent less than one percent of the American landmass, they serve as a reservoir of rare and vanishing values. They provide clean drinking water, habitat for fish and wildlife, abundant hunting and fishing, recreation opportunities, reference areas for research, and barriers against noxious and invasive species. In the face of growing sprawl and urbanization, the values of national forest roadless lands are immeasurable. With the vast majority of lands on the Chequamegon-Nicolet National Forest within a quarter mile of an existing road, there are few opportunities for saving quiet areas for future generations.

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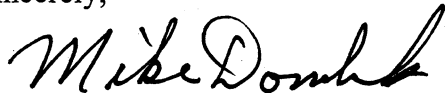
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Sincerely,

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MIKE DOMBECK  
Chief



United States  
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Service

Washington  
Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1300

Date: FEB 29 2000

Honorable Herb Kohl  
United States Senate  
330 Hart Senate Office Building  
Washington, D.C. 20510-4903

Dear Senator Kohl:

I understand that you have concerns with the roadless area initiative announced by President Clinton on October 9, 1999, and I appreciate the opportunity to share my thoughts with you.

Although roadless areas represent less than one percent of the American landmass, they serve as a reservoir of rare and vanishing values. They provide clean drinking water, habitat for fish and wildlife, abundant hunting and fishing, recreation opportunities, reference areas for research, and barriers against noxious and invasive species. In the face of growing sprawl and urbanization, the values of national forest roadless lands are immeasurable. With the vast majority of lands on the Chequamegon-Nicolet National Forest within a quarter mile of an existing road, there are few opportunities for saving quiet areas for future generations.

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Honorable Herb Kohl

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Sincerely,

A handwritten signature in cursive script, reading "Mike Dombek".

MIKE DOMBECK  
Chief



United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

14th & Independence SW  
P. O. Box 96090  
Washington, DC 20090-6090

File Code: 1510

Date: MAR - 1 2000

The Honorable Marc Racicot  
Governor  
State of Montana  
State Capitol  
Helena, Montana 50620-0801

Dear Governor Racicot:

Thank you for your passionate letter dated January 25, 2000, where you stated your concerns about the health of our forests and the availability of timber sales. I want you to know that I am personally looking into this matter and have engaged my staff to see what actions we can take right now to address your concerns regarding the management of our forest in the State of Montana.

I want to update you on our progress. You raised a concern about the urgent need to address catastrophic wildfires outlined in the GAO report. I am happy to report to you that we have a cohesive strategy in final review. The strategy lays out a program that will not only address the most critical areas in the Interior West, but will also maintain the healthy ecosystems throughout the National Forest System. It will focus on high risk ecosystems with a priority for areas with communities at risk, species at risk, and/or watersheds at risk.

The strategy is based on work led by scientists at the Missoula Fire Laboratory. This project, called Ecosystems at Risk, is a coarse-scale assessment and mapping effort that provides a national level assessment of risk to ecosystems from fire. The seven maps that display the results of the project are enclosed. Additional information on this assessment is available on the internet at [www.fs.fed.us/fire/nist/](http://www.fs.fed.us/fire/nist/). Still under development is an assessment with population density and fire risk that will be used to determine priorities based on communities at risk. The next step in the assessment will be to step down the mapping to the National Forest and Ranger District levels in order to make site specific resource management decisions.

I appreciate your concern about the backlog of consultation work involving Forest Service timber sales in Montana. I have spoken with Jamie Clark, Director of the Fish and Wildlife Service (FWS), specifically about this situation. We are working on identifying additional resources or funding opportunities to address the backlog. According to the Northern Region, eight Forest Service timber sales are currently, or soon will be, in consultation. Your letter specifically mentioned Good Creek Timber Sale on the Flathead National Forest, and I am pleased to let you know that consultation with FWS for that sale was completed recently. It is important to note, however, that even when consultation is completed, it does not result in immediate timber sales. Consultation is just one of several steps that must be completed before a sale is advertised. Other steps include completing the environmental analysis, preparing a decision document, completing the appeals process, and sale layout. We hope to speed this process in ways that result in contract awards this fiscal year.



My staff is working on improving the chances of program accomplishments with additional budget allocations for the Region to meet sale accomplishments similar to those in FY 1999. This would accomplish consultation sooner, move some proposed projects from FY 2001 to this fiscal year and accelerate work for this year's program. We may also have opportunities to sell additional volume this fiscal year.

The FY 1999 Omnibus Appropriations Act provides for the Forest Service to undertake up to 28 Stewardship Pilot projects. Nine of these projects will be placed in the Northern Region. The Northern Region has been allocated \$341,000 along with additional funds identified by the Region to implement these pilots. Six of these projects are located on National Forests in Montana involving the Flathead, Kootenai, Lewis and Clark, Custer and the Lolo National Forests. One of the major goals of the Stewardship Pilots is to demonstrate how implementation of needed ecosystem restoration and maintenance activities can help stimulate increased economic activity in rural, resource-dependent communities. We are also in the process of finalizing a legislative proposal to the Senate that would stabilize payments to states for schools and roads, spur rural economic development, and restore forest ecosystems. In addition, we are proposing creation of a multimillion dollar program to improve land health by employing local people in restoration, stewardship, and maintenance. Legislative language for this proposal will be proposed in the coming weeks.

Your continued interest in the management and conservation of your national forests is appreciated. I look forward to working with you to address these vital issues.

Sincerely,



MIKE DOMBECK  
Chief

Enclosures



I hope your DC meetings were productive. As always it was good to see you. I hope we can get beyond our tough issues and get more work done on the land.

Warm Regards





United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

14th & Independence SW  
P. O. Box 96090  
Washington, DC 20090-6090

File Code:

Date: March 1, 2000

Mr. Bob Govett  
Distinguished Professor of Forestry  
Natural Resources  
University of Wisconsin-Stevens Point  
Stevens Point, Wisconsin 54481

Dear Bob:

At my recent meeting with Dean Victor Phillips, he shared the concerns of the Governor's Council on Forestry regarding the roadless area initiative announced last October by President Clinton. I want to take this opportunity to share my thoughts with you and to give you an idea of its context in the state of Wisconsin.

Although roadless areas represent less than one percent of the American landmass, they serve as a reservoir of rare and vanishing values. They provide clean drinking water, habitat for fish and wildlife, abundant hunting and fishing, recreation opportunities, reference areas for research, and barriers against noxious and invasive species. In the face of growing sprawl and urbanization, the values of national forest roadless lands are immeasurable. With the vast majority of lands on the Chequamegon-Nicolet National Forest within a quarter mile of an existing road, there are few opportunities for saving quiet areas for future generations.

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Mr. Bob Govett

2

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Sincerely,



MIKE DOMBECK  
Chief

*Bob: Please share this with  
the council members.*

*Thanks  
Mike*



United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

14th & Independence SW  
P. O. Box 96090  
Washington, DC 20090-6090

File Code:

Date: March 1, 2000

Mr. Gene Francisco  
Wisconsin State Forester  
PO Box 7921  
Madison, Wisconsin 53707

Dear Gene:

As you are aware, last October President Clinton announced a roadless area initiative for the Forest Service. I want to take this opportunity to share my thoughts with you and to give you an idea of its context in the state of Wisconsin.

Although roadless areas represent less than one percent of the American landmass, they serve as a reservoir of rare and vanishing values. They provide clean drinking water, habitat for fish and wildlife, abundant hunting and fishing, recreation opportunities, reference areas for research, and barriers against noxious and invasive species. In the face of growing sprawl and urbanization, the values of national forest roadless lands are immeasurable. With the vast majority of lands on the Chequamegon-Nicolet National Forest within a quarter mile of an existing road, there are few opportunities for saving quiet areas for future generations.

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Sincerely,

*Mike*

MIKE DOMBECK  
Chief

*Gene: There is a lot of  
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*M.*



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14th & Independence SW  
P. O. Box 96090  
Washington, DC 20090-6090

File Code:

Date: March 1, 2000

Mr. George E. Meyer, Secretary  
Wisconsin Department of Natural Resources  
PO Box 7921  
Madison, Wisconsin 53707

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Mr. George E. Meyer, Secretary

2

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Sincerely,

*Mike*

MIKE DOMBECK  
Chief

*George:*

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is helpful.*

*M.*



DEPARTMENT OF AGRICULTURE  
OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20250

March 1, 2000

Dear Forest Service Leader,

We want to express our thanks to all of you who participated in the National Leadership Team (NLT) Meeting last week to discuss remaining issues associated with new rules to guide national forest planning and management decision making. The candid and thoughtful dialogue and the active participation of all in attendance provided invaluable guidance in resolving these remaining issues. With the framework established by the Committee of Scientists' report, the counsel offered by members of the interagency advisory team, the extensive public input received, the excellent dialogue with members of the NLT, and the diligent work of the writing team, we are confident that the final forest planning rules will provide a solid foundation for sustainable forest management.

It is clear, after nearly two decades of experience in the development and implementation of forest plans, that new direction is warranted. The experiences of the past two decades offer invaluable insights into what worked well in our past planning efforts and what changes can improve the process. The Committee of Scientists' efforts to understand and document the experiences of planners and managers in the field offers important evidence of the capability of the Forest Service to innovate and adapt as conditions warrant. At the same time, the Committee's report provided new and important recommendations for changes, not only in the planning process, but in the behavior of the Forest Service. The Committee's recommendations redefine our role in planning; in how we integrate scientific information into management decisions; and in how we engage the public in planning and management decision making processes. Further, the Committee's report helps to clarify the Forest Service's mission in the stewardship of forest ecosystems to ensure the sustainable production of the goods and services which society demands of the lands and waters which we are entrusted to manage.

Our meeting last week marks a milestone in our thinking, as an organization, about the ways in which we must work together to better care for the land and serve the needs of the American people. The concepts and procedures embodied in this rule are the foundation for a new way of doing business in the Forest Service in fulfilling our stewardship responsibilities for the nation's national forests and grasslands.

It is clear from the public comments received that the draft rules did not adequately communicate the concept of "ecological sustainability", the intent of the Committee of Scientists, and the relationship of this concept to the multiple-use mission of the Forest Service. We offer this clarification and direction to resolve these concerns.

Ecological sustainability must remain the cornerstone of our land stewardship responsibilities. We simply cannot address the demands of society for the goods and services produced by the national forest system without securing the health of the land. Therefore, as recommended by the Committee of Scientists, we reaffirm that "... the first priority for stewardship in the national forests and grasslands must be to maintain and restore the ecological sustainability of watersheds, forests, and rangelands for present and future generations."

Given the extensive public comment on this subject as well as the discussions that followed, it is important to return to the Committee's report to affirm the essential and inseparable connection between ecological sustainability and the sustainable production of goods and services from the national forests and grasslands.

As stated on page *xvi* of the report,

"The Committee recommends that ecological sustainability provide a foundation upon which the management for national forests and grasslands can contribute to economic and social sustainability. This finding does not mean that the Forest Service is expected to maximize the protection of plant and animal species and environmental protection to the exclusion of other human values and uses. Rather, it means that planning for the multiple use and sustained yield of the resources of national forests and grasslands should operate within a baseline level of ensuring the sustainability of ecological systems and native species. **Without ecologically sustainable systems, other uses of the land and its resources could be impaired** (emphasis added)."

This language, which bears repeating in the context of the preamble of the rule, is synonymous with a key concept embodied in the Multiple-Use Sustained-Yield Act of 1960, which authorizes and directs the Secretary of Agriculture to administer the renewable surface resources of the National Forests for "multiple use and sustained yield of the several products and services obtained therefrom." The statute defines multiple use as,

"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; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; that some land will be used for less than all of the resources; and harmonious and coordinated management of the various resources, each with the other **without impairment of the productivity of the land...** (emphasis added)"

The statute goes on to define sustained yield with this same qualification, that it should provide for "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.**"

Therefore, we reaffirm that sustainability should serve as the foundation for National Forest System management and that "ecological sustainability" is the first priority for the stewardship of the national forests and grasslands.

The writing team should clarify the connections between ecological sustainability and social and economic sustainability -- all three being essential to the achievement of sustainability. Alternative language for this purpose was discussed during our meeting. In addition, language from the Committee of Scientists report may help to clarify the issues that remain. Specifically, we recommend the following from page xvi,

"Setting ecological sustainability as a key goal acknowledges that ecological systems provide many outputs that humans require to sustain themselves as living, biological organisms. That is, human health and the integrity of ecological systems are inseparable. Humans are "a part of" not "apart from" their environment.... Nonetheless, it is clear that ecological sustainability lays a necessary foundation for national forests and grasslands to contribute to the economic and social components of sustainability, making contributions to strong productive economies and creating opportunities for enduring human communities."

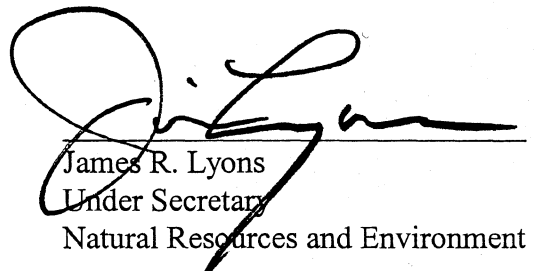
More specific direction to guide the writing team in addressing other issues discussed during the NLT meeting is contained in the attached document.

Again, we appreciate the commitment of time and energy made by all participants during last week's meeting. The convergence of ideas and proposed solutions to the issues pending before us is evidence of the strength of the Forest Service and our resolve to provide conservation leadership. These forest planning rules will provide essential guidance to the agency and reaffirm our commitment to the nation that our national forests and grasslands will be managed for the greatest good of the greatest number in the long run.

Sincerely,



Michael Dombeck  
Chief  
U.S. Forest Service



James R. Lyons  
Under Secretary  
Natural Resources and Environment

Attachment

cc: Forest Planning Rule Writing Team





DEPARTMENT OF AGRICULTURE  
OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20250

MAR 1 2000

MEMORANDUM

TO: National Leadership Team  
Forest Planning Rule Advisory Team  
Forest Planning Rule Writing Team

FROM: James R. Lyons  
Under Secretary  
Natural Resources and Environment

Michael Dombeck  
Chief  
U.S. Forest Service

  
*Mike Dombeck*

SUBJECT: Final Guidance for Forest Planning Rules

The following specific direction is provided for resolution of the issues addressed during National Leadership Team meeting on our proposed forest planning rules. Again, we thank all of you who participated for your frank, open, and spirited dialogue and the effort expended to bring these issues to closure.

Sustainability as the Foundation and Ecological Sustainability as First Priority

We reaffirm the notion of sustainability as a foundation necessary for National Forest System stewardship and "ecological sustainability" as a first priority for the stewardship of national forests and grasslands. The writing team should clarify the connections between ecological sustainability and social and economic sustainability – all three being essential elements to the achievement of sustainability. In addition, the writing team must clarify the links between the concept of ecological sustainability and our statutory mission as expressed in the Multiple-Use Sustained-Yield Act, the National Forest Management Act, and other relevant statutes given our extensive experience in implementing each. The Committee of Scientists report provides specific language which may be of use in the preamble to clarify these connections. Additionally, an inordinate amount of the proposed rule addresses the concept of ecological sustainability, amplifying the impression that this concept is dominant and that social and economic concerns are less significant. The rule should clarify the essential connection between the ecological, social, and economic elements of sustainability. (See the attached letter to the NLT for further clarification.)

### Sustainability Indicators

The rule should further clarify the linkages between sustainability, the criteria and indicators of sustainability (i.e., the criteria and indicators from the Montreal protocol), and land health performance measures. The specific framework for illustrating this point should be included in manual guidance. The chart presented by Hal Salwasser during our discussions could serve as a starting point for creating and illustrating this framework.

### Range of Species Used to Determine Achievement of Viability and Focal Species

As recommended by the NLT, we should affirm our commitment to viability of all species, but indicate where and for which species we will require species specific viability assessments. We recommend that assessments be required for all federally-listed endangered, threatened, proposed and candidate species as well as other at risk species defined as sensitive species by the Forest Service. Review of state-listed species, species included on lists produced by organizations such as The Nature Conservancy, as well as locally-identified species may result in their inclusion as sensitive species.

In addition, the rule should include recognition of the use of focal species and focal habitats as indicators of overall ecological sustainability and that this concept is essential to addressing the larger issue of viability on national forest system lands. Reference should be made to the Committee of Scientists' report and the notion that "The key characteristic of a focal species is that its status and time trend provide insights to the integrity of the larger ecological system."

Critical in these concepts is acknowledgment of the limits of what the agency can do given existing scientific knowledge and resources, the need to make decisions based on existing information, and the need to invest in improving our knowledge of the relationship between focal species and ecological conditions.

### High Likelihood Standard

We recommend retention of the language in the proposed rule recognizing that it is applicable to the ecological conditions over which the agency has stewardship authority.

### Ecological Integrity

We support the recommendation that the term "ecological integrity" be incorporated into the concept of "ecological sustainability" and that the concepts embodied in the Committee of Scientist notion of ecological integrity be included.

### Historic Range of Variability

It appears that the proposed rule places too much emphasis on the concept of historic range of variability as a management objective. The range of variability of ecological systems should be used as a reference point for managers in assessing resource conditions, trends, and future

management direction. Instead of making conditions within the historic range of variability an objective, the rule should incorporate the notion of the range of *natural* variability as an analytical tool to understand historical and current conditions and processes and the factors affecting them. This information will be used to help us understand potential future conditions and establish meaningful goals for sustainability.

#### Pre-decision Objection Process

We support the concept of a pre-decision objection process as a means of encouraging public dialogue over forest plan issues and alternatives. Critical to the success of this concept is the active effort of line officers to engage the public in a collaborative planning process with early and frequent opportunities for public participation and dialogue. This concept would parallel the approach taken by the Bureau of Land Management. It would not, however, affect the appeals process for project specific decisions in the context of forest plans.

#### Collaboration

Clearly, collaboration is essential to the success of this planning framework. The Committee of Scientists emphasized this point in stating that, "collaborative planning is necessary to establish the relationships, commitments, and responsibilities necessary for effective stewardship."

We recommend retention of the current concepts of collaboration in the proposed rule and suggest that the writing team emphasize the important role of collaboration in successful planning efforts. While the responsible official is granted discretion in determining how to use collaborative processes in the context of this new planning framework, it is essential collaboration be emphasized. In addition, the team should note that the goal of collaboration in the context of developing alternatives for planning or project decisions is not to encourage individuals or organizations to develop their own alternatives, but, instead to work with these interests in constructing alternatives that reflect and/or incorporate their concerns.

#### Contribution of Science

While the Committee of Scientists emphasized the need for *scientists* to play an active role in planning, comments from the Deputy Chief for Research and Development (R&D), Robert Lewis, strongly recommended a shift in focus to emphasize the use of *science* in the planning process. One of the key consideration in this approach is to emphasize not who provides scientific input, but rather that this scientific information is made an integral part of the process. We accept this notion and recommend that the writing team work with the language provided by Dr. Lewis to address R&D's concerns.

To clarify some of the specific issues discussed, we believe it essential that a national science advisory board be established and that the Deputy Chief for Research and Development take the lead in identifying candidates and coordinating the board's activities. In the same vein, individual research station directors will be responsible for the establishment of regional science advisory boards and should work in partnership with their regional forester counterparts to ensure

a close working relationship between these boards, others in the scientific community with information and expertise of value to line managers, and regional Forest Service leadership.

It is clear that this planning rule places new challenges on the Forest Service's R&D program. Specifically, the framework proposed by the Committee of Scientists establishes a new paradigm in the manner in which station directors interact with line managers and the extent to which research becomes a partner with line managers in sharing appropriate information and expertise to assist in future forest planning and management decision making. We strongly support this notion.

The Committee of Scientists' report emphasized that, "Collaborative planning rests upon a foundation of scientific information developed by scientists and other knowledgeable people in an open, public process." The Committee identified at least five different task for scientists in collaborative planning: (1) creating knowledge of relevance to collaborative planning; (2) developing the integrative science for bioregional assessments; (3) helping managers understand the application of scientific and technical knowledge; (4) helping to design effectiveness-monitoring procedures and adaptive-management experiments; and (5) evaluating the use of scientific information in planning and implementation. Acknowledgment of these roles for science and the responsibilities of the R&D program in this vein should be included in the preamble of the rule.

In addition, manual direction should specify that research station directors should provide leadership in the following: (1) as co-lead with appropriate line management staff in the design, development, and implementation of broad-scale assessments; (2) as co-lead in the design and evaluation of monitoring procedures and protocols; and (3) as lead in the development, as appropriate, of science consistency checks and peer reviews. The efforts initiated by Associate Chief Hilda Diaz-Soltero to build a stronger working relationship between R&D, line managers, and the State and Private Program should continue and be incorporated into future agency budgets.

#### Implementing Monitoring

Language should be included in the rule to ensure that monitoring is viewed as a critical element of project design and implementation as deemed appropriate. The writing team should include language to recognize the requirement that "there is a reasonable expectation that *anticipated* funding will be *adequate* to complete any required monitoring and evaluation". In addition, we believe it is essential that the rule clearly define the relationship between monitoring and sustainability, linked to criteria and indicators and performance measures, and recognizing that designing, implementing, and evaluating appropriate measures of sustainability will require a collaborative effort between Research and Development and responsible officials.

#### Suitability Determinations

We support the language in the proposed rule, but need to ensure that additional analysis of suitability in the context of forest plans recognizes the opportunity to integrate uses and should

not be interpreted to imply exclusivity of uses on national forests and grasslands. Suitability analysis should not be expected for all uses, but should help identify where the production of certain products or services may be “unsuitable” - i.e., could contribute to impairment of the productivity of the land and be counter to the goal of ecological sustainability. In addition, the rule should clarify that on lands deemed unsuitable for timber production, timber harvests can proceed only to the extent that the responsible official documents their contribution to ecological sustainability.

#### Site-Specific Project Planning in the Planning Framework

We support the use of this planning framework for site-specific project planning, but believe that the rules must clarify which concepts, principles, and processes should apply on a site-specific basis. This is a critical concept in the new planning framework. However, it is important that the final rules clarify what is required and what is not as the planning framework is applied to site-specific project decisions. For example, it would not be anticipated that viability assessments would normally be required at the site-specific scale provided this information, as appropriate and necessary, is available at the appropriate planning level.

#### Delegations of Plan and Project Decision Authority

We support the language in the proposed rule and the recommendation of the writing team. In seeking to develop a more flexible planning framework, we must recognize that one level of decision authority does not fit all issues, and that decisions will be made at the scale appropriate to the issue of concern.

#### Unroaded Areas Related to the Roadless Rulemaking Process

We recommend retention of the language in the proposed planning rule and clarification that this rule does not require a specific planning process for areas meeting the definition of “unroaded”.

#### Clearcutting

We recommend further clarification of the circumstances under which clearcutting may be considered an appropriate silvicultural tool while recognizing that flexibility is required at the appropriate geographic scope and scale. The rules should not permit clearcutting to exceed current size limitations, nor divert from previously existing national guidance.

#### Transition

We concur in the recommendation of the writing team with regard to the transition to this planning framework. It is important to ensure adequate flexibility for responsible officials to complete ongoing planning activities, while, at the same time, ensure that the final rules are in place as expeditiously as possible. Since much of what was recommended by the Committee of Scientists reflects their observations of successful, ongoing planning process in the field, we assume that the transition to these new planning rules should not be difficult.



United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1600

Date: March 2, 2000

Route To:

Subject: Release of Proposed Road Management Policy

To: All Employees

Today in Salt Lake City, Utah, I will be announcing the release of the proposed Forest Service Road Management Policy. This draft policy was developed with extensive public involvement and comes one year after we announced an 18-month suspension on road construction in most unroaded areas of the National Forest System.

The Forest Service Road system has more than 380,000 miles of classified roads. In addition, there are at least 60,000 miles of unclassified roads, which include temporary roads and roads that were never planned, built, and maintained to safety, service, and environmental standards. We currently have less than 20 percent of the funding needed to fully maintain our road system, and the backlog of deferred road maintenance and reconstruction exceeds \$8 billion. Forest roads are an essential part of the rural transportation network and allow people to access the forests they so love. Poorly or inadequately designed roads or unmaintained roads, however, can harm water quality, aquatic and wildlife habitat, and other ecological values. They also pose safety threats to users.

The proposed policy provides direction for the Forest Service to achieve a road system that is safe, responsive to public needs, environmentally sound, affordable, and efficient to manage. The proposed policy:

- Requires the use of a scientific roads analysis procedure that incorporates local public involvement to assist land managers in making better decisions about roads.
- Requires that decisions to construct new roads be made only upon completion of a science-based road analysis.
- Emphasizes decommissioning or converting to other uses unneeded roads and upgrading and maintaining roads needed for forest management and/or public access.
- Requires managers to consider the availability of maintenance funding when assessing new road construction.
- Incorporates a transition process for forests to update their forest plans using the science-based road analysis.
- Requires extensive public involvement in local transportation planning decisions.

Close collaboration with local governments is critical to this process.



I have heard from many of you that forest users are concerned about access on national forests. While the proposed policy does not directly address access, it does state that ***access issues are best addressed through public involvement and local decisionmaking***. It is also important to note that while some national forests are exempt under the Interim Rule suspending road construction in most roadless areas of the national forest system, there are no national forest exemptions in the proposed policy.

The proposed road management policy and a draft environmental assessment will be published in the Federal Register Friday, March 3, 2000, which begins a 60-day public comment period. A final policy is expected to be published by September 1, 2000. The Interim Rule will remain in effect until September 2000 or until the final policy is published, whichever comes first.

All interested persons--especially employees--are encouraged to comment on the proposal. Comments can be submitted via e-mail, mail, or fax. Details regarding how to submit comments are available on our internal website at <fsweb.wo.fs.fed.us/pao/roadsrollout> and on our internet site at <www.fs.fed.us/news/roads>.

We know that there are many initiatives out for public review, so public meetings will be discretionary (no national meetings will be held). To assist you in your outreach efforts, the Office of Communication has prepared a packet of information and communication tools. A copy of the packet has been mailed to all regions and stations, and a copy is posted on our FS website.

I want to thank Regional Forester Dale Bosworth, his team, and the engineering staff for their diligent efforts in developing this proposal. I look forward to hearing what you and the public think about the proposal, and I am excited that we will soon have a new management policy that will lead to a safer and more efficient road system.

MIKE DOMBECK  
Chief, Forest Service



United States  
Department of  
Agriculture

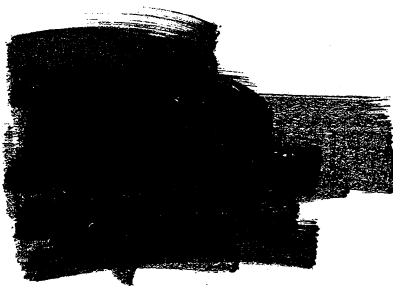
Forest  
Service

Washington  
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14th & Independence SW  
P. O. Box 96090  
Washington, DC 20090-6090

File Code: 1000

Date: MAR 6 2000



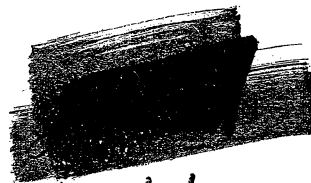
I appreciate the thought and consideration shared in your comments on the proposed planning rule. The new regulations will result in a significant change in focus for land management. By ensuring ecologically sustainable watersheds, forests and rangelands we will provide the baseline for determining multiple benefits of these lands to people.

Clarifying the connections between ecological sustainability and social and economic sustainability has been one of the highest priority issues discussed by the National Leadership Team as we work to finalize the planning. The final rule will provide the guidance necessary for excellent, long-term stewardship of the national forests and grasslands well into the next century. Best regards and thanks again for your continued interest.

Sincerely,

*Mike*

MIKE DOMBECK  
Chief



*I hope you are enjoying retirement but I do know you are staying busy. Take Care.*

*Mike*





Mike Dombeck, Chief  
USDA Forest Service  
Auditors Building  
201 14<sup>th</sup> Street, S.W. at Independence Ave., S.W.  
Washington, DC 20250

Dear Chief

*Mike*

I have just read the proposed new planning Rule and wanted to pass on a few comments. I don't envy you your job and wish you the best. I am however very concerned with what I see happening to our National Forest and Public Lands. I get a little more frustrated every day and quite frankly I don't see any light at the end of the tunnel. I always thought of myself as being in the middle when it came to what a balanced program was. The administration has pushed the management of our federal public lands so far to the preservation side that I find myself to the right even though my principles have not changed.

I find the requirement that "responsible officials must make decision that provide for ecosystem integrity at the appropriate planning level" to be almost tongue in cheek. If ecological, social and economic sustainability are to be achieved something must be done to allow for sustainable decisions, which are timely and efficient. There is nothing in the current rule which will change the current situation. It is inconceivable that we are gearing up to spend millions on new plans before we install a new decision making process which will insure that people in the field will be able to sustain their decision in a timely manner.

Even with thirty plus years of experience with National Forest management I found it difficult to visualize and understand the parameters of "Sustaining Ecological Systems". I would guess that most of the public would have less understanding. This problem of ambiguity seems to contradict the statement that these are the people's lands and plans must have "clear and straight forward language."

The guiding principles of "efficient in achieving goals" and "planning must be done expeditiously" are excellent. However I see nothing in the new rule which will significantly change the current situation which is neither efficient nor expeditious. I believe an opportunity to develop a rule which could actually achieve these worthwhile principles is being missed.

The committee of scientist indicated that to achieve the purpose and goal of Ecological sustainability, a viable timber industry and a predictable flow of timber products was necessary. The rule completely ignores this recommendation made by the scientist. It appears to be yet another attempt to eliminate any pro - active objectives or direction relative to timber products as one of the goals of multiple use.

The basic concept of ecological, social, and economic sustainability is an excellent foundation. The rule however does not portray any urgency or real commitment to sustaining the social and economic legs of this triangle. I support (my concept) ecological sustainability and believe it is a proper goal for National Forest lands. However everything the current administration had done in the last few years has disconnected any real commitment to social and economic sustainability except to use taxpayer

dollars for a "restoration work force economy". Many scientist assures me that the ecosystems which make up the National Forest can produce a stable supply of wood products (15 to 25 percent of total Fiber production) and maintain ecological sustainability. At this time there is no direction to planning teams relative to a clear objective of this nature. The new Rule's discussion of ecological sustainability is very specific and list ten specific conditions which must be met as well as the requirements relating to historical range of variability. The discussion about social and economic sustainability merely requires a variety of analysis. The only "must" is that decisions must be consistent with higher level decisions.

Under the discussion of lands suitable for timber production an excellent opportunity exists to clarify that where it is necessary to remove wood of commercial value to enhance or maintain ecological sustainability, the preferred method will be to insure utilization of that material to maintain economic sustainability. Because the below costs sale issue has become a tool of those who want no commercial harvest, the Rule should be very clear as to how ecological, social and economic benefits will be measured.

There is lot tied to pre European conditions and historical range of variability. This basic premise must be flexible enough to account for the following: (1) Pre-European conditions replaced other ecological conditions and in time will be replaced by other systems even without the intervention of man. (2) The ecosystems of today must provide for greater populations of people than the pre European population. (To me this means that products produced by the eco-system above what is necessary to sustain the eco-system itself, must be utilized. We cannot use the highest levels of technology to insure longer lives of people without also applying the same level of technology to maintain higher levels of productivity from the eco-system.) (3) Some landscapes may need to be managed for a desired condition, which is outside the historical range because of global warming, or we may lose much of the intermountain forest of today.

Mike, I know the problem with decision making did not happen on your watch. When one considers that here in the west, particularly the intermountain west, that in the last decade we have lost more old growth and old growth related habitat to fire, insects, and disease due to overstocking and off site species than we have to harvesting, one would assume that developing a strategy to enable field people to make timely and sustainable decisions would be of the highest priority. I know this would not be easy but acknowledging the problem and some effort being publicly put forth would be a positive step. I also realize that this administration has not and will not admit that this problem exists and that legislation is needed.

Sincerely,



File Code: 1900-1

Date: MAR 6 2000

The Honorable Jim Geringer  
Governor  
State of Wyoming  
State Capitol  
Cheyenne, Wyoming 82002

Dear Governor Geringer:

I really enjoyed our visit on Saturday, February 26, 2000, and the opportunity to discuss some of the concerns expressed in your February 3 letter relevant to the proposed rule and rule making processes, for National Forest System Land and Resource Management Planning. Thank you for attaching to that letter a copy of the formal comments the Wyoming Office of Federal land Policy provided to our Content Analysis Enterprise Team (CAET). Please be assured that the specific comments sent by that office to CAET, and any comments that you and your constituents have provided them directly, are being fully considered in our final rule preparation which is now underway. You will also be pleased to know that a letter will be sent soon to the Western Governors' Association which will provide further opportunity for involvement relative to some of the issues you raised.

It is truly my desire to work together with the Governors, in an atmosphere of trust and respect, as we seek to move forward in a manner that helps achieve our shared goals for ecological, social, and economic sustainability across the landscape.

Thank you again for your constructive comments and the good visit.

Sincerely,

MIKE DOMBECK  
Chief



United States  
Department  
of Agriculture

Forest  
Service

Washington Office

14th & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1700  
Route To: 6100

Date: **MAR** 7 2000

Subject: Policy on Preventing Sexual Harassment  
To: All Employees

Preventing sexual harassment continues to be a high priority within the Forest Service. Gender based discrimination, including sexual harassment, is a costly workplace problem. During 1999, all employees were required to complete trainings on "Preventing Sexual Harassment" and "Simple Justice." Both of these efforts were intended to promote a work environment in which employees are treated with dignity and respect, free from discrimination. While these efforts were significant organizational accomplishments, I believe it is important that we all be reminded again of our policy on this subject.

According to the Equal Employment Opportunity Commission, **sexual harassment** is any unwelcome verbal, nonverbal or physical advance, request for sexual favors or other verbal or physical conduct of a sexual nature when:

- submission to such conduct is made a term or condition of the individual's employment; **or**
- submission to, or rejection of such conduct is used as a basis for decisions about the individual's employment (e.g. performance evaluation, selection, training, etc.); **or**
- such conduct creates an intimidating, hostile or offensive work environment, **or** unreasonably interferes with the individual's work performance.

Any of the following work place behaviors which meet this definition are examples of sexual harassment:

- verbal harassment or abuse of a sexual nature;
- subtle pressure or requests for sexual activity;
- unnecessary or unsolicited touching of an individual, for example, patting, pinching, hugging, repeated brushing against another employee's body;
- offensive sexual flirtation, advances, or propositioning;
- graphic verbal commentaries or jokes;
- sexually degrading words used to describe an individual; **or**
- display in the workplace of sexually suggestive objects, pictures, or writings.

Any employee determined to have engaged in sexual harassment will be subject to disciplinary action with the penalty set based on the severity of the particular circumstances.

Employees who believe they have been the subject of sexual harassment should seek advice and counsel from their supervisor, Human Resource Management (HRM), Equal Employment Opportunity Counselors, Federal Women's Program Managers, or a union official.



An electronic mailbox for reporting sexual harassment has been established in the WO HRM staff. A person can confidentially send their name and number to this mailbox and HRM will respond to that message. HRM will ensure the privacy of individuals and allegations will only be divulged where necessary and appropriate. Persons wanting to speak directly with HRM can contact Sherry Hooper on (703) 605-5248.

A handwritten signature in cursive script, appearing to read "Mike Dombek".

MIKE DOMBECK  
Chief



United States  
Department of  
Agriculture

Forest  
Service

Washington  
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201 14<sup>th</sup> & Independence, SW  
Post Office Box 96090  
Washington, DC 20090-6090

File Code: 1500/1510

Date: MAR 7 2000

The Honorable Marc Racicot  
Governor  
State of Montana  
State Capitol  
Helena, Montana 59620

Dear Governor Racicot:

Thank you for your December 20, 1999, letter expressing concerns about how the Forest Service is conducting the roadless area rulemaking process. Your request for cooperating agency status will be addressed in a separate letter. I agree it is essential that our rulemaking process be open and informative and that the Forest Service follows the intent and spirit of the National Environmental Policy Act as we develop the environmental impact statement that will accompany the final rule.

I understand your concern that the Forest Service provided only broad information in the Notice of Intent. I agree that our process should be informative and provide adequate opportunities for comment. The Forest Service encourages participation from State and local governments, tribes, other federal agencies, and the public in the rulemaking and environmental analysis processes so a wide range of viewpoints can be effectively incorporated into alternative formulation and environmental analysis. State and local government officials are especially valued and necessary allies in our efforts to limit our analysis and rulemaking to the appropriate issues requiring policy development.

The Forest Service is still in the scoping phase of the environmental analysis process required by the National Environmental Policy Act. Scoping begins with initial formulation of a broad proposal and continues through environmental effects analysis until publication of a draft environmental impact statement. The scoping process is intended to engage the public in determining the scope (breadth) of the proposed action, alternatives, and effects before the agency publishes a draft environmental impact statement. During this early phase of the analysis process, the Forest Service is inviting the participation of all affected State, local, and tribal governments, and members of the public in our efforts to identify significant issues and issues that should be eliminated from detailed study. When released for comment in the spring, our draft environmental impact statement will specifically define the scope of the actions, issues, and alternatives to be addressed. The Forest Service will continue to accept written comments until publication of a draft environmental impact statement.

The draft environmental impact statement will outline the proposal and specific alternatives providing a detailed basis for discussion with the public about how roadless areas should be managed in the future. The Forest Service will provide another period for public comment and will host another series of meetings and public involvement opportunities upon release of the



proposed regulation and draft environmental impact statement later this year. The issues expressed in the letter from the Montana Society of American Foresters will be addressed in the draft environmental impact statement and supporting documentation.

Your concern about the overlap between the roadless initiative and the process required by the National Forest Management Act for the revision of land and resource management plans for national forests and grasslands is reasonable. The roadless area rulemaking will not immediately affect ongoing Land and Resource Management Plan revisions. However, some issues, such as the conservation of roadless areas and their values, exceed the scale of an individual national forest or grassland. The roadless area issue is more appropriately addressed at a national scale that allows assessment of important large-scale factors (e.g. species with expansive home ranges, water quality, or air quality) to provide consistency in the application of policy and the effective use of funding and resources. I feel very strongly that part of our inability to successfully address roadless area management through forest planning is because certain aspects of the roadless issue need to be addressed at a larger scale. Local planning efforts may not always recognize the national significance of roadless areas and the values they represent in the face of increasing development and urbanization of the natural landscape. Once a final rule is issued, forest plan revisions in progress at that time could be affected. The rulemaking will consider alternative transition options for implementing the rule.

I appreciate your concern about our ability to complete the rulemaking and environmental analysis processes in a single year. It is important to remember that the Forest Service has devoted significant resources and time to roadless area issues over the past 30 years, including the recent analysis and public involvement associated with the interim rule and proposed road management policy. It is also important to consider that the public, State and local governments, and the Congress have been actively engaged in these issues. Therefore, I believe the decision to undertake rulemaking at this time is appropriate and an effective use of everyone's efforts to date. I also believe our current schedule provides adequate time for public comment and completion of the necessary analysis.

The interim rule that suspended road construction in unroaded areas was implemented to provide the agency a temporary suspension on road building so the agency could address road management. The temporary suspension will expire in August 2000. A Draft Road Management Policy was released for a 60-day public comment period last week; the roadless area rulemaking is scheduled for completion in the fall. Ideally, completion of the roadless rule would coincide with the expiration of the temporary suspension, but given the time needed to complete our current analysis it does not appear likely the two processes will conclude concurrently.

The Honorable Marc Racicot

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Thank you for this opportunity to address your concerns. I appreciate the interest and cooperation of the State of Montana as we make our way through the rulemaking and environmental analysis processes. Because this issue is of particular interest to your State, we will ensure that you and your staffs are provided an opportunity to receive briefings as we move through the rulemaking process.

Sincerely,

A handwritten signature in black ink, appearing to read "Mike Dombek". The signature is fluid and cursive, with the first name "Mike" and last name "Dombek" clearly distinguishable.

MIKE DOMBECK  
Chief





United States  
Department of  
Agriculture

Forest  
Service

Washington Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 1300

Date: March 7, 2000

Route To:

Subject: Letter from the Chief

To: All Employees

The year 2000 continues to be very busy for all of us in the Forest Service. I recently returned from Salt Lake City where Regional Forester Dale Bosworth, Deputy Regional Forester Jack Troyer, Assistant Director of Engineering Mike Ash, and Deputy Forest Supervisor Pam Gardiner assisted me in a press conference where we announced our roads policy. This new roads policy represents nearly two years of work and has captured exceedingly broad interest by the American people. The proposed policy requires that decisions to close, upgrade or build new roads be made through an open and public process. It also requires that we take better care of our existing road system and employ "state of the art" science and collaboration with our communities in all future road management decisions. I commend the entire team for their good work and thank all of you who assisted in the development of this forward-looking policy.

The National Leadership Team met from February 23-25 to conduct a detailed review of our proposed planning regulations. We made decisions on the nearly 20 remaining policy issues including species viability, monitoring, sustainability, and the role of science and scientists. The writing team and the advisory team are now incorporating those decisions into the regulations. The two final steps for the new planning regulations are USDA and the Office of Management and Budget review and clearance. Barring any unexpected problems, the new regulations should be out by early summer. These regulations represent nearly a decade of debate, analysis, and just plain hard work. No other agency has more experience and faced more challenges in land planning than the Forest Service.

My travels so far this year reaffirm the dedication and hard work of Forest Service employees. Secretary Glickman and I participated in a tree planting ceremony on the Angeles National Forest celebrating the Jewish New Year of Trees. I was briefed on accomplishments of the urban forestry program in partnership with Tree People in Los Angeles. I commended retiring Angeles Forest Supervisor Mike Rogers for his 42 years of dedicated service. On the Tahoe National Forest, I was briefed on the work of our employees, community leaders and partners in the restoration of American, Yuba and Truckee watersheds. I visited the Pacific Southwest Research Station and reviewed progress of the Sierra Nevada Framework Team in Sacramento. More recently, I also traveled to Elko and Reno to meet with employees of the Humboldt-Toiyabe National Forest and local officials as we work our way through some significant challenges in Nevada. This coming weekend I look forward to meeting with employees and looking at projects in West Virginia.



Late winter and spring is the season when our key Congressional hearings are held. There is no better preparation for these hearings than for me to see first hand our many needs and accomplishments in the field and to have candid discussions about our challenges with employees and community leaders. I would be remiss not to thank the staffs here in headquarters for their good work in the development of Congressional testimony. Have a great week and thank you for what you do in caring for the land and serving people.

A handwritten signature in black ink, reading "Mike Dombek". The signature is fluid and cursive, with the first name "Mike" and last name "Dombek" clearly distinguishable.

MIKE DOMBECK  
Chief



United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

14<sup>th</sup> & Independence SW  
P.O. Box 96090  
Washington, DC 20090

File Code: 1550

Date: March 10, 2000

Mr. Wang Zhibao  
Administrator  
State Forestry Administration  
No. 18, Easy Street, Hepingii  
Beijing 100714  
PEOPLE'S REPUBLIC OF CHINA

Dear Mr. Wang Zhibao:

Although our two countries are physically a great distance apart, we share many common forestry characteristics, interests, and challenges. Biophysically, we share a similar type of terrain, flora, and fauna. Socially, we face the challenge of meeting the demands of our countries for forest goods and services while providing sustainable forests for future generations to use and enjoy.

It is with our common interests in forestry that I take pleasure in inviting you and your delegation to the United States to sign the Memorandum of Understanding between the State Forestry Administration of the People's Republic of China and the United States Department of Agriculture on cooperation in the field of forestry under the agreement between the Government of the People's Republic of China and the United States of America on cooperation in science and technology. In addition to formalizing our ongoing forestry collaboration by signing this Memorandum of Understanding, we hope your visit will provide an opportunity to experience forest management in the United States and explore opportunities to strengthen our collaboration. The invitation dates of your visit are from approximately April 15 to April 23. This invitation is extended to you and those listed in the enclosure and one additional person.

Dr. Valdis Mezainis and his staff, Office of International Programs, will be in contact with your staff to work out the specific details of your visit.

We look forward to our meeting and future collaboration on forest management issues.

Sincerely,

MIKE DOMBECK  
Chief

Enclosure



Invited Delegation Members:

Mr. Wang Zhibao	Administrator, State Forestry Administration
Mr Zhou Rongsheng	Director General, General Administrative Office, State Forestry Administration
Mr. Qu Guilin	Director General, Department of International Cooperation State Forestry Administration
Ms. Wang Xuan	Deputy Director General, Department of Forest Policy and Legislation, State Forestry Administration
Mr. Lu De	Deputy Division Director, Department of International Cooperation, State Forestry Administration



United States  
Department  
of Agriculture

Forest  
Service

Washington Office

14th & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

File Code: 6100/6170

Date: MAR 13 2000

Route To:

Subject: Combined Federal Campaign

To: All Washington Office Employees

The 1999 Combined Federal Campaign (CFC) ended on a very positive note, and I want to thank each of you for making this happen. The Forest Service, long considered one of the most generous agencies in the USDA, proved once again with this campaign that we care. Because of your generosity, many people will receive assistance from the organizations supported by the CFC. The employees of the Washington Office raised \$150,148, which was 107 percent of our goal. This year our agency will receive both the President's Award for 75 percent employee participation and the 100 percent Goal Achievement Award. The team captains and keyworkers created fun and enthusiasm for the campaign with lots of baked goods, waffles, ice cream, a hot chili feed, and a dart toss. We also improved our minds and nutrition with a fruit and book sale.

Forest Service employees were a key part of the entire CFC effort with the Department of Agriculture contributions of \$1.5 million. All Federal agencies combined received over \$40 million. Once again, the Forest Service showed that it does make a difference.

The CFC theme for 1999 was "It All Comes Back to You." We lived this theme by the way we displayed our willingness to help and support others to make our world a better place.

Once again, thank you for making a difference.

MIKE DOMBECK  
Chief





United States  
Department of  
Agriculture

Forest  
Service

Washington  
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P. O. Box 96090  
Washington, DC 20090-6090

File Code: 1500

Date: MAR 14 2000

The Honorable Benjamin J. Cayetano  
Chairman  
Western Governors' Association  
600 17th Street  
Suite 1705, South Tower  
Denver, Colorado 80202-5452

Dear Governor Cayetano:

We appreciated meeting with Governors Geringer, Kempthorne, Racicot, Knowles, and the staffs of the other western Governors on Saturday, February, 25, 2000, to discuss the participation of the western Governors in our roadless area rulemaking. We agree that the State agencies possess important information that may be of use to the Forest Service in conducting its social and environmental analyses associated with the roadless rulemaking.

Working together in a collaborative manner can help to expedite and improve our environmental analysis. We would like to improve the information flow and exchange of ideas between the States and the Forest Service relative to roadless areas. To that end, we propose the following procedures to maximize cooperation with interested western Governors' offices and State agencies:

- The Governors of the western States could designate representatives to serve as a conduit to solicit, collect, and synthesize input from those Governors' offices and State agencies and to serve as a forum for communication between the States and the Forest Service. The Forest Service will, in turn, use the Governors' designees as their principal communications vehicle for seeking information, asking questions, or communicating updated progress reports to the western States and State agencies. The Governors or their representatives will assist in expediting and making this communication more efficient and effective, running both ways.
- Randy Phillips, Deputy Chief for Programs and Legislation, will serve as our liaison to the Governors and with other intergovernmental organizations to ensure open communication and coordination on this and other issues. Jim Furnish, Deputy Chief of the National Forest System, and Chris Wood, Chief's Office, will meet, with the western Governors and their designated representatives specifically on this issue, to be scheduled by mutual agreement.
- The States will assist the Forest Service in identifying locations and other potential forums for public involvement during the public comment phase of the rulemaking.
- Forest Service can be available to answer technical questions at one or two coordinated State work session(s) as the States develop input on the DEIS and proposed rule.



The Honorable Benjamin J. Cayetano

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To give you a sense of our public involvement process, when the proposed rule and draft EIS are published, we are contemplating distribution of 100,000 executive summaries and up to 50,000 full copies of the DEIS, making available 10,000 CD-Roms containing the DEIS, and making it available on our website. The printed copies, CD-Roms, and website will all contain (as the website does now) complete detailed maps of every inventoried roadless area. Over 200 additional community meetings are anticipated. In addition, we foresee distributing copies to every public library in the country; around 16,000 in total. We would welcome additional suggestions for communicating directly with the public.

As you know, we believe very strongly in the tenets of collaborative stewardship. We also believe that given the thousands of comments we have received and the years of debate surrounding the roadless area issue, it is clear that this is an issue of both national and local significance. In the Notice of Intent, we outlined a strategy to deal with the issue at both national and local scales. We would like very much to work with you in the manner described above as we address the national aspects of this issue. In addition, there will be a variety of opportunities for the States and their many agencies to participate in future planning efforts that address the significant local aspects of the roadless area issue.


We value our partnership very much and look forward to working with you on the roadless area rulemaking and other pressing problems such as water quality, forest health, rural jobs, and our growing maintenance backlog. I am sending copies of this to the other western Governors.

Thank you for your continued interest in national forests and grasslands.

Sincerely,



JAMES R. LYONS  
Under Secretary, NRE



MIKE DOMBECK  
Chief



File Code: 1300

Date: March 14, 2000

Route To:

Subject: Letter from the Chief

To: All Employees

I have spoken to many of you in recent weeks and know that you are all very busy. Retirees tell me they cannot remember when the Forest Service was involved in as many important conservation issues as we are today. This is exactly where we ought to be - engaged in the tug and pull of helping our nation to grapple with the most significant public land issues of our day.

Some of you have shared with me your discomfort about the contentious nature of the debate over issues such as roads, roadless areas, planning regulations, and county payments. Others have commended Forest Service leadership for taking on difficult issues that have defied resolution for decades. It is important to remember that most of these issues are not new. It has always been the responsibility of the Forest Service to respond to changing public values and new information.

Consider the issue of roadless areas. Chief Ed Cliff first attempted to resolve the roadless area question through a wilderness inventory (RARE I) that evolved into RARE II and was completed by Max Peterson. Then followed the first round of forest planning that was brought to completion under the tenure of Dale Robertson. Most recently, my immediate predecessor, Jack Ward Thomas, wrestled with the controversy of roadless areas by instructing that roadless areas be removed from the timber base if managers didn't intend to enter them.

All of these labors were in response to the growing body of scientific information and represented our best effort to reflect the will of the people. I hope that you take the long view when considering the roadless issue. The roadless area initiative does not plow new ground so much as it represents a new approach to an old problem. We went through RARE I and RARE II, we tried 20 years of local planning efforts, and a directive to forest supervisors to address the issue through plan adjustments, yet the controversy still persists.

The plain fact is that we spend so many human and financial resources on intractable issues such as roadless that it impedes our ability to act on other priorities such as: getting ahead of our maintenance backlog; providing jobs through forest and grassland restoration; conducting research to reduce consumer demand for, and recycling of wood fiber; building a highly valued and skilled workforce for the 21st century; and spreading the benefits of conservation from public lands to state and private lands.

We should continually ask what is it that will make the Forest Service unique in 10, 20, 50 years. I don't have all the answers, but I do know that in an increasingly developed landscape, rare and vanishing roadless area values such as wildness, naturalness, clean drinking water, wildlife and fish habitat, and dispersed recreation opportunities will become more and more important.





Finally, I know that many of you are concerned about the political undertone of the roadless dialogue. Natural resource management has always been controversial and political - from the creation of the "midnight reserves" by Gifford Pinchot and President Teddy Roosevelt, through early efforts by the Forest Service to regulate grazing, through Rachel Carson's publication of "Silent Spring," and yes, including our 25 years of wrestling with the issue of roadless areas.

We are moving forward through the roadless rulemaking standing on the shoulders of giants and building on the legacy they left to us. The conservation options before us today are testimony and tribute to the foresight of our earlier leaders. It is a legacy of which to be proud - one that will be remembered and appreciated by future generations. Now it is our turn. I am confident that our approach to conserving roadless lands will ensure that the world's foremost conservation organization stands tall in that accounting.

Thanks for your commitment to conservation.

A handwritten signature in black ink, reading "Mike Dombeck". The signature is fluid and cursive, with the first name "Mike" and last name "Dombeck" clearly distinguishable.

MIKE DOMBECK  
Chief