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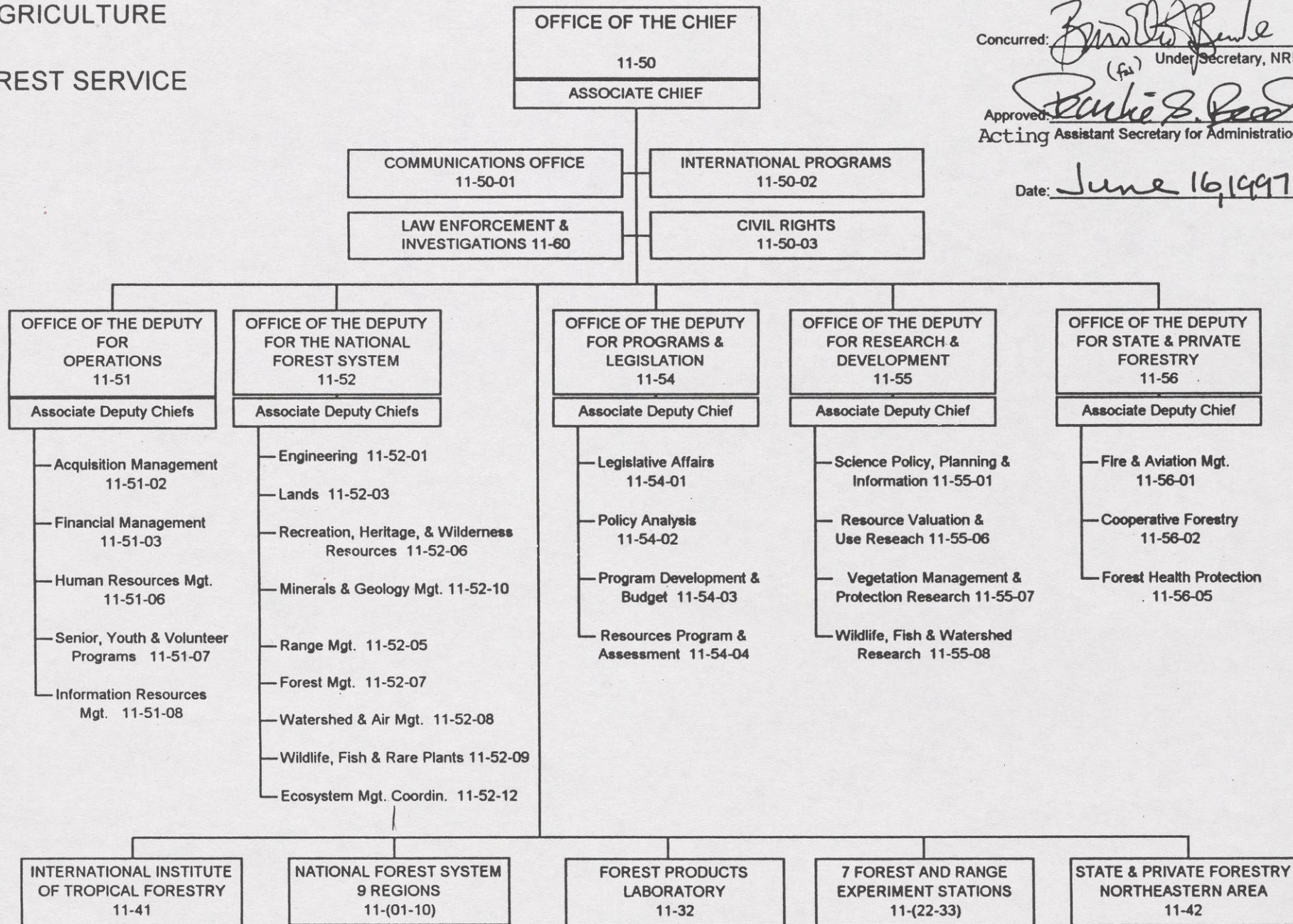
U.S. DEPARTMENT OF  
AGRICULTURE  
  
FOREST SERVICE

Recommended: M. Donluk  
Chief, USDA Forest Service

Concurred: Bruce A. Bunker  
(for) Under Secretary, NRE

Approved: Barbara S. Reed  
Acting Assistant Secretary for Administration

Date: June 16, 1997

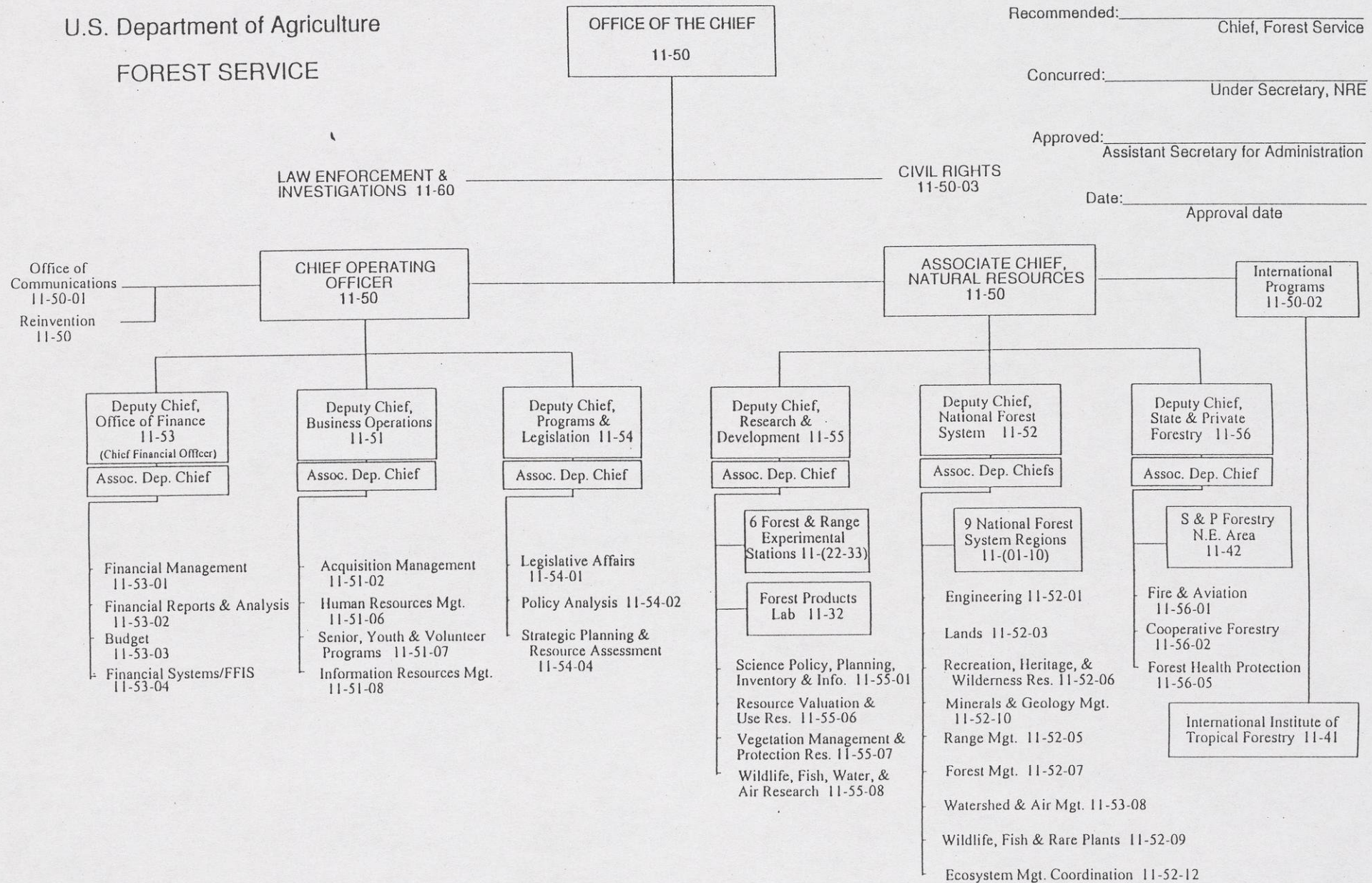


FOREST SERVICE MISSION: As set forth in law, the mission is to achieve quality land management under the sustainable multiple-use concept to meet the diverse needs of people. The agency manages the 191.6 million acre National Forest System for many purposes and a comprehensive research program; provides for cooperative forestry assistance to States, communities, and private forest landowners; and conducts international forestry activities in cooperation with other countries.



[Supersedes 16 JUNE 1997 Chart]

U.S. Department of Agriculture  
FOREST SERVICE



**FOREST SERVICE MISSION.** As set forth in law, the mission is to achieve quality land management under the sustainable multiple-use concept to meet the diverse needs of people. The agency manages the 191.8 million acre National Forest System for many purposes and a comprehensive research program, provides for cooperative forestry assistance to States, communities, and private forest landowners and conducts international forestry activities in cooperation with other countries.

Supersedes chart dated: June 16, 1997  
Prepared by Human Resources Mgt., Forest Service



# CHIEF'S 1997 PRIORITIES & ACCOMPLISHMENTS

Civil Rights: CRAT Implementation

CRAT Implementation on Schedule  
Settlement of EEO complaint backlog by 1/15/98

Personnel: New top team in place

Jobs filled:

16 SES

1<sup>st</sup> African American Deputy Chief

1<sup>st</sup> Native American

1<sup>st</sup> Asian Pacific Islander

4 Women

Executive Assistant

Counselor

Jim Hubbard

12 SES vacancies as of 1/6/98

Leadership: FS leadership on 2-3 issues

USDA views FS as having moved from last to 1<sup>st</sup> place in  
Resolution of EEO complaint backlog

Health of the land: Take firm position of 2-4 issues

Development of new road policy

Accountability:

Initiated land based performance measures of line managers

Initiated WO accountability memo

Relationships: Strategies in place



4 relationships teams

Good progress with Administration

FS employees doing Hill visits

External chief's breakfasts etc. Need to get Directors etc. involved

Internal still needs work

Three big wins:

Stewardship councils:

Estill team proposal completed

## **SECONDARY PRIORITIES**

5 minute inspirational stump speech perfected

Summit with Chiefs at Gray Towers

Immediate office functioning well

Chief's noon walks, twice a week

Role of Undersecretary defined and managed



# CHIEF'S 1998 PRIORITIES

## Civil Rights:

CRAT Implementation on schedule  
EEO complaint backlog eliminated  
Each unit managing complaints:  
    No backlog developing  
    Declining number of complaints  
Implementation of Toward a Multicultural Organization

## Accountability:

Land based performance measures for line  
    managers in place tied to GRPA  
Accountability improvement strategy for in WO place

## Leadership:

FS position on Natural Resource issues  
    Roads *S4PF strategy*  
    TISPRS  
Allocate 30% of time w/ employees in WO & field  
    Communication with field leadership via conference calls  
    Meet w/ WO staff groups

## Natural Resources Agenda:

Reinforce support of Natural Resources agenda:  
    Chief's grants for field projects  
    Visit field projects  
    Present Awards to employees & partners for field projects



August 10, 2000

## Optimization of Organizational Program and Business Delivery and Accountability

### Objectives:

1. Focus the Chief Operating Officer (COO) side of the organization on the business and financial management side of the Forest Service. Focus on accountability, both financial and for implementation of the strategic plan objectives.
2. Realign the natural resource components now under the COO side of the organization (International Forestry Program (IF) and State and Private Forestry Program (S&PF)) to the Associate Chief for Natural Resources.

### Desired Decisions:

1. To restore the State and Private Forestry and International Forestry programs to the responsibility of the Associate Chief.
2. To focus the Chief Operating Officer on the critical business functions of the agency.

### Background:

Forest Service understanding of how to implement ecosystem management to accomplish sustainability has evolved. We are changing from an organization where business functions were subordinate to resource programs to an integrated and effective organization where business functions cannot be subordinate to the resource programs. Due to necessary personnel changes the State and Private Forestry program was reassigned from the resource side of the organization to the business side. This split, while useful for a period of time when the Associate Chief position was vacant and then while the new Associate Chief "came up to speed," creates a significant "drag" on the functioning, effectiveness, morale and program delivery activities of the Forest Service. In reality, our natural resources programs are interwoven and the current split is artificial and constraining at a time when seamless delivery of programs is essential to our customers and the well being of the Forest Service. Clients and partners also have difficulty with the current split in programs.

### Rationale For The Decision:

- I. **Resource Program Integration:** The integration of resource programs has not been successful with S&PF located in the business part of the organization. This is largely a problem of organization, not of individuals or performance. Despite individual dedication to program integration, extra time and energy are spent to achieve a fraction of the integration that can be obtained by having relevant programs report to the Associate Chief.



## A. Examples of the problem:

1. The recent work to integrate NFS and R&D program planning and budget development for 2002 quickly resulted in S&PF believing they were left out. They were invited to participate and have participated, but still indicate they are "junior partners." S&PF thought R&D was critical to the success of their programs.
2. The integration of budgets and commitments for strengthening forest inventory and analysis was long and convoluted process and still needs more work. S&PF participation with R&D stills needs to be demonstrated. Congressional appropriations action for 2001 (\$5M for FIA in S&PF) that indicates true integration remains elusive. Not everyone in the Forest Service is on-board.
3. The supplemental appropriation in FY 2000 for fire ignored opportunities to strengthen the science base for fire and post-fire habitat restoration because R&D interests were not part of the supplemental budget formulation process.
4. International forestry programs are a staff function not linked to the main program components that underlie the international leadership the Forest Service can and should display in the global search for conservation and sustainability of natural resources.

## B. Critical Reasons for Change and Consolidation of Programs:

1. The pursuit of sustainability – we embrace natural resources and activities on all land ownerships.
2. The new NFMA planning regulations require consideration of national forest plans in the broad context of the surrounding ecosystems, their land and natural resource uses and values. S&PF should play an important supporting role to assist NFS in collaborative planning.
3. Fire is the catalyst to integrate all other programs in the West, and it is not being used to that advantage, as integration is difficult.
4. Of the Forest Health Program, 65% is on federal lands. Much of forest health management treatment is on national forests using forest management funding.



5. Our attention to large-scale watershed restoration projects requires cooperation among all ownerships and interests.
6. We need to take our natural leadership role in the international sector using our strong program expertise.
7. Integrated natural resource programs improve effectiveness of program delivery and accomplishments on the ground level.
8. Integrated natural resource programs improve effectiveness of program delivery and accomplishments at the ground level.
9. The Forest Service organizational structure is made more intelligible and logical to employees, partners, and Congress. Furthermore, there has never been an official change to the Forest Service organization chart to show S&PF and IF under the COO.

II. Program Integrity: The current organization creates a difficult split especially for regional foresters and station directors whose work encompasses both S&PF and NFS programs resulting in the need to coordinate, and sometimes duck and weave, with two “bosses” and the differing perspectives that are typical whenever two leaders have split authority and assignments. Often the differing perspectives become more exaggerated as one interacts with staff.

III. Business Focus and Leadership: Many of the deficiencies in Forest Service operations stem from perceived and real deficiencies in the business side of the organization. The business side has been under intense scrutiny and criticism from GAO, Inspector General, Congress and other outside audits. The separation of resource program responsibilities from the business responsibilities of the COO position will allow the COO to focus leadership on strengthening the business practices and addressing other serious issues such as civil rights, human resources, work force planning, fiscal oversight and similar critical issues. Many of these areas have had serious erosion of experienced personnel, long term vacancies (e.g. civil rights), and need leadership, oversight and control if we are to stop having issues balloon into agency wide problems including those that make the agency vulnerable to outside pressures.

IV. Business Integrity: Business integrity is continuously subject to compromise or the perception of compromise so long as the COO has



decision responsibility for both business activities and natural resource program activities that are directly affected by business decisions. Government ethics rules recognize that a government employee, serving on outside boards, is always compromised by the dual nature of the responsibility for decisions involving both the government and the outside organization and thus the rules state that no government employee can serve on decision making outside bodies. This example is to show that it is considered humanly impossible, despite the best of intent, to be unbiased in decisions where there are competing outcomes. The COO is currently in this untenable situation given the dual assignments of business functions and S&PF and IF program responsibilities. Focusing the COO position strictly on business functions also eliminates opportunities for subordinates to attempt to curry favor with fiscal adjustments and lower level programmatic decisions.

The rationale for the new bifurcated organization that created the COO and the CFO was to separate and give equal footing to the business management with natural resources management. The present organizational practices (contrary to the approved structure) compromises that rationale and the integrity and the effectiveness of the new organization.

- V. Accountability: Accountability is lost in the WO, as well in the field units, whenever program integration is weak and assignments are split. This proposal would integrate all of the natural resource programs, strengthen the financial management and fiscal integrity reforms and improve accountability.
- VI. Stress in the Organization: The current organizational structure creates stresses as both business and program parts of the Forest Service vie for resources of people, money and attention. These stresses are evident at NLT meetings and form a large part of the “hallway” and “back room” discussion and frustration. Instead of a sense of balance among programs, or a sense of the agency being in a better position, the feeling is of competition for favor and resources, a feeling that someone won and someone lost. This is an unhealthy and unproductive dynamic.
- VII. The Public: The current structure confuses the public as well as our partners, clients, the Administration and Congress because the split of natural resource programs is not intuitive. This question of “who is in charge of what programs?” creates confusion, ambiguity and gives an appearance of no one being responsible. Consolidating resource programs under the Associate Chief and business functions under the Chief Operating Officer presents a clear picture to cooperators



including the Administration, Congress and the public of a Forest Service with executive leadership in charge and accountable. Placing a renewed emphasis on accountability improves the performance internally, externally, with Congress and the Administration.

VIII. Internal Benefits to the Agency:

- A. Consolidation of resource programs under the Associate Chief for Natural Resources provides a clear delineation of authority and responsibility for Natural Resources.
- B. Focusing the COO to strengthen oversight and accountability improves performance and program delivery. Creating focus and attention on the business side of the organization will improve performance.
- C. Consolidation ensures the integrity of both the resource and the business programs.
- D. Employee morale, effectiveness and efficiency would be enhanced.
- E. The consolidation provides a clear focus on executive resources.
- F. The consolidation should strengthen the agency's position in terms of transition of Administrations; detractors cannot use mixed program assignments and reporting as rationale for "political" solutions or to fill in with political appointees. There is a high risk for political fixes if we maintain the current state of confusion created by our present use of an ad hoc organization rather than returning to the approved organization.



# Current FS Organization

Chief

Associate Chief

Deputy Chief

Associate Deputy Chief

Staff Director

Regional Forester

Deputy Regional Forester

Staff Director

Forest Supervisor

Deputy Forest Supervisor

Staff Director

District Ranger