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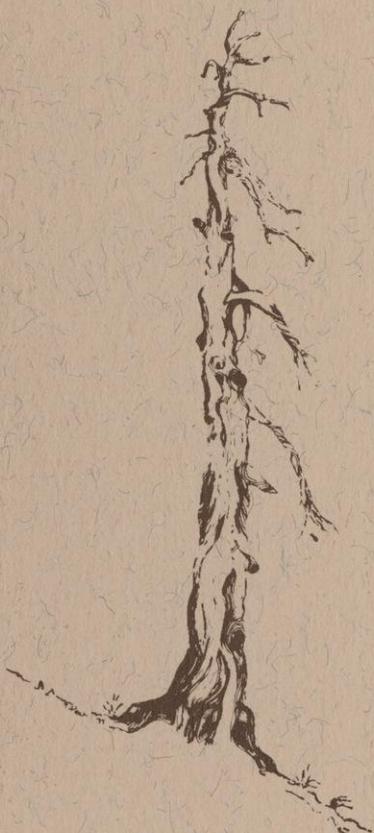
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MICHAEL DOMBECK



*WILDERNESS RESOURCE
DISTINGUISHED LECTURESHIP*

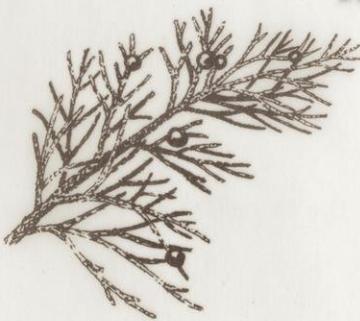
Wilderness Resource
Distinguished Lectureship

14

***WILDERNESS MANAGEMENT
OF PUBLIC LANDS
ADMINISTERED BY
THE BUREAU OF LAND
MANAGEMENT:
PAST, PRESENT & FUTURE***

Michael Dombeck

*The Bureau of
Land Management*



UNIVERSITY OF IDAHO WILDERNESS RESEARCH CENTER

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Illustrations by Lorraine Ashland.

Foreward

Edwin E. Krumpe

It gives me great pleasure to welcome you to the fourteenth in the annual series of Wilderness Resource Distinguished Lectureships sponsored by the University of Idaho Wilderness Research Center. The Center's mission is to promote research and educational activities to further our understanding of wilderness and natural ecosystems and man's relationships to them. Our goal is to gain knowledge that can be applied to better manage our designated wilderness areas so that the public can enjoy sustained use and benefits from our wilderness resources. Since its inception in 1972, the Center has supported research projects in Idaho and the Pacific Northwest, with over thirty studies completed just in the last two decades.

The Center also helps sponsor four university courses, giving students opportunity to study wilderness principles and practices, wilderness field ecology, and, in the case of intern students, to gain first hand experience in wilderness management and research. At the national level the Center has sponsored a national conference on wilderness management, two national task forces, and conducted workshops and presentations at many other national and international research conferences.

Of our long-standing education traditions, the one in which we take most pride is the annual Wilderness Resource Distinguished Lectureship. In what has become a fine academic tradition, the Wilderness Research Center has sponsored the lectureship to encourage constructive dia-

logue and to broaden our understanding of the management and meaning of wilderness resources. Speakers of national prominence have been invited on the basis of their contributions to the philosophical and scientific rationale of wilderness management.

Tonight we continue this tradition as we hear the fourth in a mini-series of lectures designed to present a "vision for wilderness" in the four federal agencies responsible for managing the National Wilderness Preservation System -- the Forest Service, the National Park Service, the U.S. Fish and Wildlife Service, and the Bureau of Land Management. The agency that has the shortest history in managing the 104 million acres in the National Wilderness Preservation System is the Bureau of Land Management, which currently administers 68 wildernesses containing nearly 1.7 million acres of designated wilderness.

To this end we are honored to present Dr. Mike Dombeck who for the past year has served as Acting Director of the Bureau of Land Management. As such, he has given strong support for a progressive program of wilderness stewardship, planning, and management on roadless lands administered by the Bureau of Land Management.

Dr. Krumpe is principal scientist for the Wilderness Research Center and professor in the Department of Resource Recreation and Tourism.

Introduction

John C. Hendee

Fourth in the series of vision lectures, but one of the most distinguished lecturers, Dr. Mike Dombeck has been Acting Director of the Bureau of Land Management for a year now since replacing a predecessor embroiled in several of the contentious issues with which any BLM directors must deal. Prior career experience includes Chief of Staff to the Assistant Secretary of Interior for land and minerals management after holding the position of Acting Assistant Secretary and Deputy Assistant Secretary himself for nine months. For three years prior to that he was Science Advisor and Special Assistant to the Director of the Bureau of Land Management.

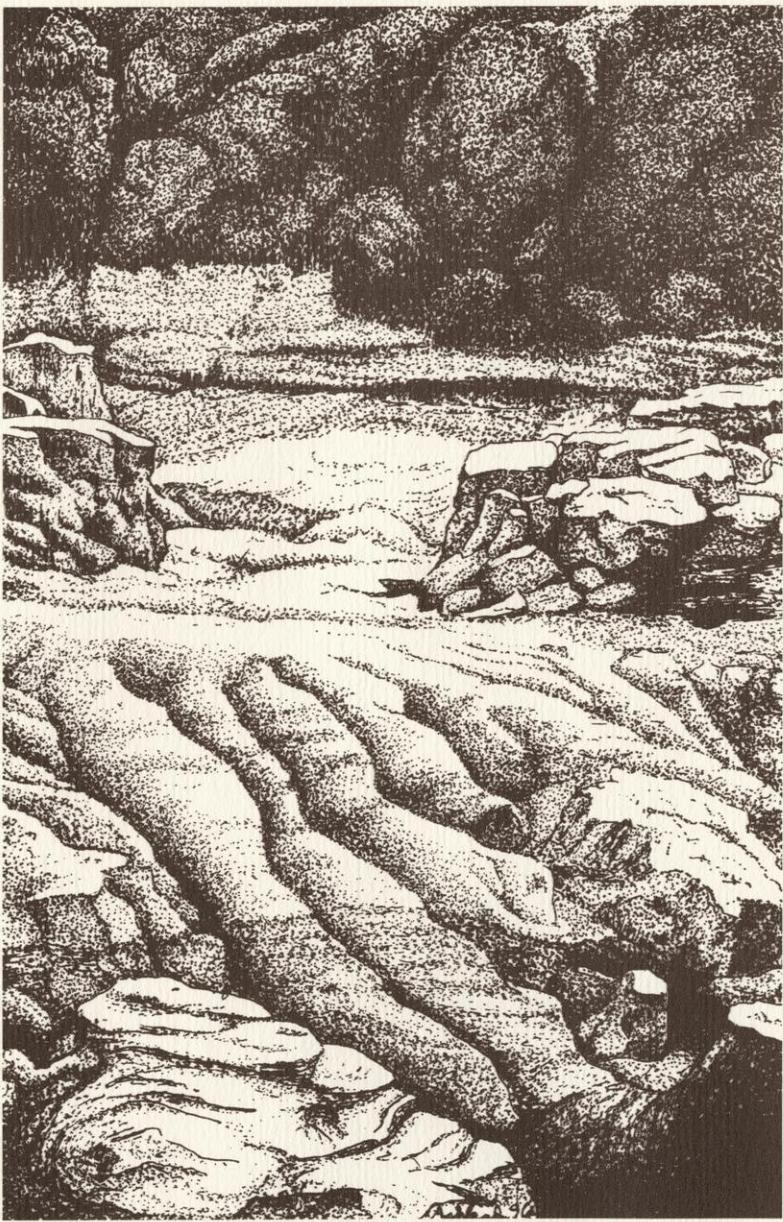
While Mike is a seasoned executive leader in the Department of Interior and BLM, he began his government career in the U.S. Forest Service as a fisheries biologist, serving first as a district fisheries biologist, then fisheries research project leader, regional fisheries program manager, and national fisheries program leader for the Forest Service. Prior to these positions he was a staff columnist for *Visitor Magazine* in Hayward, Wisconsin and an instructor of zoology at the University of Wisconsin at Stevens Point.

Mike's education includes a Ph.D. in Fisheries Biology from Iowa State, Masters Degree in Zoology from the University of Minnesota, and a B.S. in Biology and General Science and Masters in Biology and Education from the University of Wisconsin at Stevens Point.

Mike has a solid record of professional presentations and publications based on his science training in fisheries and substantial research on muskellunge reproduction ecology.

Mike Dombeck: renaissance man, scientist, educator, administrator, and executive leader.

John C. Hendee is director of the UI Wilderness Research Center and former dean of the College of Forestry, Wildlife and Range Sciences.



BLM lands in New Mexico

WILDERNESS MANAGEMENT OF PUBLIC LANDS ADMINISTERED BY THE BUREAU OF LAND MANAGEMENT: PAST, PRESENT AND FUTURE

Michael Dombeck

Thank you for the opportunity to present this lecture. Lands administered by the Bureau of Land Management (BLM) have much to contribute to the National Wilderness Preservation System (hereafter referred to as "System"). I hope my presentation will demonstrate their contributions both in the present and in the future.

The theme of the current series of Distinguished Wilderness Resource Lectures has been the wilderness potential of public lands managed by the four wilderness managing agencies and visions of how that potential can be realized.

We are honored that BLM was saved until the other wilderness agencies (National Park Service, U.S. Fish and Wildlife Service, and U.S. Forest Service) presented their

viewpoints and visions. I like to think the best was saved for last. Further, being last I should be able to capitalize on the previous presentations. BLM currently has the smallest amount of acreage of the federal agencies managing public lands included in the Wilderness System, but we have what I feel is a well founded wilderness management program that we have worked hard to build.

Having just concluded the celebration of the 30th Anniversary of the Wilderness Act, we have heard a lot about the future for wilderness, and that has been the theme of your lectures. I hope that my presentation on the BLM wilderness program will contribute to the vision for the future of wilderness.

Background

As hindsight is always easier than foresight, let me start here. To make a long story short, BLM lands were not included in the provisions of the Wilderness Act when it was enacted in 1964. Why were these lands left out and/or excluded from the Wilderness Act? A review of the legislative history of the Wilderness Act indicates an absence of discussion about including BLM lands. Apparently in 1964 it was still an open issue whether the BLM lands should remain in federal ownership or were to be disposed of, with BLM going out of business. BLM lands were viewed as the lands nobody wanted, leftovers, remnants, or to quote some — forgotten legacy lands. I might add at this point, this oversight of BLM lands in the nation's wilderness program has since been remedied.

***BLM lands were viewed as the lands
nobody wanted, leftovers, rem-
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forgotten legacy lands.***



During the various debates leading up to passage of the Federal Lands Policy and Management Act of 1976 (FLPMA), the so-called “BLM Organic Act,” this oversight was corrected when numerous arguments surfaced for including a wilderness review provision in this act to make BLM lands subject to the Wilderness Act.

FLPMA provided a clear statement of congressional objectives and mandates on retention and management of the public lands administered by BLM; Congress decided that BLM was not going out of business. Included in the various provisions of FLPMA was a special directive for BLM to undertake the study of its public lands and to make recommendations to the President of the United States as to which of the public lands administered by BLM were suitable for designation as wilderness and should be included in the National Wilderness Preservation System to be managed under the Wilderness Act. It was with the enactment of FLPMA then that BLM lands, and BLM as a management agency, joined the other three agencies as a full partner in management of the Wilderness System. No longer are the BLM lands forgotten!

To give you the background perspective of how BLM got to where we are today I will give you a short history of the Wilderness Study Program undertaken by BLM under FLPMA to bring you up to date.

Current Status

The FLPMA specified the various activities which were to be undertaken in the review and study of the public lands administered by the BLM. The FLPMA also set deadlines for reporting wilderness recommendations and specified how the lands under wilderness review were to be managed, and continue to be managed, pending final Congressional action.

The various phases involved in the BLM wilderness program include 1) the inventory of BLM public lands for wilderness characteristics; 2) protection of areas under wilderness review; 3) research of identified wilderness study areas (WSAs); 4) report of recommendations to the Secretary of the Interior; and 5) management of all wilderness areas designated by Congress to preserve their natural character.

Inventory

The FLPMA required the BLM to review all roadless public land areas of 5,000 acres or more, and roadless islands, to identify those with the required wilderness characteristics. Areas less than 5,000 acres can also be considered in certain circumstances under the basic planning authority of the FLPMA. To guide the inventory on the 174 million acres of BLM land in the lower 48 states (Alaska was not included in the original inventory), the BLM developed a *Wilderness Inventory Handbook*. The handbook called for a two-step inventory process. Both steps involved broad public involvement.

During the initial inventory conducted between 1978 and 1979, areas that were generally recognized by the BLM and the public as obviously having no wilderness characteristics were eliminated from further wilderness review. This initial evaluation reduced the acreage under consideration to about 50 million acres.

With this acreage as the focus, the BLM began the intensive inventory. During this phase, conducted between 1979 and 1980, BLM resource professionals conducted on-the-ground inspections of each area to determine the presence or absence of wilderness characteristics. Public participation was encouraged, both during the field inspections and the public review of the BLM's intensive inventory findings. The public was responsive; more than 10,000 comments were received from across the country. At the end of the inven-

tory, the BLM designated the areas possessing the basic characteristics as wilderness study areas or WSAs.

At the completion of the inventory phase, BLM determined that over 26,000,000 acres, comprising over 800 wilderness study areas, located in 11 western states, qualified for further study to determine whether such areas should be recommended for wilderness designation.

Interim Protection and Management of Wilderness Study Areas

These WSAs are managed differently than the rest of our public lands. Interim management applies until the time a final decision is made by Congress as to whether they become part of the National Wilderness Preservation System or are released for non-wilderness uses.

To help the public understand which activities could and could not be authorized in WSAs, the BLM developed, with the public's help, the Interim Management Policy and Guidelines for Lands Under Wilderness Review.

The policy closely follows the congressional mandate and provides that new activities be allowed in a WSA if they meet what is called the "nonimpairment" standard contained in the FLPMA. Congress said that lands under wilderness review were to be managed "so as not to impair the suitability of such areas for preservation as wilderness." To meet this standard, activities must not cause any significant impacts. Depending on climate, soils, and topography, this standard can accommodate some types of activities, but any long-term development will depend on Congress' wilderness decision.

Congress also said certain mining and grazing uses already in existence when the FLPMA was passed could continue. Commonly called "grandfathered uses," the law

says these activities can continue in the same “manner and degree” as when the FLPMA became law. Valid existing rights, such as valid claims under the 1872 Mining Law and mineral leases issued before October 21, 1976, are eligible for full development. Like all activities on public lands however, they must be conducted in a manner that prevents “undue or unnecessary degradation” as directed by the FLPMA. Applying such complex legal criteria on the ground on a case-by-case basis is a challenge. The BLM works very closely with all interested parties to ensure that interim management fully meets the requirements of the law.

Wilderness Study Areas

Once public land areas possessing the basic wilderness characteristics specified by Congress were identified, detailed wilderness studies began. To guide this effort, the BLM developed, again with the public’s help, its Wilderness Study Policy. The primary goal of the BLM wilderness study process is to analyze an area’s suitability or nonsuitability for preservation as wilderness. This analysis is made through the BLM’s established land use planning system based on the resource data, evaluations made by BLM resource professionals in the field, and public comments. The wilderness values in the WSA are evaluated in the context of all the other multiple uses present in the area. The analysis is accompanied by an environmental impact statement and released for public review.

The central question in a wilderness study is: “Is this area more suitable for wilderness designation or more suitable for nonwilderness uses?” To answer this question, the study examines each WSA from three different standpoints: what are the area’s wilderness values? What effect would wilderness designation have upon present and potential uses of the area? And what does the public think?

In analyzing wilderness values, the BLM considers the quality of the area's naturalness, its opportunities for solitude or for primitive unconfined recreation, and any special features such as geological, ecological, scientific, educational, scenic, or historical values. The study also analyzes whether wilderness designation would have any beneficial effect upon other resource uses and whether designation of a particular WSA would contribute to expanding the diversity of the National Wilderness Preservation System.

In the wilderness study process, trade-offs between wilderness and non-wilderness uses are examined closely. The BLM identifies all uses and potential uses of the WSA other than wilderness (such as energy and minerals or timber production) and analyzes how wilderness designation would affect these potential uses. The BLM then evaluates how the land would be managed if the WSA is not designated as wilderness, and analyzes how this type of management would affect these wilderness values.

Studies also examine the local social and economic effects of wilderness designation and consider whether designation would be consistent with existing land use plans of state and local governments, Indian tribes, and other federal agencies. Once the BLM completes its field studies and the public reviews the draft findings and recommendations, the Geological Survey and Bureau of Mines complete mineral studies on areas initially recommended by the BLM as suitable for wilderness designation.

Reporting Study Recommendations

The FLPMA required the Secretary of the Interior to complete the review of the public lands for wilderness potential and report the findings to the President of the United States within 15 years (i.e. by October 21, 1991). The secretary's reports included the BLM's final suitability report, the final environmental impact statement including

analyses of public comments, the public hearings records, and the mineral evaluations conducted by the Geological Survey and the Bureau of Mines on any area recommended as suitable for wilderness.

...BLM manages 137 individual wilderness areas containing some 5,241,000 acres which comprise over 5% of the National Wilderness Preservation System Lands...



The final step of the reporting process is for the President of the United States to make recommendations to Congress. Only Congress can designate an area as part of the National Wilderness Preservation System. However, sometimes Congress considers an area for wilderness preservation even if the studies are still ongoing and no Presidential recommendation has been made. When this occurs, the Department of the Interior testifies on the legislation using all available information to give Congress an idea of the area's suitability or nonsuitability for wilderness preservation. This situation occurred with the BLM Arizona areas when Congress in November 1990 designated over 1 million acres as wilderness.

All phases of the BLM roadless area review and wilderness study process are now essentially completed. On June 21, 1991, the secretary submitted recommendations to the President for California and on October 18, 1991, the States of Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, and Wyoming. The President, after evaluation of the recommendations, concurred with the recommendations and transmitted them to the Congress over the period of May 1992 to January 1993. All recommendations are currently pending before the U.S. Congress. Special legislation in

1993 and again in 1994 affected certain BLM lands in Colorado and California, resulting in approximately 3,600,000 additional wilderness acres being designated and affecting BLM lands.

At the present time, BLM manages 137 individual wilderness areas containing some 5,241,000 acres which comprise over five percent of the National Wilderness Preservation System lands, now approaching 104 million acres. While still the smallest acreage in the system, BLM is rapidly gaining on the other agencies and as our wilderness reporting packages and recommendations are enacted into law by the Congress, we will become a major player in the management of the entire wilderness system.

Evolution of Wilderness Management Policy

BLM spent most of the decade of the 1980s conducting wilderness studies and preparing reports and recommendations to the President and Congress on BLM lands considered suitable for wilderness designation. However, BLM did not spend all of their time and effort on wilderness paperwork. With some luxury of time before large wilderness acreage designations started, BLM was able to get a head start on management policies in anticipation of future designations. During the 1980s BLM wilderness program staff developed wilderness management policies for BLM lands. The approach taken was to essentially "beg, borrow, or steal" the best from the other wilderness agency materials and methods. By being selective, BLM was able to cannibalize what they considered the best from the other agencies while at the same time screen out information and approaches we considered inappropriate or not applicable to BLM lands or conditions. For the most part BLM borrowed heavily from the U.S. Forest Service wilderness management policies because they are a multiple use management agency like us. The National Park Service and Fish and Wildlife Service policies often did not seem to fit as well since their missions are more limited.

Additionally, during the 1980s BLM participated in as many wilderness management workshops, seminars, and conferences as possible to obtain information. Participation by BLM personnel in training programs on wilderness offered by the other agencies was also encouraged. In short, BLM took every possible opportunity to buy time, gain lead time, and get out ahead on wilderness management before it happened. Of particular importance was the BLM's participation in the first National Wilderness Management Workshop held here in Moscow, Idaho, in October 1983, under the auspices of the University of Idaho. Out of that workshop developed a major policy document with respect to wilderness, entitled "A Five-Year Action Program." This document served as a policy framework for all wilderness agencies and particularly for BLM. It served as our overview approach to wilderness during the 1980s.

The BLM made a major management commitment to implement as many of the action program's recommendations as possible, again with the goal of getting out ahead of the curve on designation of BLM lands. What was particularly unique in the action program was that it represented a consensus approach to wilderness management by the affected system management agencies, as well as a significant commitment by other interest groups and organizations to wilderness management objectives.

As evidence of the value the action program served, it should be noted that the major product from the recent 6th National Wilderness Conference held in Santa Fe, New Mexico, in November 1994, was the revisiting, updating, and expansion of the previous action program to serve as the wilderness management document for the next decade. It is the BLM objective to have the new action program serve again as our framework into the next century.

As an additional incentive to keep BLM going in the 1980s, Congress also saw fit to designate as wilderness a few areas scattered in parts of the states of Oregon, California, Idaho, Montana, New Mexico, and Arizona. With these areas the BLM was able to “practice” wilderness management using the experience and materials developed early in the 1980s. This “learning through doing” approach was of great value to BLM when the first large increment of BLM lands was designated as wilderness in November 1990 with passage of the Arizona Desert Wilderness Act of 1990; 38 areas totaling approximately 1,200,000 acres were added to the system. With this significant additional acreage BLM entered wilderness management in a big way. As BLM studies were packaged on a statewide basis and submitted to Congress, it became imminent that significant BLM wilderness designations and additions to the system will be a reality. For example, the California Desert Protection Act of 1994 included more than 3,500,000 acres of BLM land, and this excluded remaining BLM wilderness study lands in Central and Northern California.

...it seems reasonable that BLM will ultimately have 10-15 million acres more in the Wilderness System...with that much land as wilderness, BLM is a major player.



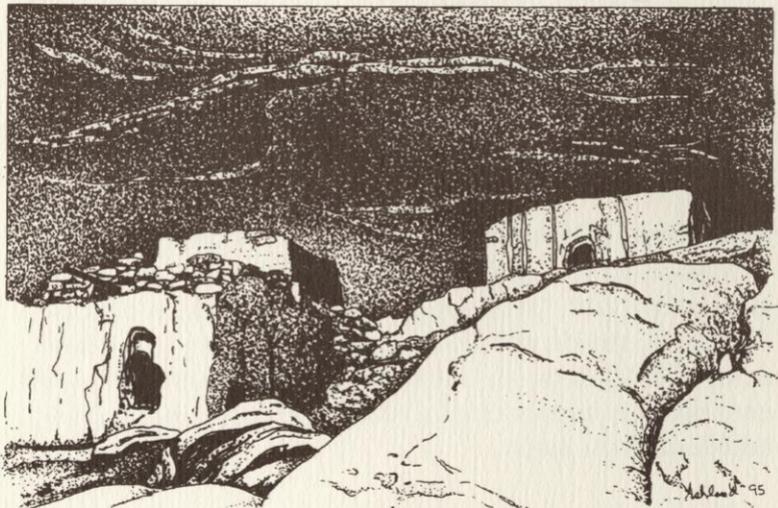
Near-Term Vision for BLM Wilderness Program

Visualizing the near-term status does not require clairvoyance on my part. The program essentially consists of continuing to provide effective management of the 5.2 million acres of BLM lands currently designated as wilderness while continuing to support the legislative process in designating additional BLM areas.

The legislative phase will continue to be the “flashy” part

of the program with a high degree of controversy, special interest group attention, intensive lobbying efforts from all sides, and fractious Congressional and public debate. It seems clear that the Congress will deal with BLM wilderness designations through the rather painful state-by-state approach. It is also clear that this sequence of events will stretch over many years, with final resolution even in doubt as to when it will be concluded. Battles will continue on such diverse topics as release language, aircraft overflights, water rights, the balance of acreage in gains and losses, use of motorized equipment, vehicular access, access for the disabled, grazing of domestic livestock, acquisition of privately owned inholdings, and mining.

What the final BLM wilderness acreage count will be is beyond even my special powers as acting director to predict. With the current BLM wilderness recommendations of about 9 million acres, not including Alaska, combined with the legislative history of Congress designating about one-third more acreage than agencies have recommended, it seems reasonable that BLM will ultimately have 10 to 15 million acres or more in the Wilderness System. Clearly, with that



Moonhouse ruin at Cedar Mesa. BLM land, Utah.

much land as wilderness, BLM is a major player. Beyond these observations, I will not speculate as to Wilderness System totals. Remember, only God and Congress can make a wilderness.

The “not so flashy” part of the BLM wilderness program consists of taking care of what we’ve got. BLM is currently responsible for the management of over 137 individual wilderness areas, located in ten states, containing over 5.2 million acres of designated wilderness as part of the system. This acreage already in the system requires active management by BLM if it is to remain viable as part of the system. The management workload for these areas is imposing. For example: boundaries have to be identified and mapped; signing and public information materials must be prepared; ranger patrol activities are needed to monitor use and to eliminate unauthorized uses such as motor vehicle intrusions; management plans for each area have to be prepared with full public input; and fire and wildlife management plans must be in place. Failure by BLM to do a good job of wilderness management on our designated wilderness jeopardizes not only the BLM wilderness lands but the entire system. BLM is committed to the Wilderness System and our role in it. We will continue to be as effective as possible in the management of wilderness areas under our jurisdiction.

Long-Term Vision for the BLM Wilderness Program

If I have to advance what single term or word best describes what BLM lands bring to the system it would have to be “diversity.” There is no doubt that the BLM wilderness areas are different from most of the rest of the system lands, yet they are integral components of that system. It is these differences which bring greater strength and potential weakness to the system.

• *Physical Characteristics*

To a great extent, BLM wilderness lands represent different ecotypes than those wild lands of other agencies. The

BLM areas are low desert, high desert, and basin land areas. They typically are at lower elevations, are less rugged/mountainous, or are rolling to front range type topographic relief. Additionally, these areas are much smaller in size than most of the wilderness managed by the U.S. Forest Service, National Park Service, and U.S. Fish and Wildlife Service, where a number of their individual wilderness areas exceed one million acres, and areas in the six figure acreage are quite common. Being located in the arid areas, the BLM areas tend to exhibit geomorphic and geologic land forms not normally found in the higher, wetter, and more tree-covered parts of the system.

The location of the BLM areas also means that most of these areas are dry (no water) with no fuel (no trees or with limited brush), have no shade (no trees), and provide limited opportunities for overnight or longer term camping or hiking opportunities. Because of the lower elevation of these areas, they tend to be in closer proximity to urban or community centers than other agency wilderness areas which are typically more remote from population centers. Many of the BLM wilderness areas also have highway, road, or trail access to them or along their exterior boundaries. In part, this situation evolved from the study process which, in order to identify roadless areas, used roads as exterior boundary delineators, thus creating roadless areas with adjoining road access. This easy vehicle access to BLM wilderness areas contrasts with those of the other wilderness agencies where remoteness from road networks requires visitors to hike or ride horseback over many miles to reach the wilderness areas.

- ***Socio-Economic Characteristics***

Most BLM wilderness areas had, and have, a history of previous use and authorizations for such activities as grazing of domestic livestock, hardrock mining, oil and gas leasing, off road vehicle driving, hunting and fishing using motorized

vehicles, snowmobiling, rockhounding, and numerous other multiple use activities which, with certain exceptions, are grandfathered as valid existing rights and uses.

In addition to the use history of the BLM wilderness areas, a large number of the areas are in geographic locations where climate, weather, and elevation enable virtually year-round or all-season use of the areas. The BLM areas are "open all year" which is different from many of the other agency wilderness areas which are only summer or early fall areas with naturally limited use after the "snow flies." The BLM areas, also due to their smaller size, access by road, and being close to towns, are essentially day use areas or weekend-only areas, as opposed to a number of other agency wilderness areas where week-long, expedition-type hiking and camping, and outfitter-/guides/packstrings may be operating. Another unfortunate reality is that a large number of BLM wilderness areas are "noisy." That is, they are located in areas subject to overflights and lowflying military and civilian aircraft operations. The solitude and lack thereof as quiet refuges from machine noises do not exist in a number of BLM wilderness areas and may in the future intensify due to more constricted public land availability for such activities. Thus, the sound of quiet may be further limited in the future on BLM wilderness areas.

The BLM wilderness areas also contain thousands of acres of state and privately owned inholdings due to land patterns and scattered ownerships throughout the western United States. The legacy of the land settlement pattern in the West rests with BLM as the custodian of the remaining open public land areas. The ownership patterns are such that "inholders" in BLM wilderness areas will require transit across BLM wilderness area lands to reach their inholdings. By law, BLM must allow such access, or in other cases acquire or exchange lands to eliminate the inholdings and block in the BLM ownership.

The BLM lands round out the Wilderness System with the diversity our lands bring...



Thus, the wilderness stewardship challenges for BLM are imposing and I have only touched on a few of the more obvious ones in this lecture. Most of you know full well the stories of wildfires, global warming, noxious weed invasions, air quality, water pollution, insect and disease intrusions, and a big list of other issues which continues to grow in severity and magnitude and affect the Wilderness System.

• *Institutional and Management Characteristics*

Finally, I will conclude by discussing what I think are the greatest opportunities for contributions by BLM wilderness and wilderness managers. They are diverse. The BLM has both great constraints under which we operate as well as great opportunities for applying creative and innovative wilderness management. I like to tease my colleagues in the U.S. Forest Service, National Park Service and U.S. Fish and Wildlife Service, that anybody could manage their wilderness areas because they're so "easy." They don't have all of the "baggage" associated with them, as is the case with the BLM areas. Of course they disagree with me, but I still like to rub it in. The management challenges imposed by the *de facto* situations in BLM wilderness areas will test the abilities of our managers to cope and deal with diverse situations. We will have to find new methods for dealing with the public in our management practices.

Direct, hands-on ranger type law enforcement methods will not work. In addition, we don't have enough personnel to send to the field in such an approach. Indirect, educational, and informational methods will work best. Environmental education, brochures, visitor centers, bulletin boards, maps, and the like will have to be used in lieu of BLM staff.

Greater use of volunteers will include senior citizen guides, partnerships with interest groups, and "Adopt-A-Wilderness" programs by local organizations. These creative and cooperative approaches will all have to be fully utilized to cover the workload. More collaborative management with adjacent land owners, state and local governments, Indian tribes, and use of private sector contractors will have to be considered. Less confrontation and more cooperation must be the hallmark of BLM wilderness management to get the job done. BLM wilderness managers will consider and solicit help from any and all possible sources.

BLM is also fully supportive of and involved in several major initiatives to expand multi-agency cooperation in wilderness research, education, and information sharing. For example, we are involved in the newly established Aldo Leopold Wilderness Research Institute in Montana. We are involved in new training, education and information programs under the leadership of the interagency Arthur Carhart National Wilderness Training Center. We are an organizational sponsor of the newly established *International Journal of Wilderness* being launched here at the University of Idaho Wilderness Research Center. And BLM will continue to play a major role in the ongoing series of national wilderness conferences and World Wilderness Congresses.

I conclude my presentation at this point with an invitation to all of you in the audience, and all who will read this presentation, and any others we can recruit to assist the BLM in the management of the areas under our jurisdiction in the National Wilderness Preservation System. The BLM lands round out the Wilderness System with the diversity our lands bring to the system. This means we will have unique and diverse challenges. We need, and welcome, your assistance.

Wilderness Resource

Distinguished Lectureships

1977	Sen. Frank Church	Wilderness in a Balanced Land-Use Framework
1978	Roderick Nash	Wilderness Management: A Contradiction in Terms?
1979	Cecil D. Andrus	Reorganization and the Department of Natural Resources: Implications for Wilderness
1980	Patrick F. Noonan	Preserving America's Natural Heritage in the Decade of the Eighties
1981	Russell E. Dickenson	Wilderness Values in the National Parks
1982	Michael Frome	Battle for the Wilderness: Our Forever Conflict?
1983	Wilderness Confer.	Issues on Wilderness Management (not a pub.)
1984	Brock Evans	In Celebration of Wilderness: The Progress and the Promise
1987	Jay D. Hair	Wilderness: Promises, Poems, and Pragmatism
1988	Ian Player	Using Wilderness Experience to Enhance Human Potential
1989	(Chief) Oren Lyons	Wilderness in Native American Culture
1992	William A. Worf	A Vision for Wildernesses in the National Forests
1992	Roger Contor	A Vision for Wilderness in the National Parks
1994	Bill Reffalt	A Vision for Wilderness in the National Wildlife Refuge System
1995	Mike Dombeck	Wilderness Management of Public Lands Administered by the BLM: Past, Present, and Future
1995	Jon Roush	A Vision for Wilderness in the Nation









University of Idaho

Note:
~~Top Secret~~
~~Speech not given~~

Talking Points for BLM Director
MIKE DOMBECK

For BLM All-Employees Meeting
Spokane District
February 3, 1995

- Good morning. I'm delighted to be here in the beautiful State of Washington.
- This is my first visit here since I was named Acting Director, and I'm looking forward to getting to know you better and having the chance to do some exploring on the public lands.
- This is a great opportunity for me to see what's going on on-the-ground. As a biologist and an outdoorsman, I'm particularly interested in your District's abundance of wildlife and bird species, as well as the many recreation opportunities of the Yakima River Canyon.
- The most important reason I'm here today is to personally thank you for your dedication and professionalism in natural resource management.

- Those of you working in the Districts and Resource Areas are doing the work of BLM that *really needs doing*.
- Those of us in Washington, D.C., can make policy and budget decisions, but you and I know that caring for the land through on-the-ground projects is what really matters.
- I'd also like to offer an extra big thank you to everyone who pitched in during the fire season this year, whether you were out on the fire line, helping out in your community, loaning office space and other resources to the Marines, or holding down the fort while others were away.
- It was a tough year, and the State of Washington faced some of the worst of it. As we work with other agencies to rehabilitate the lands damaged by fire, I know I can count on your support to help get the job done.

- The Spokane District is involved in many unique BLM projects. Your contributions to the Eastside Ecosystem Management Strategy are especially noteworthy, a showcase of the interagency cooperation that is so essential to ecosystem management. I know the deadlines on this project are tight, but be assured that all your hard work is paying off.
- I also appreciate your renewed efforts to work closely with the Tribes in ecosystem management decisions. The President has made a commitment to strengthening tribal relations nationwide, and your efforts at the local level will make that commitment a reality.
- Another big challenge you're facing right now is dealing with mining issues involving the Midnite Mine and the Lamefoot Mine. I know these situations have created a lot of frustrations for the District, but I applaud your efforts to do what's right for the land.

- Because I've been personally involved in the Lamefoot Mine effort, I know how much quality staff work you put in. It was a big job, and I congratulate every one of you who contributed to that project.
- The land exchanges you're working on or have already completed are enabling the Bureau to manage resources more effectively. The Lakeview Ranch is one of many success stories, consolidating several tracts of land into a single management area for sharptail grouse habitat.
- At Hanford, there's the potential to consolidate the Fitzner/Eberhardt Arid Lands Ecology Reserve as a National Conservation Area, an idea supported by many groups concerned about the area. This interchange would be of great benefit to the public lands as the site represents prime shrub-steppe habitat, adding to the biological diversity of the District.

- Now let me briefly comment on a few Washington-related items that may be of interest to you.
- You're all aware of the new political makeup on Capitol Hill, so it's a whole new ballgame in the Nation's capital.
- At this point, it's not exactly clear what impact the 104th Congress will have on the BLM and our budget.
- But, like all other Federal agencies, we should expect some close scrutiny about how we are doing business and how we are spending the taxpayers' dollars. The focus on Federal spending will become more intense if Congress passes a balanced-budget constitutional amendment. As you know, the House passed its version of the amendment on Jan. 26, so the ball is now in the Senate's court.

- As for the Washington reorganization, we are steadily advancing, as we are well into the implementation process. On December 26, the paperwork converting us into a new organization was completed. We are now in a transition period during which we will move from the traditional structure to the new interdisciplinary team approach.
- Headquarters employees are now beginning to work within their assigned teams. Groups and teams are laying the groundwork for how they will operate by including all employees in the decisionmaking process.
- One thing that needs to be kept in mind is that this reorganization and team approach is an evolving process. Clearly it will take us months to get where we want to be.

- As for the Healthy Rangeland initiative -- formerly Rangeland Reform '94 -- the final rule is expected to be published today [Feb. 3].
- As you know, in response to a request of Sens. Larry Craig (R-Idaho) and Pete Domenici (R-N.M.), the Department decided to delay the effective date of the final regulations for six months to allow Congress to make any changes it deems appropriate.
- You're also aware that the final rule does **not** contain any change in the existing grazing fee formula, meaning the decision on whether and how to change the formula is in the hands of Congress. Secretary Babbitt has said the fee issue needs to be resolved by Congress because no consensus emerged during the public comment period on how to change the existing formula.

- Under the current formula, the grazing fee will go down 19 percent -- from \$1.98 per animal unit month (AUM) to \$1.61 per AUM -- for the 1995 grazing season.
- The final rule will make it possible for the BLM to achieve the overriding purpose of the rangeland initiative -- which was **not** to revise the fee formula, but to promote the long-term health and productivity of the land. The task before us is implementation.
- As for the President's Northwest Forest Plan, we are pleased that U.S. District Judge William Dwyer upheld the plan in a ruling he handed down on Dec. 21. The plan, as you know, allows for a sustainable level of timber harvesting while protecting the environment.

- It's worth noting that just seven months after the announcement of the Forest Plan, unemployment in the Northwest region is at its lowest level in years, millions of dollars have been distributed to more than one hundred communities for economic revitalization, and work is underway to analyze and restore damaged watersheds and protect millions of acres of old-growth habitat.
- As the President noted on the day of Judge Dwyer's ruling, the Forest Plan is a model of interagency cooperation, with seven Federal agencies working together, sharing information and making joint decisions. It is a common sense way of doing business, one that will prevent us from falling back to the days of gridlock, which had created an uncertain future for the people of the Northwest.
- Thanks for doing a great job. And now I'd be happy to answer any questions.

Mike: FYI. There will be
press availability at the
installation. Two things to
keep in mind:

1) OSHA report to be out

Feb 8, same day.

2) Status of range reg. release.

Remarks of BLM Director

MIKE DOMBECK

For the Installation of BLM Idaho State Director Martha Hahn

Tuesday, February 8, 1995

Boise, Idaho

L

- Good morning.
- I'm pleased and proud to be here today to install Martha Hahn as the new Idaho State Director for the Bureau of Land Management.
- It may seem a little confusing to be doing this installation at the Bureau of Reclamation. But the truth is, we've made a big effort over the last couple of years to "blur the lines" between agencies. Even so, you don't need to worry, John Keys [Director of the Pacific Northwest Region for the Bureau of Reclamation]. We're not blurring them that much -- you still have a job! *Thanks to BOR for the
outfit.*
- Now as the BLM's top official in Idaho, Martha will administer nearly 12 million acres of public land. And that's a tough job, Martha, but I know you're up to the challenge.

Del Nail - is here

- Martha brings 18 years of leadership in natural resource management to her new position.
- She started with the BLM in 1977 as a seasonal employee working in recreation and fire. Over the years, she rose through the ranks, serving most recently as Associate State Director for the BLM in Colorado.
- In that capacity, Martha was responsible for managing a workforce of about 650 employees and a budget of approximately 33 million dollars.
- She also instituted team management concepts that resulted in highly effective decisionmaking, significant cost savings, and high employee morale.
- That experience will be very valuable as Martha continues to implement ecosystem-based management here in Idaho.

- Besides her "insider's" knowledge that comes from working at all levels of the BLM, Martha also brings a diversity of experience to her new job that is very important.
- During her career, Martha has taken a couple of hiatuses from the BLM during which she worked for another Federal agency and a private, non-profit organization, the Grand Canyon Trust.
- As Vice President of Conservation for the Trust, Martha worked closely with local communities and Native American Tribes across the Colorado plateau to write sustainable natural resource development plans.
- Martha's experience in building partnerships with diverse constituencies will help the BLM in forming or maintaining good relationships with other Federal, State, and local government agencies, Tribes, private businesses, landowners, and other parties.

- These relationships are essential to our success in implementing ecosystem-based management. *working with people.*
- Martha's academic training has also prepared her well for her new position. She earned her bachelor's and master's degrees in Forestry and Outdoor Recreation from Utah State University.
- The credentials and experience that Martha brings to her job will help the BLM in general, and the Idaho offices in particular, to become more effective in carrying out our agency's basic mission -- which is to restore and maintain the health and productivity of the land.
- Martha's principal job as State Director is to make sure that the BLM's work in Idaho stays focused on achieving the objectives of our BLM's Corporate Agenda, which I'm sure by now you know from heart.

- For those of you that don't, they are to maintain healthy ecosystems; to serve current and future customers; to promote more inclusive decisionmaking; to improve business practices; and to recruit, develop and retain a quality and diversified workforce. *of the land.*
- Of course, downsizing is forcing our agency to make adjustments in how we handle our workload, so Martha's challenge will be to make sure that these adjustments still reflect the priorities of the Corporate Agenda. That means we need to work smarter -- and that means finding more efficient ways of getting the job done. As I've said many times: Simplify or die! *means to recruit to the field hand*

~~Andy~~ Nancy & Andy Hahn

- Martha, it is my pleasure to install you today as the BLM's Idaho State Director. I know you'll do an outstanding job. And now I'd like to administer the oath of office. Please repeat after me:

I, Martha Hahn, do solemnly swear;
That I will support and defend the
Constitution of the United States against all
enemies, foreign and domestic;
That I will bear true faith and allegiance to
the same;
That I take this obligation freely, without
any mental reservation or purpose of evasion;
And that I will well and faithfully discharge
the duties of the office on which I am about to
enter.
So help me God.

- Congratulations, Martha.

It is an honor/pleasure to follow an eminent scholar of lectures as Dr. Wicks. and ^{the rest,} you will have to set them ~~very~~ ^{up} to do.

Dr. Robin Wicks

Remarks of BLM Acting Director
MIKE DOMBECK

Before the Partners in Resource Education Workshop
February 28, 1995

- It's good to be here.
- Today I'd like to talk with you about three things:
 - First, the Bureau of Land Management and its vision of the future; *where we are headed*
 - Second, why the BLM considers it important to improve the health and productivity of our public lands through ecosystem management;
 - And third, the need to get a dialogue going with ~~various interest groups~~ and individuals *on* the subject of ecosystem management. *am. people*

Vocabulary
- common vocabulary

- For those of you who may not be familiar with the Bureau of Land Management -- ~~the BLM, as it's known~~ -- let me provide you with a little background.
- The BLM, an agency within the Department of the Interior, manages the land that remains from America's original "public domain." The public domain, which originally comprised 1.8 billion acres, once stretched from the Appalachian Mountains to the Pacific Ocean.
Two-thirds of that land was turned over by the United States to individuals, corporations and the States.
sold or granted
- The remainder was set aside for national forests, wildlife refuges, national parks, monuments and other public uses, leaving the BLM to manage 270 million surface acres, which amounts to one-eighth of the Nation's land mass. The BLM also manages 570 million subsurface acres of mineral resources.

split estate

- The BLM is a successor to two former Federal agencies -- the General Land Office and the U.S. Grazing Service. It was formed during a government reorganization in 1946, which means our agency is only one year short of its 50th anniversary.

- Most of the public lands managed by the BLM are located in 11 Western States, including *90 million acres* Alaska, although small parcels are scattered throughout the East.

- The BLM manages 170 million acres of rangeland; more than 1.6 million acres of Federally designated wilderness; 32 Wild and Scenic rivers; habitat for more than 3,000 species of wildlife and nearly 200 Federally listed threatened and endangered species; 23.2 million acres of streamside-wetland areas; more than 200 archaeological and historic sites that are listed in the National Register of Historic Places; and more than 40,000 free-roaming wild horses and burros.

*managed
streams &
areas of lakes*

- Under the Federal Land Policy and Management Act of 1976, the BLM manages the public lands to accommodate a variety of uses, such as hiking, fishing, camping, livestock grazing, timber harvesting and mineral development.
- You might be interested to know that ~~BLM~~ Public Domain lands contain 1.4 billion barrels of proven oil reserves, 80 percent of the Nation's oil shale and about one-third of America's coal supply.
- That, in brief, summarizes the BLM's immense land-management responsibilities.
- But what about the BLM's future?
- As a wise man once said: "*We should all be concerned about the future because we will have to spend the rest of our lives there.*"

- The BLM shares that concern, and that's why last September we published our "Blueprint for the Future," a document that describes our agency's our top five goals, which are collectively known as our corporate agenda.
- These goals are:
 - First, to restore and maintain the health and productivity of the land.
 - Second, to improve service to our customers.
 - Third, to promote inclusive decisionmaking by encouraging public involvement in the land-management process.
 - Fourth, to improve the way our agency does business.

-- And fifth, to recruit, develop and maintain a quality and diversified work force.

- Of all these goals, the most important is to restore and maintain the health and productivity of the land. *This can only be accomplished by working with people, local communities. Not command and control from Washington.*
- And that's a real challenge.

as Dr. Weeks said. Teachers tell. As Director of the BLM & as will be

- For one thing, more and more Americans are discovering BLM lands. And while our agency is extremely pleased with this development, it increases the BLM's responsibility to protect the public lands from overuse or abuse.

- For another thing, commodity-related activities on the public lands -- such as *historical mining* livestock grazing and timber harvesting -- have sometimes upset nature's balance. This has resulted in degraded streamside areas and the destruction of habitat for fish, wildlife and plants.

*Reduced water retention capability, lower water tables
water tends to flush thru a watershed rather than stored
and released over time.*

- The intentional or inadvertent introduction of exotic species has also had negative consequences on the public lands. For example, the infestation of noxious weeds is threatening the productivity of Western rangelands and the viability of many native plant species.
- About eight million acres of BLM land are infested by noxious weeds, which are spreading at the rate of about 14 percent a year. Thus, 2,000 to 3,000 acres of productive BLM lands are lost to noxious weeds each day.
- For these reasons, ensuring the health and productivity of the land must be, and is, the BLM's number one priority.
- As I've told my fellow employees, whatever else the BLM may accomplish in other important areas -- such as customer service or workforce diversity -- we will fail as a land-management agency if we fail to ensure the health and productivity of the land.

- But the BLM intends to **succeed** as a land-management agency. And that's why we are implementing *ecosystem management*.
- Unfortunately, this term doesn't hit everyone the same way. Some ranchers and other commodity users of the public lands fear that ecosystem management is an attempt to prevent them from making a living off the land.
- Some recreationists fear that ecosystem management is a means of restricting their access to the open spaces.
- Some environmentalists view ecosystem management as too little, too late.
- ~~Most~~^{Some} Easterners haven't even heard of the Bureau of Land Management, much less ecosystem management.

- But regardless of these different -- or even indifferent -- views of ecosystem management, wouldn't these various groups of individuals agree that our children and grandchildren deserve to enjoy the same benefits of the land that we do? And if so, doesn't that mean that we *all* share *some* values in common, when you get right down to it?
- As I see it, ecosystem management is a means for discovering those common values and then finding ways of achieving or protecting those values.
- To put it another way, it's a common-sense approach to land management that seeks to solve common problems for the common good.
- I call ecosystem management a "common-sense" approach because it emphasizes good science, meaning accurate knowledge of the land's condition.

- And accurate knowledge of the land's condition means looking at the landscape's Big Picture and not merely isolated parts of it.
- As a result, ecosystem management can assess the long-term, cumulative impact of various land uses and not merely the immediate, isolated effects of particular land uses, such as recreation and grazing.
- Ecosystems, of course, don't abide by administrative and political boundaries. And so ecosystem management requires cooperation among Federal and State land-management agencies, as well as cooperation among competing public land users.
- Now is cooperation difficult to achieve? It most certainly can be. But is it impossible to achieve? Not at all.

- Let me cite a good example.
- ^{The} Trout Creek Mountain, a 250,000-acre area in southeastern Oregon -- most of it under BLM management -- had been grazed the same way from the late 1800s until the late 1960s, when the environmental effects of open-range grazing had become clear.
- Among other things, grazing had taken its toll on the grassy, overhanging banks of streams, thus reducing the shade from willows and aspen. Less shade raised the streams' water temperature, and this threatened the trout in the area, since cool water is a critical factor in their reproduction.
- Although ranchers in Trout Creek Mountain had tried to keep their cattle off the creeks in the hot parts of the summer, their efforts were not very effective.

- Fencing was impractical due to the size and roughness of the country, and since much of the mountain was under consideration as a Federally designated wilderness area, ranchers found it difficult to get new fences approved by the BLM.
- Ranchers, Oregon State officials and ~~BLM~~ ^{Resouse Mgmt} professionals were frustrated by this situation. So were environmentalists, who had been raising their concerns about the effects of traditional grazing practices for more than 20 years -- yet without seeing any significant change on the land.
- Finally, in 1988, Trout Creek Mountain ranchers Doc and Connie Hatfield organized the first meeting of what would become the Trout Creek Mountain Working Group. The group, which met in the offices of the BLM's Oregon State Director, included ranchers, environmentalists and BLM officials.

- What happened?
- As Doc and Connie Hatfield have noted in their history of the Trout Creek Mountain Working Group, these individuals -- working closely with the BLM's Vale District and with the full support of the BLM's Oregon State Director -- were able to build enough understanding of the immediate need for watershed improvement that the ranchers involved in the group *voluntarily* removed their cattle for a three-year period of rest. *implemented the appropriate rest rotation strategies to allow the land to so the land would begin to heal.*
- The Hatfields went on to note that "During this period of voluntary rest the Trout Creek Working Group met regularly to help develop a solution for the land that included grazing." The resulting new grazing strategy benefited the watershed and the fish dependent on that watershed.

the rotation zone.

- These positive results, as Doc and Connie Hatfield pointed out, were only possible because environmentalists, ranchers, the BLM, the Oregon Department of Fish and Game and the U.S. Fish and Wildlife Service had **"all worked together to find solutions for the land and people."**

The key was local people determined to solve their own problems.

- That, as I see it, is the essence of ecosystem management: people from diverse backgrounds with diverse interests working to discover their common values and then seeking ways to achieve or protect those values.

- This approach to problem-solving is part of the Healthy Rangelands initiative of Interior Secretary Babbitt. The Healthy Rangelands initiative, which was published in the Federal Register on February 22, establishes Resource Advisory Councils that will be composed of ranchers and other commodity interests, environmentalists, recreationists, State and local officials, academics and others.

our new approach to range management

- The diversity of membership on these councils will ensure that the ~~BLM~~^{we} hears a broad array of views in making its land-management decisions. *And that's the way it should be, because the public lands belong to all Americans.*
- Another example of ecosystem management is the joint Forest Service-BLM PACFISH *protecting* initiative, which is aimed at restoring fish habitat in the Pacific Northwest. This is an interagency effort that takes a watershed approach involving both agencies in four states. Although designed for fish, countless other species will benefit as entire ecosystems are restored.

- The bottom line is that ecosystem management can achieve *tangible* results, such as greener streamside areas, higher water tables, better fishing, a diverse mix of native grasses, increased weight gain in livestock, more song birds and cleaner water.
- Those are the kind of results that should please all sides in the debate over how to best manage the public lands.
- What Theodore Roosevelt said in 1909 about the need for conservation also describes the rationale for ecosystem management:

"If we of this generation destroy the resources from which our children would otherwise derive their livelihood, we reduce the capacity of our land to support a population, and so either degrade the standard of living or deprive the coming generations of their right to life on this continent..."

- And a proverb ~~from India~~ makes the same point this way:

"We have not inherited the world from our forefathers -- we have borrowed it from our children."

- I've talked about what I see as the true meaning and benefits of ecosystem management.
- But how do we get a positive dialogue going with interested groups and individuals about ecosystem management? This is where we need your advice and help.
- We want your views on such questions as:
 - Which groups should we start with?
 - Which groups appear to understand ecosystem management but don't support it? How do we gain their support?

-- Which groups seem to have misconceptions about ecosystem management? How do we dispel their concerns?

-- Which groups or individuals, particularly those in the East, appear to lack information about ecosystem management? What information would be useful to them?

-- And how do we best reach -- or should we attempt to reach? -- those who have expressed no interest in public land issues?

- These are the kinds of questions for which we are seeking answers. So please help us as we develop a program of ecosystem management education and outreach.
- The quality of our land, our lives and our children's future is at stake.
- Thank you.

Change - in the world and is both social
ecological

flexibility }
adaptability } -end-
keys to survival.

common Vocabulary

ALL EMPLOYEES MEETING MARCH 10, 1995

Good Afternoon. It's a pleasure to be here with you today.

We're doing something a little different today. We are broadcasting the voice of this meeting to the state offices. This is thanks to Tony Garrett, our new public affairs chief.

He also tells me in the future we will be transmitting the whole show to the state offices.

Sounds like good progress toward improving communication.

Now on with the show: As I'm sure all of you are well aware, there is a lot going on.

The main reason I wanted to visit with you is to give you some information on some of the key issues that have been swirling around lately in our own arena, in the Department and in the

Congress.

I guess I would call the theme of this meeting "The State of the Corporate Agenda"

One of my personal priorities since I took this job a little over a year ago has been to focus on employees.

Thank you to all employees

So in keeping with my priorities, I'd like put employees first and take some time to personally recognize the achievement of several of our fellow BLM'ers.

(Present Awards)

20-Year Service Award

Albert Abee

- Program Analyst
- assigned to the Budget and Safety Resources Group
- working on the Budget and Finance Team
- came to BLM May 17, 1981

Marilyn M. Daniels

- Equal Opportunity Specialist
- assigned to the Human Resources Management Group
- working on the Equal Employment Opportunity Team
- came to BLM December 30, 1979

Kathy J. Eaton

- Staff Assistant
- assigned to the Director's staff
- previously worked as the Deputy State Director for Administration for the New Mexico State Office
- came to BLM November 5, 1974

Paul W. Politzer

- Supervisory Mineral Program Specialist
- Group Administrator for the Planning/Environmental Group
- came to BLM April 3, 1983

Donnie R. Shaw

- Geologist
- assigned to the Fluids Group
- working on the Compliance Team
- came to BLM April 3, 1983

Edward W. Shephard

- Forester
- assigned to the Wildlife/Fisheries/Rangeland/Forestland Group
- working on the Resource Assessment Team
- came to BLM October 29, 1974

Donald F. Stabler (Fred)

- Wildlife Biologist
- assigned to the Wildlife/Fisheries/Rangeland/Forestland Group
- working on the Rehabilitation, Restoration and Reclamation Team
- came to BLM March 11, 1979

ACCOMPLISHMENTS

Now back to the State of the Corporate Agenda

You can all give yourselves a pat on the back.

We've come a long way and we've got a lot done.

We need to step back from the front front.

BLM is out in front in the Department on many key issues and initiatives. And for this I personally want to thank you all for helping put us in the lead. Some examples of what you have helped accomplish are:

The Grazing rule is out.

ROD

The PACFISH Memorandum of Understanding has been signed.

The Forest Plan was completed.

I would call this significant progress to Improving the Health of the Land. Item one of

the Corporate Agenda

Item two on our agenda - Serving Our Current and Future Publics

We are expanding our Partnerships. Example: we put together a cost sharing agreement with the Fish and Wildlife Foundation where we will share resources for ecosystem restoration projects.

We are engaged with Disney, Times Mirror Corporation.

We had the first Public Lands Appreciation Day. A great success with a lot of future potential. 9/30

We are being proactive about asking our customers through surveys about how we are doing and what they would like to see. - Improving customer service.

There are many more.

The next corporate item: Improving the Way We Do Business:

Our Headquarters Reorganization is being implemented.

We have made progress on performance measures - we are about ready to test some prototypes.

We have streamlined the budget

Three big scores to "Improving the Way We do Business"

A third item on our corporate Agenda - Developing Collaborative Leadership. In this area:

We have our leadership team in place. We now have our State Directors - the field leadership team in place. Most of our Assistant Directors are in place.

We have a personnel exchange agreement with the Forest Service.

The Corporate Team has been established.

The Executive Leadership Team and the field Committee are functioning exceptionally well.

Our last corporate agenda item: Diversifying our Work Force:

Look around. We are putting in place the breath of experience and knowledge that we need to lead us to the next century:

We have Denise at our number two slot: Been through the mill and can keep us (and especially me) on the straight and narrow.

Maitland Sharpe: Brings us one of the "SHARPEST" out of the box views I've seen in a while. A great asset.

Marilyn Johnson: A creative mover and shaker.

We have the likes of Chris Jahola - to give us a new perspective.

We also have folks like Ed Shepard, Tom Walker, Ray Brady, a host of others who are long term seasoned BLMers with an invaluable historical perspective.

I can't mention everyone, but you are all valuable members of our team.

I think, thanks to you all we are really moving out on our agenda. And I thank you!

AUTHORIZATION HEARING

Yesterday, Denise and I testified before the House Subcommittee on National Parks, Forests and Lands.

The purpose of the hearing was to review a piece of legislation sponsored by Congressman Hansen of Utah that would permanently authorize the BLM to carry out our mission.

For many years now, for a host of different reasons, we have not had permanent authorizing legislation to do our job.

And as a matter of fact, the BLM is the only resource management agency that does not have permanent authorization.

What this means, is that each year, the Congress has had to give us an authorization before they could provide us the funds to operate.

Believe me, this has been a lot harder than it

sounds on the surface.

It has caused us problems in long range planning, it makes it harder to work with other agencies, and it has caused significant delays and problems in the Congressional process of appropriating funds to us.

As a matter of fact, I believe it was two years ago, the House nearly zeroed out BLMs funding because of this issue. Fortunately the Senate gave us the money back. But it caused significant problems, and quite a bit of heartburn for a lot of folks. It could have come out a lot worse had the Senate gone along with it.

BLM

We and the Congress have tried to resolve this issue several times over the years. We have been unsuccessful because some members of Congress have raised a host of other complicated issues that could not be resolved and the effort was essentially killed. So the problem continued.

The bill that Congressman Hansen is behind is one page long and would finally give us the needed permanent authorization. He has been working hard to try to get support for it from other members of the House.

Denise and I gave our wholehearted support for the bill when we testified.

The hearing was quick and easy -- no other issues were raised, and we dealt with the issue at hand.

This hearing went a lot better than hearings in the past when the issue of reauthorization was before the Congress.

We hope this is a sign of how well the passage of this important legislation will go as it moves through the rest of the Congressional process.

We will do what we can to help it along.

If we can get this bill through, I would definitely chalk up a victory for "Improving the Way We do Business"

FOREST HEALTH

Improving the health of our forests is of the highest priority for this Department.

We are committed to this effort.

To do this, we will be offering as much salvageable timber as we can for sale. Salvageable timber is timber that is dead or dying from a variety of reasons - insects, disease, fire.

But we will do this in an environmentally sound manner. We can protect the other resources in the forests. We will continue to consult with the Fish and Wildlife Service on our sale plans. We will protect watersheds.

But we will speed up the process to the full extent of the law. We will "cut the red tape". We will achieve the results of helping to offer a sustainable supply of timber, improve the health of the forests, and help reduce fire hazards by

eliminating the fuel supply.

Congress has moved aggressively in this area also.

Recently, on a piece of appropriations legislation - the recession bill - the House added language that would set a minimum timber salvage sale level for BLM and the Forest Service.

The bill also included language that would significantly reduce the amount of environmental safeguards and review necessary to protect other resources.

We do not support this legislation. Our position is that we can offer the same amount of timber without legislation to reduce environmental safeguards that are in place. We will keep you posted.

Let's talk about some of the issues now.

Healthy Rangelands

- I'd like to update you on the new grazing rule -- what we used to call Rangeland Reform '94 -- which the Department and the BLM published in the Federal Register on February 22.
- The rule, which reflects input from more than 20,000 pieces of correspondence, is aimed at improving the long-term health of the public rangelands.
- Among other things, the rule is intended to restore to health some 100,000 acres of riparian (streamside) habitat and bring 20 million acres of upland habitat into proper functioning condition.

- And as you know, restoring and maintaining the health of the land is the top priority on our Corporate Agenda, so the final grazing rule will help us achieve that objective.
- The final rule will also help stabilize the economies of Western rural communities by promoting the sustainable use of rangeland resources.
- And the rule will ensure that all interested parties have a meaningful say in the management of the public rangelands.
- The rule promotes public participation by replacing rancher-dominated Grazing Advisory Boards with Resource Advisory Councils. The councils will include ranchers, environmentalists, recreationists, local officials and others -- and that's only fitting, because the public lands belong to all of us.

- The councils will advise the BLM on land-management issues and will play an important role in designing the State or regional standards and guidelines that relate to rangeland health. Members of the councils must reside in the State in which a particular council functions.
- The field is now working on implementing the new grazing rule, which will take effect on August 21, 1995, barring any action by Congress to the contrary.
- One of the key elements in implementation is setting up the Resource Advisory Councils, and the field is already discussing that aspect with the Western Governors or their staffs.
- At this point, it is not exactly clear what Congress might do that could affect the new grazing rule and other matters.

• This past Tuesday [March 7], the Senate Governmental Affairs Committee approved an amendment of Sen. Ted Stevens [R-Alaska] that includes a year-long moratorium on any Federal rulemaking that "restricts recreational, subsistence or commercial use of any land under the control of a Federal agency." Only the routine issuance of permits and licenses would be exempt from this proposed moratorium.

• The Stevens amendment has been attached to a Senate bill that is the counterpart to a House-passed moratorium bill. The pending Senate bill, like the one passed by the House, would put on hold regulations adopted since last November -- either until the end of this year or whenever Congress passes comprehensive regulatory reform legislation.

- The Department and the BLM, along with other Federal agencies, have expressed and will continue to voice our concerns about the moratorium bills. So stay tuned. We'll keep you posted as developments occur.

County Supremacy/ Sagebrush Rebellion II

- Let me update you on the County and State Supremacy Movement or, as it is sometimes called, Sagebrush Rebellion II -- a successor to the Sagebrush Rebellion that took place in the 1970s.
- On Wednesday [March 8], the Justice Department filed a lawsuit in connection with this movement.
- The lawsuit, filed in U.S. District Court in Nevada, seeks a definitive ruling on Federal ownership of the public lands and an injunction barring Nye County, Nevada, officials from taking actions against Federal employees for carrying out their duties.
- Nye County passed a resolution in 1993 that asserts that the State of Nevada, not the United States, owns the national forests and other Federal lands in Nevada, and that Nye County therefore has the authority to manage these lands.

- Another Nye County resolution claims ownership of virtually every road on Federal lands within county boundaries.
- Based on these claims, Nye County has bulldozed national forest lands, opened national forest roads that have been closed by the Forest Service, damaged cultural and archaeological resources and threatened Federal employees with criminal prosecution for implementing Federal laws.
- Over the past four years, some 70 counties in Nevada, California, Idaho, New Mexico and Oregon have either adopted or are considering measures that claim State or County ownership of or management authority over Federal land.
- The purpose of the Justice Department's lawsuit, besides settling the ownership issue, is to protect BLM and other Federal employees from local prosecution for simply doing their jobs.

*Get this passed when
it belongs*

- The suit is also aimed at defusing tensions in places, such as Nye County, where there is an atmosphere of intimidation against Federal employees.
- This intimidation has created an intolerable situation for our field employees, and Mike and I commend the Justice Department for its action. We want all BLM and all Federal employees to know that we fully support them in carrying out their jobs, and we will take all necessary steps to ensure their safety.
- The filing of the Justice Department lawsuit appears to have already had a positive effect. Yesterday's Washington Post [Thursday, March 9] ran an article on the lawsuit and it quoted two County Supremacy supporters who said they welcomed the suit.

- The Post quoted Ed Presley, national director of the County Alliance to Restore the Economy and Environment, and Dick Carver, a Nye County Commissioner, as saying they were happy to see the public land ownership issue addressed in Federal court. We, too, want this issue settled peaceably and definitively.

Now, I'll turn it over to Denise to speak to you for a while:

[Denise speaks on reorganization and modernization]

Thank you, Denise.

In closing, I would like to relay some thoughts that were relayed to me by one of our group administrators here in Headquarters. I think it is very appropriate and delivers a message we can all learn something from:

One of the most exciting things about the Washington Office and Field Office reorganizations is the culture change that is taking place.

One of the key elements of this change is empowerment.

Empowerment is giving the authority to make decisions to the people on the ground or on the teams who do the work. Or simply put, top-down support for bottom down decision making.

Empowerment rewrites the relationship between the managers and the managed. The bright line that separates the two vanishes as everyone is given authority over how to get their job done.

But with this greater authority over how to get the job done comes greater responsibility. People must be accountable for clearly understood feasible results they achieve when they exercise their newly acquired authority.

The results are measured as the customer would -- by better services.

If you have been wondering what's in the reorganization for you personally, think about empowerment and how different your lives will be when we are organized to foster a culture of public entrepreneurship.

Think about your career from a long range perspective and take charge of it. Decide where you want to be and acquire the knowledge and skills to get there.

I can tell you that you are empowered, but only you can exercise empowerment.

As we move farther along with the new

organization, share your thoughts with me,
Denise, and the other members of the corporate
team on what you see as organizational
roadblocks to empowerment.

Those we can do something about. At the same
time, be honest with yourselves and identify
your individual roadblocks to empowerment.

Those you can do something about.

Focus on priorities
adaptability
Flexibility

Remarks of BLM Director
MIKE DOMBECK

Fire Management for Managers Course
National Interagency Fire Center
Boise, Idaho
March 20, 1995

Opening

- Good day. I'm pleased to be with you.
- Today I'd like to talk to you about three subjects:
 - the 1994 fire season;
 - the need to suppress *and* manage fire;
 - and the need to raise congressional and public awareness about the benefits of prescribed fire.

A Review of the 1994 Fire Season

- Let me begin by briefly reviewing the 1994 fire season, which was not only a very busy one for Federal fire managers and firefighters, but also one that was marked by tragedy.
- Fourteen Federal firefighters perished on Colorado's Storm King Mountain last July 6th. In addition, 20 other brave men and women lost their lives in fighting fires or supporting fire-suppression efforts in 1994.
- The loss of these individuals has been painful for their families, friends and co-workers, and there are no words that can compensate for this loss.

- I will come back to the subject of the South Canyon fire in a moment, but for now let me make a few other observations about the fire season.
- The 1994 fire season was not the most destructive, nor the longest, nor even the costliest, in terms of dollars. But it was the busiest that anyone can remember.
- At the end of 1994 fire season, the National Interagency Fire Center (NIFC) had received reports of more than 79,000 wildfires that burned more than 4 million acres. The Federal Government's fire-suppression efforts, which involved more than 25,000 civilian and military personnel, cost about \$925 million.
- Despite the intensity of the fire season, Federal and State firefighters suppressed 97.8 percent of the season's wildfires with their initial attack, while only 2.2 percent escaped initial attack.

This is a
world class
operation

The South Canyon Fire

- Of course, much of our attention over the past nine months has focused on the South Canyon fire. *Storm King*
- An investigation into the accident was ably carried out by a team headed by **Les Rosenkrance**, the BLM's Arizona State Director, and by **Mark Reimers**, Deputy Chief of Programs and Legislation at the Forest Service. *Best & most thorough investigation ever*
- The investigative team found that the South Canyon fire tragedy was caused by a combination of **natural factors** and **human error**. *Long complex equation. Can't simplify*
- In addition to the work of the investigative team, an **Interagency Management Review Team** headed by **Tom Allen**, the BLM's Alaska State Director, took immediate actions after the July 6 incident to improve safety for firefighters.

- That included the issuance of an updated alert to remind firefighters of the **importance of safety**.
- The **Review Team**, which issued its **report** last **October 28**, made **three general points** to **agency leaders and managers** about ways to improve wildland fire management. I agree with those points, which I would like to re-emphasize here.
- **First**, the Review Team said "*there is a dire need to create a passion for compliance with the basics of safe fire suppression, which will occur only if leadership sets an example and demonstrates a clear commitment to safety.*"

- **Second**, the Review Team said that "Agency administrators must become and remain actively involved in the management of wildland fire. These officials, from the heads of the agencies on down to managers in forests, parks, districts, and so on, have a duty and responsibility to understand, interpret, and implement fire management policies and processes."
- And **third**, the team said that "Agency line managers administrators and fire management personnel at all levels of wildland fire agencies and organizations must be held accountable for their performance. Poor performance jeopardizes lives, property, and natural resources and can cost the taxpayer millions of dollars."

- Last month, the Occupational Safety and Health Administration -- OSHA -- released the results of its investigation into the South Canyon fire. OSHA issued two citations to the BLM and two to the Forest Service. The citations to each agency were for one "willful" violation and one "serious" violation of workplace safety regulations.
- At the same time, OSHA commended the BLM-Forest Service team that investigated the South Canyon fire, calling its work "professional and thorough." OSHA also commended the work of the Interagency Management Review Team and said the findings of the two teams were consistent with OSHA's conclusions.
- On March 3rd, officials of the Department of Interior, BLM and the Forest Service had an "informal conference" with OSHA in Denver to discuss issues arising out of the OSHA investigation.

- OSHA officials felt it was important for u2 the two agencies to understand that the "willful" citation was issued for what OSHA described as "plain indifference" and "intentional disregard" of safety factors.
- The two agencies asked OSHA officials to clarify who they meant by "management" in the citations. OSHA responded by saying that management included the incident management team, the BLM's Grand Junction District, the Western Slope Fire Coordination Center, and both the State and national levels of the BLM and Forest Service.
- OSHA officials also said the citations were not based solely on the South Canyon fire. They said they had reviewed past accidents and determined that there was a dangerous trend that paralleled the findings relating to the South Canyon fire. Based on their interviews, OSHA officials said they felt similar conditions existed around the country.

- Let me reiterate what I said when OSHA issued the citations on February 8th: the BLM and Forest Service are committed to learning everything we can from the South Canyon fire so we can prevent future accidents. *To do that, we must instill a passion for safety among all agency personnel who oversee and are involved in our firefighting efforts.* *Nothing is more important than the safety of your employees.*

- While our agencies have been focusing intensely on fire operations and safety since last July 6th, let me add that *we haven't forgotten about the deadly aviation accidents of 1986.* We must make sure that a passion for safety prevails in all of our air operations, as well as our fire operations.

and all of our activities

The Crucial Role of Fire in Nature

- Now I'd like to talk about the *need to raise congressional and public awareness about the crucial role that fire plays in nature.*

- It's obvious that wildfires can and do cause enormous damage and harm. For that reason, Federal, State and local governments have worked hard to suppress wildland fires. But this emphasis on suppression has resulted in a buildup of vegetative fuel in many areas, putting firefighters at greater risk.
- But fire also plays a vital, positive role in nature by recycling nutrients, reducing biomass and changing the vegetative structure, composition and biological diversity of forests, grasslands and other ecosystems.
- Given this critical ecological function, it's important for land and resource managers not only to suppress fire, but also to manage it through prescribed fire.

- There are, however, significant barriers to using prescribed fire, two of which I would like to briefly note here.
- One barrier is that air-quality standards frequently don't permit the discharge of smoke from prescribed fires.
- Federal and State air-quality regulations should treat prescribed burning as a natural process rather than as a source of pollution.
- That makes sense, because restricting prescribed fire in the interest of protecting air quality has the unintended effect of building up more wildland fuel.
- And more fuel means bigger wildfires, and bigger wildfires produce more smoke, and more smoke means more air pollution.

- Another major barrier to prescribed fire is the public's fear of the destructive power of fire, along with its lack of familiarity with the positive role of fire in nature.
- It's true that fire-prevention campaigns have been effective in reducing the number and cost of accidentally-caused fires. But these campaigns have also created a one-sided public perception that wildland fire is nothing more than a negative force that must be suppressed.
- The public, unfortunately, hears little, if anything, about the ecologically beneficial role of fire in nature or the value of prescribed fires in reducing fire-feeding fuels. And we need to get the word out about that.

- But, frankly, it's very hard to describe the positive role of fire in nature without sounding like a modern-day version of Nero -- the emperor who fiddled while Rome burned.
- So, on the one hand, we must reassure the public that we always take wildfire seriously and that our top priority is to suppress it.
- But, on the other hand, we've got to tell the public about fire's natural role and the value of prescribed fire as a fire-reduction and property-protection tool.
- When you think about it, deploying a top-notch firefighting unit and making greater use of prescribed fire go together. After all, who can do a better job of handling a planned fire than the folks who are experienced at controlling unplanned fires?

- So we've got to keep working on our message about the need for fire suppression and fire management. And we need to get this message across to Congress and the public.
- ~~Of course, to communicate that message, and to do all the other work that must be done, we must have bodies, and our staffing limits are tight. I wish I had a simple fix for this problem, but I don't. However, we are working with the Department and I'm confident that we'll receive some form of staffing relief for emergency operations like fire.~~
- ~~Let me close by quoting famed automotive engineer Charles Franklin Kettering, who said: "We should all be concerned about the future because we will have to spend the rest of our lives there."~~

- Reflecting that concern, the Federal firefighting agencies are charting a course for the future that recognizes both the dangers of fire and fire's role in nature.
- Thanks for your time. And now I'd be happy to answer any questions.

--end--

- Last year will go down in the history books like
 - 1949 - Mangum
 - 1988 - Yellowstone
 - 1994 - Storm King Mt.as a year that re-defined fire mgmt policy
- All agencies must be very aggressive in reducing risk & implementing the recommendations & correct deficiencies.
- With challenge comes opportunity.
 - Agencies at all levels must work together like never before.
 - Need to change the culture of line mps.
 - We must be visionary & creative as we look to the future & chart our course for the next several decades.
 - Nothing is more important ~~than~~ employee safety.

Remarks of Mike Dombeck
North American Wildlife and Natural Resources Conference
Monday, March 27, 1995

I'd like to thank the Wildlife Management Institute for inviting me to speak with you today. During the past 14 months while serving as the acting-Director of the Bureau of Land Management, I've come to appreciate the old Chinese curse, "may you live in interesting times." I'm pleased to be here to talk with you about where we are headed at BLM.

My crusade in the BLM is to get the bureaucracy back to basics. I'm on a crusade to improve the health of the land and improve the way we do business. To cut process. To keep things as simple as possible and deliver scarce resources where they are most needed — on-the-ground.

In keeping with that, I'd like to take this opportunity to talk about three things:

- BLM's mission and commitment to ecosystem management;
- The effects of our reorganization on management of wildlife and fisheries resources; and
- How we will remain accountable to you, to Congress, and the American people.

ABOUT BLM

The United States have passed through three distinct eras in land and resource management. I'll call the first the "Dominion Stage." The Dominion Stage lasted from the late 18th to the late 19th centuries. This stage was characterized by an all-out-effort by the government and its citizens to settle and tame the nearly 1.8 billion acres of original public domain.

Between 1789 to 1834, Congress accepted its public land responsibilities with zeal — passing more than 375 laws that adjusted the size of public land lots for sale, payment rates, and schedules. Laws such as the Homestead Act contribute to the scattered and checkerboard ownership pattern of the public lands today. In 1812, the General Land Office was formed to process land patents and expedite settlement of the West.

Settlers moved West and used the land as they wished. Entire forests were harvested for fuel and farmland. Rivers and streams were dredged in the search for gold and other precious metals. Trespass on the public domain was common. By the 1870's the federal rangelands were overstocked. Vicious grazing wars among cattlemen and sheep herders broke out. Miles of illegal fence were strung and water was at a premium.

The presidency of Theodore Roosevelt signaled a change in resource

management — a period I'll call "the Conservation Era." Roosevelt expanded the forest reserve system and created the U.S. Forest Service to manage them. Other public lands were withdrawn from settlement and established as National Parks, wildlife refuges, and military bases.

Congress enacted a number of laws early in the 20th century that expanded federal control over use of the public lands and resources. The Taylor Grazing Act of 1935 created the Grazing Service to administer the public rangelands. The General Land Office and the Grazing Service were merged to form BLM in 1946.

The Conservation Era was characterized by Gifford Pinchot's belief that the federal lands should "provide the greatest good, for the greatest number, for the longest time." This belief inspired the philosophy of "sustained yield."

Rachel Carson's publication of Silent Spring in 1962 increased America's awareness of the importance of maintaining the land's health. Passage of the National Environmental Policy Act (NEPA) required federal agencies to document environmental effects of proposed development and harkened the third era of resource management in the U.S. — an era I'll call the "Multiple Use Era."

The Multiple Use Era expanded public involvement in land management planning and decisionmaking. Passage of the Endangered Species Act, the Clean Water Act, and other environmental legislation reflected the country's resolve to protect non-commodity resources such as wildlife and fisheries, clean water, recreation, aesthetic and spiritual values.

Multiple use was codified as BLM's mandate by passage of the Federal Land Policy and Management Act (FLPMA) in 1976. Through FLPMA, Congress recognized the value of the public domain to the American people and declared that these lands would remain in public ownership.

Through the 1980's, the Multiple Use Era was marked by costly lawsuits and contentious disagreements. These lawsuits and logjams have had a detrimental effect on natural resources and on our relationships with the local communities that depend on them.

Today, BLM administers 270 million acres of public land — more land than any other federal or state agency. The lands we manage range from fragile Arctic tundra to sun drenched Southwest deserts. We are responsible for:

- 50 million acres of forests,
- More than 23 million acres of wetlands;
- Nearly 169,000 miles of fishable streams;

- 4 million acres of lakes and reservoirs;
- 1.6 million acres of designated wilderness;
- About 170 million acres of public rangelands;
- Habitat for over 3,000 wildlife species, including many that are threatened or endangered;

We maintain and administer thousands of recreational areas that are used for popular activities such as fishing, hunting, camping, hiking, boating, mountain biking, canoeing, climbing, and even hang gliding. BLM lands are places of solitude and spiritual renewal for thousands of Americans.

They also contain:

- 12.5 trillion cubic feet of proven natural gas reserves;
- About 1.4 billion barrels of proven oil reserves;
- About 80 percent of the Nation's oil shale; and
- Nearly one-third of the Nation's coal supply;

ECOSYSTEM MANAGEMENT

The Western states are growing faster than any other part of the country. People are moving to previously undeveloped areas. Expecting more from the government. More from the land. Demand is shifting and society's needs are shifting.

Nowhere in government is that change more evident and challenging than at BLM. Our constituents are as diverse as the American people. Miners, fishermen, ranchers, environmentalists, recreation users, timber companies, Native American's, oil and gas developers, hunters, and so on. It is safe to say that we manage a more diverse set of resources, interests, and values than any other agency in the federal government.

But, for too long, management of the public lands has been contentious and controversial. BLM and other federal land management agencies have too often served as foils for interest group disagreements and lightening rods for litigation.

If we have learned anything from the past, it's that natural resources are better served when agency money is spent on-the-ground and not in court.

We have many challenges:

- the exponential spread of noxious weeds threatens productivity

of public and private lands;

- the number of threatened and endangered species continues to increase;
- stream courses and riparian areas are in desperate need of repair; and
- poor forest health and degraded water quality compromise the land's health.

Our challenge is to break the gridlock and restore the land's health. We must fundamentally change the way we look at and care for the land.

The first step I took as BLM's Director was to simplify BLM's long and confusing mission statement. Today all BLM employees have a single charge. That is:

To sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.

This recalls the old proverb: "we have not inherited the land from our forefathers, we have borrowed it from our children."

I have given two very basic instructions to my line managers and all BLM employees.

- Maintain and restore the health of the land and
- Improve the way we do business.

These strategic goals are spelled out in BLM's *Blueprint For the Future* - copies of which are available here today.

Although our objectives differ slightly, we would all agree that we must:

- protect the natural diversity, productivity, and integrity of the land and
- never compromise the ability of future generations to draw social, economic, aesthetic, and spiritual benefits from the land.

These are our guiding principles — the most basic distillation of ecosystem management that I know.

REORGANIZATION

I want to thank the many people and organizations in this room who

have gone to bat before Congress for BLM's wildlife and fisheries program. In fact, Lonnie Williamson helped to establish on BLM lands the first federal wildlife challenge-cost share program in the country. Thanks to your support, this year BLM will parley a 6 million dollar challenge cost-share appropriation into 16 million dollars of habitat improvements. Our wildlife and fisheries habitat budget has grown from approximately 17 million dollars in 1987 to 48 million dollars in 1994.

The BLM is a more effective resource management agency due to your efforts. In fact, our new mission statement reflects your hard work. Yet, many here have expressed concerns, often very loudly, about how BLM will remain accountable to Congress and the American people as we reorganize, blur program lines, and allocate more control over resources to field managers.

I appreciate your concerns. I've worked for federal land management agencies for 17 years. Including a stint as the Forest Service's Fisheries Program Manager. There were few people more functional or "tunnel-visioned" than I. I know that change is not easy. Our goal is not to dismiss programs such as fish and wildlife, range, or recreation but to integrate their goals in an interdisciplinary manner across every watershed that BLM manages.

For too long, we have used the program structure to respond to the effects of resource degradation rather than addressing their root causes. In the past, we waited until a species reached the brink of extinction before invoking the Endangered Species Act to "recover" them. It is a thankless and nearly impossible task.

Although the ESA must remain a critical tool to prevent extinction, managing ecological systems in their entirety, rather than focussing on their parts, is the essence of good stewardship. As John Muir said, "when we try to pick out anything by itself, we find it hitched to everything else in the universe."

In 1987, BLM developed *Fish and Wildlife 2000*, soon after several programs — Forestry, Range, and Wildlife and Fisheries — individually developed initiatives that addressed riparian area protection: *Our Growing Legacy*, *Range of Our Vision*, and the *Riparian Wetland Initiative for the 90's*. These initiatives are the building blocks of BLM's approach to ecosystem management.

But we must move forward into the next generation of land and resource stewardship. Whether we call it ecosystem management, watershed approaches, or holistic resource management is unimportant. The important thing is that efforts such as PACFISH, the President's Forest Plan for the Pacific Northwest, and our efforts to improve rangeland health are unprecedented opportunities to protect and conserve watershed function and health.

For example, implementation of the new grazing rule will help us

to:

- restore the health of 100,000 acres of riparian areas;
- bring 20 million acres of upland habitat into properly functioning condition;
- improve water quality and watershed health by reducing erosion, increasing water quality, ground water recharge, and streamflow;
- benefit most plant, animal, and fish species; and
- enhance recreational opportunities such as fishing, hunting, hiking, tourism, and wildlife viewing.

We will replace rancher dominated grazing advisory boards with diverse resource advisory councils to help us develop state or regional standards and guidelines that protect the *physical function and biological health* of the land.

Our focus and responsibility must be to work together to ensure that future generations enjoy the benefits of healthy, diverse, and productive public lands. This will require us to work more closely than ever before with other federal and state fish and wildlife agencies. We must share scarce skills, work across agency lines, and exchange resource information. In short, we must work with local communities and the American people to develop a common vision for maintaining the health of the land.

ACCOUNTABILITY

The emphasis is shifting from program structure to ecosystem integrity - this should be applauded and supported by biologists.

Consistent with our mission, we will measure our effectiveness - evaluate our performance - by the condition and health of the land. Don't look for our performance measures in some dusty, unused manual. They must be visible across the landscape. In ways that resource professionals and taxpayers alike support, appreciate, and understand. Let us not choke the system with technical data, rather, we should emphasize tangible benefits such as:

- Greener riparian areas that buffer floods
- More song birds
- Stable streambanks that prevent erosion
- Replenished ground-water reserves
- Better hunting and fishing

- More wildlife viewing opportunities
- Increased flow in ephemeral streams
- High quality domestic water supplies
- A resilient mix of native grasses
- Better grazing and
- Healthy, disease free forests

Help us to identify these indicators of ecosystem health. Contact our Washington Office and become involved in developing bureau-wide performance measures. Indicators that measure the physical function and biological health of the land.

My promise to you is that if threshold levels of these indicators are exceeded, BLM managers will modify resource use levels and management direction. If we fail to maintain the health, diversity, and productivity of the land, we have essentially abrogated our trust to the American people.

If we do our job right, local communities will be with us. The days of command and control approaches to resource management are over. People must recognize and appreciate the social and economic benefits of maintaining healthy and diverse ecological systems.

I'm asking for your help. We need your active participation. We must know the condition of our lands. We must work together to achieve their health.

Challenge us to lead by example. Don't look to Washington, DC for a prophet to guide you. We, in this room, are the catalysts of change. Help us to think in new ways and be innovative. Challenge us to err on the side of maintaining the land's health. This is our charge from the American public and your challenge as natural resource professionals.

Never forget that the actions we take today shape the future of tomorrow's children.



United States Department of the Interior

BUREAU OF LAND MANAGEMENT

Washington, D.C. 20240

April 27, 1995

NOTE

To: Colleagues

From: Mike Dombeck

Mike

Subject: Speech to the North American Wildlife and Natural Resources Conference

I thought you might be interested in the attached speech I delivered to the North American Wildlife and Natural Resources Conference in late March. The conference was well attended by wildlife and fisheries biologists and other natural resource professionals from around the world.

If you have any suggestions for future speeches, I would enjoy hearing them. Thanks.

Donna:

Please type transmittal note
on letterhead for Mike's signature.
Would like to send to:
ELT members
T. Collier
B.J. Thornberry
B. Armstrong
All Bureau Directors
G. Frampton
E. Rieke
Ada Deer
Bonnie Cohen

THX. *sent 5/3/95*

Larry

① 1990 is to 2010 as '80's
were to private industry
Keep it simple
Employee
Operations
What we do

Events define issues
3 Fire - Forest Health
② Politics will help define
BLM

Remarks of BLM Director
MIKE DOMBECK

At the BLM Timber Workshop
Reno, Nevada
April 25, 1995

- It's good to be with you.
- Thanks for coming to this meeting, which I know will be a productive two days for you.
- Forest conditions throughout the West are a vital concern of the Bureau of Land Management and other Federal land-management agencies.
- Many members of the public are also concerned about forest conditions. In particular, they want to know how well the BLM and Forest Service are managing the forestlands under their jurisdiction.

Smoky Bear

want to see dead trees utilized

- People driving through forested lands see acres of dead trees and wonder why this ~~timber is not being used~~, especially if a nearby saw mill is closed.
- Others look out of their living room windows at the dead, dying or diseased trees. And they worry about the trees becoming fuel for a raging wildlife that will burn them out of their homes.
- The public's questions and worries about these dead trees are legitimate.
- Which is why the BLM, Secretary Babbitt and the President are determined to reduce the backlog of salvage timber. And we believe we can accomplish that -- *without* an exemption of salvage timber sales from environmental laws.

Environmental concerns.

Fire hazards

- The Secretary has made a commitment to Congress that the BLM will complete a salvage timber sale of 115 million board feet this year. This is a top priority of the Secretary, and it is included in a Performance Agreement between the Secretary and me. *I have entered into an agreement with the OR & CA State Directors*
- A temporary Headquarters team has been organized to coordinate implementation and tracking of the salvage sale program. The team consists of Bob Bierer, who is the team leader; Bill Torgerson (forester); Joe Kraayenbrink (T&E coordinator); Al Abey (Budget); Rick Tholen (5900 account coordinator from Idaho); and Jim Hoff (Planning).
- As you know, both houses of Congress have passed separate rescission or spending-cut bills that contain timber-sale provisions.

- Both bills seek to expedite salvage timber sales by speeding up the processes under several environmental laws that apply to the BLM and Forest Service.
- The House version sets for the BLM a target of 115 million board feet each year for two years, while the Senate version doesn't specify a volume figure. These and other differences between the House and Senate bills will have to be reconciled in a House-Senate conference in early May.
- The BLM ^{will} believes it can achieve the intention of the timber-sale legislation without any shortcircuiting of environmental laws. We are making a good-faith effort to do that, as evidenced by the agreement signed last month [March 1995] by the BLM, the Forest Service, the Fish and Wildlife Service and the National Marine Fisheries Service.

*Cut
Process*

- The agreement, as you know, would accelerate consultations among the agencies to evaluate the effects of timber sales on threatened and endangered species.
- The agreement would shorten the time for consultation by two to four months. In addition, the new process allows for consultation to occur at the same time that sales are being prepared.
- But whatever Congress ultimately does -- or doesn't do -- on this issue, Secretary Babbitt has committed us to an acceleration of salvage timber sales. And therefore we are going to take an aggressive approach in fulfilling that commitment.

Do we have this

- This type of approach will require the full support of each level of our agency -- from the Washington Office to the Resource Area Office. So let me assure you that you have the full support of me and the Headquarters staff. And if you at any time feel you are not getting that support, I want you to tell me.
- As we fulfill our commitment, I expect you to use your talents, training, experience and professional judgment to get the job done.
- Of course, getting the job done also means doing the job right. And that means complying with all the laws that govern us -- environmental or otherwise. We must and will abide by the laws as they now stand, until and unless Congress changes those laws.

- As we accelerate salvage timber sales, we still need to be sensitive to the other resources on the land. So let's use the best prescriptions to protect these resources and the best technology to reduce any negative impacts.
- Salvaging timber is, of course, only one component of promoting forest health.
- That's why the foresters and legislative folks in Headquarters have been working with congressional committee staffers on developing a bill that will address total forest health.
- We hope that we'll be able to expand authorization for the Forest Service Ecosystem Health and Recovery Fund so that it more closely reflects its name.

- Let me close by saying that your efforts will require long days working in the field and may require time spent in aircraft. But I don't want to trade one board foot of timber for the life or health of anyone. So please make safety your number one priority and build it *into* your plans, not *onto* your plans.
- Thanks for your time and, above all, thanks for your outstanding work.
- Enjoy your workshop!

for everyone and any of you can't wait until you get home.

Remarks of BLM Director
MIKE DOMBECK

For the BLM Bakersfield District All-Employees Meeting
Wednesday, April 26, 1995

- It's good to be with you today.

Moving into the Future

- When I was named to my position more than a year ago -- how time flies! -- I encouraged BLM employees to look toward and take hold of the future.
- I used a hockey analogy, saying we need to skate where the hockey puck is *going to be* rather than to *where it is* at the present moment.

Violence

anxiety

County supremacy

Hill

1. Budget

2. Future of BLM lands.

End

90's is to govt what 80's was to the private sector.

• 3 ways to increase efficiency

1. Keep it simple

2. Simplify operations - P.M.

3. things to stop doing - ADC

Keep it simple

Reorg. / Teams

• It's a byproduct of our work -

Thanks for co-sponsoring Oil & Gas Conf & Enviro trade show

Fire

MIKE DOWBECK
DIRECTOR OF ENERGY

Resource mgr. out of the conf. room and back in the field.

- That was my way of saying the future is important. Automotive engineer Charles Franklin Kettering put it this way:

"We should all be concerned about the future because we will have to spend the rest of our lives there."

- Like Kettering, the Bureau of Land Management is concerned about the future, and that's why we're charting a new course as we head toward the 21st century.

- As you know, we laid out this new course in our "Blueprint for the Future," which we issued last fall. The blueprint set forth the BLM's top goals, which are:

- 1 -- To restore and maintain the health of the land;
- 2 -- To improve service to our customers;

- 3 -- To promote greater involvement of BLM employees and the public in our decisionmaking processes;
- 4 -- To become more effective and efficient in the way we do business;
- 5 -- And to recruit, develop and retain a quality and diversified workforce.

Reorganization

- As part of our effort to move into the future, we have been reorganizing the Washington, D.C., Office. This past December we completed the paperwork that converted us into a new organizational structure.
- We are still in something of a transitional period during which we are moving from a traditional program structure to a new interdisciplinary team approach.

- Headquarters employees are working within their newly assigned teams, which have charters for how they will operate.
- This reorganization and interdisciplinary team approach is an evolving process, so it will be some time before we get to where we want to be.

The 104th Congress

- Before briefly discussing some of the issues facing the BLM, it's important to note that the November 8th congressional elections changed the political landscape on Capitol Hill. All Federal agencies, including the BLM, will be affected by what the 104th Congress does.
- We certainly expect that the new Congress will look closely at how well the BLM is doing its job and how wisely our agency is spending the taxpayers' dollars.

- And we believe the BLM will stand up well under congressional scrutiny, because we are committed to reinventing our agency -- that is, making it work better and getting more bang for the taxpayers' buck.
- Now I'd like to turn for a few minutes to some of the issues that the BLM is dealing with.

FY '96 BLM Budget

- First I'd like to talk briefly about the BLM's proposed budget for Fiscal Year 1996, which I testified on earlier this month before the House Appropriations Subcommittee on Interior.
- The President has requested \$1.157 billion for the BLM in 1996, which represents an increase of \$55 million over Fiscal Year 1995.

- The number of full-time BLM employees would remain steady in 1996 -- at 11,046 -- due to a 266-person increase in seasonal workers. But the BLM's permanent workforce would actually decline by 2.4 percent in 1996.
- The President's Forest Plan is a key item in the BLM's 1996 budget request. We are requesting a \$20 million increase in forest-related funding, with half of that going to protect old-growth forests and the other half going for the "Jobs in the Woods" initiative.
- For the entire Interior Department budget, the President is requesting \$30 million for "Jobs in the Woods," which is aimed at diversifying rural economies and creating full-time jobs in the private sector.
- The BLM has requested an additional \$5 million in fiscal '96 for boundary surveys, mapping and management.

- This request was prompted by congressional passage of the California Desert Protection Act of 1994, which designated 69 new wilderness areas under BLM management.
- Except for funding requests related to the rangeland and firefighting programs, which I will talk about in a moment, those are the highlights of the proposed BLM budget for fiscal '96.

Reinventing the Oil and Gas Program

- Since one-fourth of the Bakersfield District staff works on oil and gas matters, I know you're intensely interested in the future of this program.
- First let me say that I'm proud of the BLM's co-sponsorship of the Oil and Gas Conference and Environmental Trade Show that is taking place this week [April 25-27] at the Bakersfield Civic Center.

- The work that goes into organizing this conference requires interagency and public-private cooperation, and this type of collaboration is a key feature of the BLM's efforts to improve its land-management practices.
- Besides noting the contribution that our own agency has made to the oil and gas conference, I also want to commend the California Department of Conservation, the Western States Petroleum Association, the California Independent Petroleum Association and the Independent Oil Producers' Agency. Each of these groups has worked with Petro-Tech Expos, Ltd., to make the conference possible.
- Other agencies participating in the event are the Department of Energy, the U.S. Fish and Wildlife Service and the California State Water Resources Control Board.

- As you know, the Administration has unveiled the second phase of its "Reinventing Government" initiative, which has been dubbed REGO II. This second phase calls for the elimination of the Minerals Management Service (MMS).
- The Administration has also proposed to eliminate the Office of Territorial and International Affairs and to restructure certain functions of the Bureau of Indian Affairs, the Bureau of Reclamation and the U.S. Geological Survey.
- Overall, the Interior reorganization plan, which would reduce full-time positions by 2,000 over five years, would save an estimated \$3.8 billion over that same period of time.
- Under REGO II, MMS's responsibility to collect onshore mineral royalties on Federal and tribal lands would be transferred to the 38 States where Federal leases are located.

- MMS's offshore royalty collection function would be transferred to another Department of Interior agency, probably the BLM.
- Interior estimates it would save about \$69 million and 708 positions over five years by turning the onshore royalty collection program over to the States.
- Under REGO II, the BLM would also transfer inspection and enforcement in the onshore energy and minerals program to the States and tribes. Currently, the Bureau carries out its oil and gas inspections with 139 petroleum engineers and supporting technicians.
- The Department estimates that by transferring mandated inspection requirements to the States, it would save \$9 million and 99 full-time positions over five years starting in 1997.

- A Joint Task Force consisting of State, tribal and Federal representatives will now work on laying the initial ground rules for transferring the inspection and enforcement function to the States.
- Among the critical issues that the Task Force will discuss are: timing, funding, formal agreements, review of the potential need to revise regulations or legislation, and consultation with industry and environmental groups.
- I know the REGO II proposal has created a lot of understandable anxiety among you oil and gas staffers, raising such questions as: "Will the States be encouraged to take our personnel?" "Will petroleum engineer technicians and other employees affected by this proposal be offered a Federal retirement package?" "What happens if the States won't accept responsibility for the inspection and enforcement function?"

- These, and others like them, are all good questions, and that's why we've got experienced hands looking into REGO II's impact on the oil and gas program.
- But we need your expertise and experience, so please don't be shy about raising questions and helping us find or forge the answers.

Healthy Rangelands

- Let me turn briefly to the subject of healthy rangelands.
- The Interior Department and the BLM are working hard to carry out a land-management program that will take us into the 21st century.
- The purpose of this effort is to promote the health of the public lands while responding to the needs of the American people, who own and use these lands.

- As part of this effort, the Department and the BLM are trying to improve the health and productivity of the 170 million acres of public rangelands under their jurisdiction.
- Accordingly, the BLM is requesting a \$6.5 million increase in public land resource management in fiscal '96. This will help our agency improve the condition of riparian or streamside areas and of related uplands on the public rangelands.
- The Department and the BLM have also published forward-looking changes in grazing and public participation regulations.
- These regulatory changes, which appeared on February 22 in the Federal Register in the form of a "final rule," are scheduled to take effect this coming August. This will give Congress time to review the new regulations.

- The final rule marks the first major revision of the BLM's grazing regulations since 1978, when Congress passed the Public Rangelands Improvement Act. The regulatory changes were prompted by a recognition that while rangeland health has improved since 1978, millions of acres remain in poor health.
- The final rule is intended to:
 - Improve the health and productivity of the public lands for the benefit of all Americans.
 - Promote the sustainable use of public land resources for the economic benefit of Western rural communities.
 - And ensure that public land users and all interested parties have a meaningful say in the management of those lands.

- The final rule was written after extensive input from the public, which attended dozens of meetings and submitted tens of thousands of comments. Nearly every aspect of the original proposal was modified in response to public comments.
- Implementation of the final rule would, over a 20-year period, restore to health about 100,000 acres of streamside habitat and bring 20 million acres of upland habitat into proper functioning condition.
- Besides improving water quality and enhancing wildlife habitats, the new grazing regulations would increase opportunities for and generate economic benefits from tourism and recreational activities -- such as hunting, fishing and hiking.

- As you know, the revised grazing regulations do *not* change the grazing fee formula that Congress put in the Public Rangelands Improvement Act of 1978. Since a consensus did not emerge on this controversial issue, Secretary Babbitt decided to leave any decision on revising the grazing fee formula to Congress.
- Under the revised regulations, the Interior Department and the BLM will ensure broad public participation by establishing Resource Advisory Councils -- RACs -- that will advise the BLM on grazing and all other public land issues.
- The RACs will play an important role in designing the State or regional standards and guidelines that will be used for assessing and achieving rangeland health.

- The RACs, which will have 10 to 15 members, will include ranchers, environmentalists, recreationists, local officials and others.
- This diversity of membership will ensure that the BLM hears a broad array of advice before making its land-management decisions. And that's the way it should be -- *because the public lands belong to all Americans.*
- The field is doing preliminary work relating to the RACs so the BLM is ready for implementation when the final rule takes effect. The effective date is August 21, 1995, barring any action by Congress to the contrary.

- The final rule complements the Interior Department's and the BLM's focus on managing *entire* landscapes from a *long-term* perspective rather than only *components* of those landscapes from a *short-term* perspective.
- What Theodore Roosevelt said in 1909 about the need for protecting resources also describes the rationale for our Big Picture or ecosystem approach to land management.
- Roosevelt said:

"If we of this generation destroy the resources from which our children would otherwise derive their livelihood, we reduce the capacity of our land to support a population, and so either degrade the standard of living or deprive the coming generations of their right to life on this continent...."

- And a proverb from India makes the same point:

"We have not inherited the world from our forefathers -- we have borrowed it from our children."

Fire Management

- Now let me turn briefly to the subject of fire management.
- The Interior Department's fire programs are funded through the BLM and then reallocated to the principal firefighting agencies. The Department has requested a \$10.5 million increase in fiscal '96 for emergency Department firefighting -- making a total firefighting budget request of \$131 million.

- The 1994 fire season was not only a very busy one for Federal fire managers and firefighters, but also one that was marked by the South Canyon fire tragedy.
- At the end of the 1994 fire season, the National Interagency Fire Center (NIFC) had received reports of more than 79,000 wildfires that burned more than four million acres. The Federal Government's fire-suppression efforts, which involved more than 25,000 civilian and military personnel, cost about \$925 million.
- Federal and State firefighters suppressed 97.8 percent of the season's wildfires with their initial attack, while only 2.2 percent escaped initial attack.
- As you know, the 1994 fire season was overshadowed by the South Canyon fire, which took the lives of 14 Federal firefighters on Colorado's Storm King Mountain last July 6th.

- In addition, 20 other brave men and women lost their lives in fighting fires or supporting fire-suppression efforts in 1994.
- The painful memory of the South Canyon accident is still with us. And it continues to serve as a reminder of those fallen firefighters' heroism and of our need to be vigilant about firefighter safety.
- The BLM and Forest Service believe the best way to honor the bravery and memory of those who perished on Storm King Mountain is to prevent future tragedies.
- To do that, we must instill -- and are working to instill -- a passion for safety among all agency personnel who oversee and are involved in our firefighting efforts.

- This past February the Occupational Safety and Health Administration -- or OSHA -- released the results of its investigation into the South Canyon fire and issued two citations each to the BLM and Forest Service.
- The citations, which the agencies are not challenging, were for one "willful" violation and one "serious" violation of workplace safety regulations.
- While issuing the citations, OSHA commended the BLM-Forest Service team that investigated the South Canyon fire, calling its work "professional and thorough." OSHA also commended the work of an Interagency Management Review Team and said the findings of the investigative and review teams were consistent with OSHA's conclusions.

- On March 3rd, officials of the Department of Interior, BLM and the Forest Service had an informal conference with OSHA in Denver to discuss issues arising out of the OSHA investigation.
- OSHA officials felt it was important for the two agencies to understand the basis for the citations.
- In turn, the BLM and Forest Service asked OSHA officials to clarify who they meant by "management" in the citations. OSHA responded by saying that management included the incident management team, the BLM's Grand Junction District, the Western Slope Fire Coordination Center, and both the State and national levels of the BLM and Forest Service.

- OSHA officials also said the citations were not based solely on the South Canyon fire. They said they had reviewed past accidents and determined that there was a dangerous trend that paralleled the findings relating to the South Canyon fire. Based on their interviews, OSHA officials said they felt similar conditions existed around the country.
- When the recommendations from the newly-released Bureauwide fire and aviation program review are consolidated with those of the Interagency Management Review Team, the Colorado Program Review and other internal reviews, the BLM believes the resulting corrective action plan will exceed OSHA's abatement requirements.

County Supremacy Movement

- Now I'd like to talk briefly about the County Supremacy or States' Rights Movement. It is sometimes called Sagebrush Rebellion II, so designated because of the first Sagebrush Rebellion that took place in the 1970s.
- Over the past four years, some 70 counties in Nevada, California, Idaho, New Mexico and Oregon have either adopted or are considering measures that claim State or County ownership of or management authority over Federal land.
- On March 8th, the Justice Department filed a lawsuit in connection with this movement.
- The lawsuit, filed in U.S. District Court in Nevada, seeks a definitive ruling on Federal ownership of the public lands and an injunction barring Nye County, Nevada, officials from taking actions against Federal employees for carrying out their duties.

- Nye County passed a resolution in 1993 that asserts that the State of Nevada, not the United States, owns the national forests and other Federal lands in Nevada, and that Nye County therefore has the authority to manage these lands.
- Another Nye County resolution claims ownership of virtually every road on Federal lands within county boundaries.
- Based on these claims, Nye County has bulldozed national forest lands, opened national forest roads that have been closed by the Forest Service, and threatened Federal employees with criminal prosecution for implementing Federal laws.
- The purpose of the Justice Department's lawsuit, besides settling the ownership issue, is to protect BLM and other Federal employees from local prosecution for simply doing their jobs.

- Some County Supremacy supporters have said they welcome the lawsuit because they want the public land ownership issue to be addressed in Federal court. The BLM and the other Federal land-management agencies want this issue to be settled, and settled *peaceably*, and we hope the lawsuit will achieve that end.

Conclusion

- I began my remarks by saying that the BLM is concerned about the future. That's why we're charting a new course that will take us into the 21st century. As we journey onward, please feel free to give me any advice that you think will help the BLM get from "here" to "there."
- Thanks for the outstanding work you're doing. Again, it's a pleasure to be with you, and now I'd be happy to respond to any questions you may have.

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