



December 17, 1992

Mr. David Jolly
Regional Forester
Region 1, USDA Forest Service
Federal Building
Box 7669
Missoula, MT 59807

Dear Mr. Jolly:

The Idaho Chapter of the Wildlife Society (Chapter) is writing in regards to the report, produced by the Forest Service, entitled "A Management Strategy (Strategy) for the Clearwater National Forest (CNF)". The Chapter is concerned and interested in the positive resolution of current and emerging issues in the CNF. We strongly endorse the development of a public involvement mechanism that effectively tells the "Clearwater Story" as proposed in the Strategy. We are also interested in the specific CNF actions that may result from the proposed Strategy.

Of particular concern to the Chapter are such issues as threatened and endangered species, including the Rocky Mountain gray wolf, grizzly bear, and chinook salmon, and sensitive species, for example, harlequin duck, fisher, and cutthroat trout. We are also concerned with the issues associated with riparian and old-growth conditions and inventories, watershed and aquatic habitat conditions, maintenance of water quality standards, and the commitment of the CNF to monitoring and evaluation of fish, wildlife, and plant resources. It appears that the Strategy places these and other resource issues subordinate to the timber issue. In this regard, the Chapter has the following specific questions.

- o Can the CNF comply with the National Forest Management Act (NFMA), the standards and guides of the CNF Forest Plan (Plan), other environmental laws such as the Endangered Species Act, and still continue to meet assigned timber harvest targets?

- o If the CNF determines that compliance with NFMA, other environmental laws, and the Plan, cannot be met while accomplishing the assigned timber harvest targets, what type of adjustments will be made in the Plan or the Allowable Sale Quantity?

o How will the Strategy achieve consistency with the Plan and at the same time incorporate changed resource conditions and public expectations?

o How will the process of analysis and monitoring effect implementation schedules currently indicated in the Plan? The Chapter endorses the use of annual monitoring and evaluation reports to build commitment to the Plan and to determine which of the Plan directions need further study. We presume the emerging issues discussed above will require substantial survey, analysis, and monitoring.

As you may know, the Wildlife Society is comprised of natural resource professionals. These professionals are often placed in difficult positions, particularly those which represent non-commodity resources, and are faced with difficult challenges to accomplish all the mandates of their positions. The Society 's Code of Ethics states that we will "Support fair and uniform standards of employment and treatment of those professionally engaged in the practice of wildlife management". In this regard, Dan Davis, Win Green, and the other resource professionals at the CNF, have our support through the resolution of the issues associated with the Strategy. The Idaho Chapter of the Wildlife Society is keenly interested in the manner by which resource professionals are treated throughout the resolution process now occurring on the CNF.

To emphasize our concern for positive treatment of resource professionals, the Chapter requests that the CNF address the following questions regarding performance and accountability.

o How will the CNF specifically work with the resource specialists cited in the Strategy to improve the overall function of the Interdisciplinary team?

o How will the CNF work to positively resolve conflicts that arise between specialists that represent natural resources when analyzing project proposals?

o How will the CNF determine whether or not the resource specialists are acting in good faith to promote team work and consensus while remaining consistent with the Plan and environmental laws?

The Chapter looks forward to a response to our specific questions as part of the proposed new public involvement strategy.

Sincerely,

Paul Moroz
President
2081 NW 8th street
Meridian, Idaho 83642

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JIM
B/C

Statement From Northern Regional Forester Dave Jolly

October 8, 1992

Last July Win Green, Forester Supervisor on the Clearwater National Forest, asked me to initiate an evaluation of the Forest's programs. In his request, Win expressed concerns about the conditions that had changed since the initial planning for the Clearwater National Forest Plan had been done. He also expressed concerns about the many challenges being made to Forest Plan implementation decisions, and the relationship between the Clearwater National Forest and the people who live and work in the neighboring communities.

I asked a team of staff directors from the Northern Regional Office to visit the Clearwater National Forest and provide me with some recommendations. The team interviewed many Forest employees and also visited with many people in the community who had expressed concerns.

The team found a great deal of consistency in the feedback they heard from both the people they talked to on the Clearwater National Forest staff and from the community at large. Many of the problems stem from past decisions on how the Forest has tried to implement their Forest Plan. The review team also found that the Forest staff does not operate as a functioning team and do not have clear objectives for what they want to accomplish.

The problems, issues, and frustrations expressed to the review team have accumulated over many years. They are clearly not the fault of any one person. Rather, it is a synergism that has evolved over time without corrective action by either the Forest or the Region. However, I can not allow the frustrations and conflicts to continue.

The public, the employees on the Forest, and the managers at the regional and national levels all want the Clearwater to be on line as a functioning team to manage the resources of the National Forest and provide the goods and services which naturally flow from public lands. On this there is unanimous agreement.

The members of the review team had a tough assignment. They are to be complimented for the professional and objective manner in which they completed the task.

I also need to note, that despite all the problems, Forest employees, especially those on the Ranger Districts, have maintained good morale and have accomplished some excellent work.

The review team put together a Management Strategy they hope will help the Forest operate in a more productive manner. I presented this strategy today to the staff on the Forest. I am asking the Clearwater National Forest to again function as a team to manage the natural resources in a productive manner. I have asked them to put together an action plan to implement the Management Strategy put together by the review team. My Staff and I will be working with the Forest to assure this happens.

Reply To: 1300

Date:

001 00 1992

Subject: Management Strategy

To: Forest Supervisor, Clearwater NF

Enclosed is "A Management Strategy for the Clearwater National Forest." This report was prepared by the team that evaluated the Clearwater National Forest's programs at your request.

The proposed management strategy is designed to help the Clearwater National Forest operate in a way that is more consistent with its Forest Plan and more responsive to the Forest's resource capabilities, changing conditions, and public expectations.

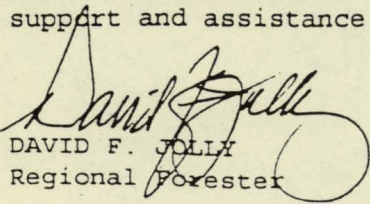
I want you to adopt this management strategy, expanding on it as appropriate, and develop a detailed implementation and action plan for my review by November 30, 1992.

The action plan should have specific identified assignments and targeted completion dates. I want you to involve Regional Office people in your implementation activities, identifying the support you would like us to provide. I want the implementation of your management strategy to be a joint Forest-Regional Office effort.

I will informally evaluate your progress in implementing the agreed to strategy over the coming year. We will schedule a formal review of your accomplishments near the end of fiscal year 1993.

As you move forward, it is important that you keep the public informed of the actions taken to implement this management strategy.

Implementation of the full "management strategy" will be an ambitious undertaking, particularly when added to your normal program of work. While implementation of the strategy will create an impact, the improvements in your operational effectiveness should begin to offset the additional work as you move ahead with the implementation of your management strategy. In the meantime, assure your people that we don't expect them to take on all of the additional work by themselves -- I'll make sure that responding to your requests for support and assistance is high priority work for Regional Office people.


DAVID F. JOLLY
Regional Forester

Enclosure

A MANAGEMENT STRATEGY
for the
CLEARWATER NATIONAL FOREST



September, 1992

Signed:

A handwritten signature in cursive script that reads "David M. Spores".

Date:

10/7/92

David M. Spores, Evaluation Team Leader

- Leader: Dave Spores, Director, Timber, Cooperative Forestry & Pest Management Staff, R-1.
- Members: Jim Caswell, Supervisor, Targee National Forest, R-4
Ron Haag, Director, Range, Air, Watershed & Ecology Staff, R-1
Jim Hagemeyer, Director, Land and Financial Planning Staff, R-1
Kirk Horn, Director, Wildlife and Fisheries Staff, R-1
Ray McLaughlin, Leader, Administrative Management Group, Administration Staff, R-1
- Coordinator: Bert Kulesza, Deputy Supervisor, Clearwater National Forest, R-1

TABLE of CONTENTS

INTRODUCTION	1
The "CURRENT SITUATION"	2
A. FOREST LEADERSHIP and DIRECTION	2
A.1 COMMITMENT to the FOREST PLAN	
A.2 MANAGEMENT OBJECTIVES and PRIORITIES	
A.3 OVERSIGHT and FOLLOW-UP	
B. PERFORMANCE and ACCOUNTABILITY	3
B.1 ROLES and OPERATING CONCEPT	
B.2 ORGANIZATION STRUCTURE and WORKFORCE MANAGEMENT	
B.3 INTERNAL COMMUNICATIONS and OPERATING RELATIONSHIPS	
B.4 PERFORMANCE EVALUATION	
C. PROGRAM MANAGEMENT and EXECUTION	5
C.1 NFMA/NEPA	
C.2 FOREST PLAN MONITORING and EVALUATION	
C.3 FOREST PLAN AMENDMENT and/or REVISION	
D. INTERNAL MANAGEMENT SYSTEMS and PROCEDURES	6
D.1 OUT-YEAR PROGRAMMING and BUDGETING	
D.2 OPERATIONAL EFFECTIVENESS and EFFICIENCY	
D.3 WORK PLANNING	
E. PUBLIC VIEW of the CLEARWATER NATIONAL FOREST	7
A MANAGEMENT STRATEGY	8
APPENDIX	
The EVALUATION PLAN	14
INTRODUCTION and BACKGROUND	
The CURRENT SITUATION	
The PURPOSE of the EVALUATION	
The EVALUATION APPROACH	

INTRODUCTION

The Regional Forester initiated this evaluation when the Supervisor of the Clearwater National Forest asked for some help with regard to finding ways to more efficiently and effectively implement the Clearwater's Forest Plan.

The evaluation was completed in two steps in accordance with the evaluation plan (see appendix). The first step involved defining the "current situation" by: (1) interviewing a wide cross-section of the Clearwater National Forest's workforce; and, (2) visiting with a variety of people and representatives of groups who are interested in the management of the Clearwater National Forest. The second step was to develop the "management strategy". The results of both these steps are summarized in this report.

Our *team observations* are defined in the *first sentence of each paragraph* contained in the "Current Situation" section of our report. The remainder of each paragraph reflects the "situation" that contributed to each observation -- our views and our interpretations of the opinions and perceptions expressed by the individuals and groups that we interviewed; this "discussion" compresses a wide range of views into very few words. While some of the discussion may be subject to debate, each observation is supported by our entire team.

As might be expected, we concluded that the Clearwater's "current situation" has been developing for an extended period -- the combined result of past management activities and the way operations are being carried out by people in the Supervisor's Office.

It's clear that the Clearwater's Leadership Team hasn't implemented the Forest Plan or responded to the emerging issues in an effective fashion. However, it's also clear that some of us who work in the Regional Office must "own" part of the responsibility for the Forest's failures, since we haven't been following-up to insure that the direction and guidance that we've been providing to the Forest is being implemented and didn't fully recognize the seriousness of the situation that has been evolving.

In spite of these failures, the morale of people working on Districts remains good. Although the "current situation" is clearly affecting their efficiency and effectiveness, District people remain enthusiastic about their work and continue to exhibit a high degree of both commitment to and pride in the work that they're doing.

When reviewing this report, please bear in mind that the Forest Supervisor asked us to suggest ways to improve the Forest's internal management activities and operations. We therefore looked for "barriers" and "opportunities to improve". No attempt was made to document the good things that people on the Clearwater are doing or things that are "working".

Finally, this report proposes a "Management Strategy" that we think will help the Clearwater National Forest operate in a way that's more consistent with its Forest Plan and more responsive to the Forest's resource capabilities, changing conditions, and public expectations. We suggest that the Forest "focus on the future" by: (1) adopting and possibly expanding upon our proposed strategy; and, (2) developing and implementing an appropriate action plan.

The "CURRENT SITUATION"

A. FOREST LEADERSHIP and DIRECTION

A.1 COMMITMENT to the FOREST PLAN

Many people on the Forest, some of whom occupy key management positions, are not fully committed to the Forest Plan. Although the Forest Plan indicates that a major portion of the Clearwater's future timber supply is to come from the un-roaded component of the Allowable Sale Quantity (ASQ), the Forest's Leadership Team isn't investing the time and money needed to plan and carry-out timber activities in the un-roaded portion of the Forest. People agree that the inventory of resource information needed to accurately project outputs, particularly timber outputs, wasn't fully available when the Forest Plan was being prepared. After the Forest Plan was approved, the Forest was given funds to improve its inventory of resource information, but the Forest's Leadership Team (staff officers in the Supervisor's Office and District Rangers) chose to spend the money to do other things. New standards are now being applied without the benefit of Forest Plan amendments and some standards in the Forest Plan are not being changed when information becomes available that suggests the original standards may be wrong.

There is a common perception on the Clearwater that the ASQ was established through political pressure and that it doesn't adequately represent the biological potential of the Forest. There's also a wide-spread but incorrect perception that the ASQ is a target rather than a ceiling that cannot be exceeded and that, because the ASQ is not being achieved, the Forest Plan is seriously flawed. Finally, there is a perception that Forest programs will be seriously disrupted by any attempt to plan timber activities in the un-roaded areas of the Forest before an Idaho Wilderness bill is passed.

While a lot of these problems and perceptions can be traced back to the polarization that developed when the Forest Plan was being finalized, they reflect a lack of commitment to fully implement the intent and expectations defined in the Forest Plan.

A.2 MANAGEMENT OBJECTIVES and PRIORITIES

Employees and members of the public remain unclear about where the Forest is headed in the future. Shortly after arriving on the Clearwater, the current Forest Supervisor initiated a transition process that involved all Forest personnel. To complete this process, the Forest Supervisor prepared a vision statement. However, the vision statement focuses more on the Forest Supervisor's management philosophy than on the establishment of future direction for the Forest. It appears that this management philosophy: (1) isn't well understood; (2) hasn't been well distributed and emphasized by the Forest Supervisor; and (3) isn't influencing the behavior of the Forest's employees.

There is no clear linkage between the work the Forest is doing and the Forest Plan and there are no processes to prioritize important Forest activities or to insure that significant decisions and high priority work ever get done. Everything the Forest does seems to be "number one priority" and nothing is ever given up when new work is assigned. The Forest Supervisor recently issued a one page statement of the Forest's objectives for fiscal year 1993. These "objectives" consist of some programs and activities that are listed in a one-line, outline format that doesn't reflect any specifically defined priorities or management expectations that the Rangers can use to develop their fiscal year 1993 programs of work and work plans. This outline was distributed to District Rangers on August 17, but the Rangers weren't involved in the development of the outline and don't know whether the list will be further defined, prioritized, and/or discussed.

A.3 OVERSIGHT and FOLLOW-UP

The Forest's Leadership Team is not evaluating on-the-ground work to insure that the results being produced are integrated and consistent with Forest Plan expectations and established quality standards. When "oversight" *does* occur, it's functionally driven. The Forest Supervisor generally visits each District only once or twice each year. The Deputy Forest Supervisor generally visits each District from two to four times each year. Resource specialists in the Supervisor's Office are heavily engaged in the performance of program management activities and office reviews of work performed by Districts. The results: some Leadership Team decisions don't link Forest Plan standards and guides to current management situations and some projects that have been laid out on the ground have to be retroactively modified to conform to the Forest Plan.

The Forest is not aggressively implementing internal management and operational decisions made by the Forest's Leadership Team or responding to oversight activities completed by higher level line officers. Forest Plan standards and guidelines aren't being uniformly applied and agreements to make selected activities and work "high priority" aren't being carried out. The Forest's Leadership Team has no formal process to insure that decisions and actions that the Forest has agreed to carry out in response to direction from higher level line officers ever get implemented.

B. PERFORMANCE and ACCOUNTABILITY

B.1 ROLES and OPERATING CONCEPT

The role of the Forest's Leadership Team is unclear, particularly as related to making important decisions concerning the workforce, the allocation of funds and targets, and the establishment of the strategies, direction, and priorities that will be used to implement the Forest Plan. The Forest Supervisor feels that "all decisions and actions the Clearwater National Forest does is a result of the Forest's Leadership Team". This perception is not shared by the Forest's staff officers, District Rangers, or the external community; they feel that significant decisions are made without involving the Forest's Leadership Team. When such decisions are made, the rationale for the decisions is rarely communicated to members of the Forest's Leadership Team or other people within the workforce.

People on the Forest don't understand the role, purpose, or composition of the Forest Interdisciplinary (ID) Team. When the concept was originally conceived by the Clearwater, the Forest ID Team was defined as consisting of all Forest Staff Officers and one District Ranger representative. The Forest ID Team isn't operating in an interdisciplinary fashion; instead, it operates as a functional staff, with a District Ranger thrown in as a concession to the cadre of District Rangers. It appears this group is called the Forest ID Team simply to meet a legal requirement defined in the National Forest Management Act (NFMA).

The role of the resource specialists in the Supervisor's Office isn't clearly defined. Some resource specialists are making program decisions without the involvement of the staff officers they work for and/or the Forest's Leadership Team.

The Forest hasn't clearly defined how NFMA and National Environmental Policy Act (NEPA) work is to be shared, coordinated, and integrated or how its NEPA Coordinators are expected to operate. Some District NEPA Coordinators lead each interdisciplinary team on the District; others coordinate the NEPA work being performed by interdisciplinary teams that are led by a variety of other people and rarely serve as ID team leaders themselves. District NEPA Coordinators can't operate effectively with the NEPA Coordinator in the Supervisor's Office when resource specialists in the Supervisor's Office attempt to influence District work in a functional manner and/or don't coordinate or integrate their work.

B.2 ORGANIZATION STRUCTURE and WORKFORCE MANAGEMENT

There appears to be no plan or effort to organize or align the size and composition of the workforce in accordance with currently assigned and funded targets. The Leadership Team is spending a disproportionate amount of time addressing the Forest's budget and isn't aggressively pursuing opportunities to reduce the cost of the workforce or to bring the workforce into balance with the Forest's reduced timber targets and funds. Unit costs associated with Forest's timber program are increasing. When two staff officer positions in the Supervisor's Office recently became vacant, the Forest's Leadership Team had an opportunity to integrate some areas of functional responsibility and to reduce operating costs. With very little support from the Forest's Leadership Team, the Forest Supervisor decided to fill both vacant positions and create an additional staff officer position. Subsequently, the Forest Supervisor indicated he was directed by the Regional Forester to fill the three positions.

B.3 INTERNAL COMMUNICATIONS and OPERATING RELATIONSHIPS

Ineffective internal communications and failure to integrate different points of view into the Forest's decision process are contributing to: (1) poor working relationships and lack of team work among Leadership Team members and within the workforce; (2) confusion with regard to the role of Rangers and Staff Officers and the purpose of their participation as members of the Forest's Leadership Team; (3) conflict among staff specialists in the Supervisor's Office; (4) failure to follow-up and implement decisions (especially those that are controversial); (5) disruption and/or failure to achieve work that is expected to be performed by people on the Ranger Districts; (6) reduced credibility of and support for the Forest's Leadership Team; and (7) loss of public confidence and trust in the Clearwater National Forest.

Constant in-fighting and posturing on the part of the resource specialists and staffs within the Supervisor's Office prevent effective teamwork and interfere with the accomplishment of work at both the Supervisor's Office and District levels. Most of the personalities involved within the "warring" factions have been on the Forest for a considerable length of time and the deterioration of their interactions and relationships has taken place over an extended period.

A very powerful functional orientation exists within the Supervisor's Office. Internal commitment to the Forest Plan among resource staffs and resource specialists is poor, although their allegiance to their individual resource disciplines is strong. Very little teamwork is evident. People on Ranger Districts must apply extraordinary coping skills in order to deal with people in the Supervisor's Office, particularly when interacting with the resource specialists who make or influence the Forest's budgeting and resource management decisions.

B.4 PERFORMANCE EVALUATION

In general, performance expectations and accountability standards for members of the Forest's Leadership Team aren't clearly stated or well understood. Current performance standards that address the importance of coordination and teamwork aren't being appropriately applied to members of the Forest's Leadership Team and to resource specialists in the Supervisor's Office during their annual performance evaluations. In the Forest Supervisor's Office, more attention is being focused on the achievement of functional activities than on the *integrated* application of the standards and expectations defined in the Forest Plan. Members of the Forest's Leadership Team aren't collectively accountable for the accomplishment of Forest Plan implementation work or the *integrated, on-schedule* achievement of the *collective* targets that have been assigned to the Forest by the Regional Forester.

C. PROGRAM MANAGEMENT and EXECUTION

C.1 NFMA/NEPA

The Forest is finding it difficult to comply with the complex requirements of the National Forest Management Act (NFMA) and National Environmental Policy Act (NEPA). The number of legalistic appeals from non-local people and organizations is increasing, as is the number of appeals that the Regional Forester is having to remand to the Forest Supervisor.

Forest Plan standards and guidelines are somewhat broad and programmatic in nature. In some cases, standards and guidelines appear to be used as goals rather than as the basis for developing and implementing integrated land and resource management prescriptions.

Some Forest Plan standards that are being applied during NFMA analyses are more restrictive than the standards contained in the current Forest Plan. Changes in the application of standards require either a site-specific or a Forest Plan amendment. Neither is occurring. The application of these "new" standards is limiting the decision space within which projects are being considered. One of the outcomes is the production of less timber volume than predicted by the Forest Plan.

The Forest has failed to coordinate and provide guidance to Districts with regard to the performance of NFMA analyses. Districts are making independent decisions about when and where they should concentrate their analysis efforts. The lack of centralized Forest strategy and guidance is resulting in wasted effort and the ineffective use of the limited funds available to complete environmental analyses.

The decision by the previous Forest Supervisor to make District Rangers responsible for preparing and approving NEPA documents has had limited success. The Forest is not producing well integrated, timely, and legally defensible NEPA documents. The complexity and volume of work associated with NEPA analyses and appeals is making it increasingly difficult for Rangers to produce legally sufficient NEPA documents that reflect the sound resource management prescriptions that the public properly expects.

The Forest's NEPA process isn't operating effectively or efficiently. To improve the quality and legal sufficiency of NEPA documents, the Forest has recently implemented a requirement that Districts submit draft NEPA documents to the Supervisor's Office for staff review before they are approved by District Rangers. These reviews are generally completed by resource specialists. Rather than being reviewed and integrated by the Forest's ID Team or responsible staff officers, the specialists send their comments directly to the Rangers. District people thus have to respond to confusing and frequently conflicting comments.

C.2 FOREST PLAN MONITORING and EVALUATION

The Forest doesn't have an overall strategy to guide the monitoring and evaluation of Forest Plan implementation activities. Monitoring appears to be done on a piecemeal basis. Resource specialists determine the priority and location of monitoring activities. Monitoring is thus influenced by functional considerations.

The relationship between current monitoring activities and the issues that the Forest is facing is questionable. Most monitoring activities are focusing on "implementation monitoring" (did we do what we said we would do?). Very little emphasis is being placed on "effectiveness monitoring" (did the management practice do what we wanted it to do?) and "validation monitoring" (is there a better way to meet Forest Plan goals and objectives?). The result is that it's difficult to either validate or identify the need to change original Forest Plan assumptions.

The Forest is *informally* applying changes in standards and guidelines even when it has adequate monitoring data to reflect a need to *formally* amend the Forest Plan. Some standards and guidelines are being refined during project implementation. The result is that Forest Plan standards and guidelines are being modified

without public involvement and without determining the degree to which the modification will enhance resource values or impact resource outputs.

Although some evaluation of the information acquired from monitoring activities has been completed, little emphasis is being placed on publishing the results.

C.3 FOREST PLAN AMENDMENT and/or REVISION

The Forest Plan isn't being kept current. The Forest has made very few amendments. It appears that the Forest's Leadership Team has difficulty closing on an issue to the point of implementing a formal change. Most issues debated by the Leadership Team never lead to decisions that are implemented. Without ownership and support, formal change is difficult if not impossible to implement. The lack of clear decisions permits each Ranger District to do its "own thing" when responding to management issues.

The Forest is acutely aware of the problems that its having with regard to scheduling a timber program. The problems, which include appeals, NEPA accomplishment, roadless area entry, and past activities on the roaded component, are constraining the Forest's ability to achieve its timber sale targets and restore its timber pipeline.

The Leadership Team has initiated a "Forest Plan review" but the purpose of the review is not well understood. It's unclear whether the review will attempt to determine which Forest Plan decisions are working and which need to be changed or just attempt to show that the ASQ ceiling is "wrong". There's a widespread perception that the review is intended to "fix" the ASQ. This perception is at least partially due to the wide-spread lack of commitment to the existing Forest Plan and the persistent but incorrect view that the current ASQ represents the Forest's targeted timber program. Unless the Leadership Team clarifies its review strategy and describes how the review will help resolve internal conflict and improve the Forest's future ability to implement its Forest Plan, the review process may simply generate more controversy and increased operating costs.

D. INTERNAL MANAGEMENT SYSTEMS and PROCEDURES

D.1 OUT-YEAR PROGRAMMING and BUDGETING

The process being used to develop out-year budgets isn't well understood by members of the Forest's Leadership Team. Neither is it clear what role the Forest's Leadership Team plays in making and implementing important financial and priority-setting decisions. It appears that the responsibility to determine where and how some funds will be spent has been abdicated by members of the Leadership Team and/or delegated to some resource support specialists within the Supervisor's Office. The resource specialists who control the Forest's "purse strings" do not coordinate or integrate their functional decisions, which creates confusion and contributes to the inefficient allocation of financial and personnel resources.

D.2 OPERATIONAL EFFECTIVENESS and EFFICIENCY

The Forest's Leadership Team isn't reviewing delegations of authority, budget and program direction, and the size and composition of the workforce needed to operate effectively and efficiently. Reductions in the Forest's programmed timber outputs are resulting in substantial budget reductions, making it difficult to maintain District workforces that have the full range of skills and experience needed to produce legally sufficient NEPA documents.

The Forest completely decentralized the timber sale decision process, assigning all analysis responsibility and decision authority to the District Rangers. Recent appeals and the subsequent requirement that NEPA documents be reviewed in the Supervisor's Office before being approved by Rangers indicate that the

Districts may not be staffed with people who have the necessary skills and experience to properly use the delegations.

D.3 WORK PLANNING

Five year timber sale action plans are not being maintained and effectively used to schedule and integrate timber activities with other Forest Plan implementation activities. Current timber activities focus on scheduling and preparing sales in the roaded portion of the Forest's suitable land base in order to meet current year targets rather than on implementing a broad strategy to schedule and maintain a timber program that's designed in response to the intent and expectations defined in the Forest Plan.

E. PUBLIC VIEW of the CLEARWATER NATIONAL FOREST

While many divergent opinions were expressed during the interviews with interested people and representatives of various public groups, it's clear that the public views the Clearwater National Forest as an organization that lacks management direction and that's suffering from a lack of internal commitment to the Forest Plan and assigned programs. While there's strong public support for the Forest Plan, many people do not believe that the Clearwater has a clear vision or understanding about where the Forest is headed. The Clearwater has lost its credibility with regard to being able to deliver what it says it will do.

Most of the people interviewed are aware of the turmoil within the Supervisor's Office and feel that many employees have a personal agenda that runs contrary to Forest Plan and budgeting direction. There is also a feeling that employees are not "accountable" and that this contributes to the Forest's failure to accomplish its timber sale program.

Some of the people interviewed clearly don't want management activities to occur in the un-roaded portion of the Forest and fear that this evaluation may be used to change existing Forest Plan standards and guidelines in a way that will promote timber harvesting.

The majority of the suggestions about how to improve the "current situation" related to a need for the Forest to: develop clear direction; set priorities; hold people accountable; and work more closely with the public.

A MANAGEMENT STRATEGY

The following management strategy is intended to provide broad direction rather than to specify a list of actions needed to improve the operational effectiveness of the Clearwater National Forest. Our team decided to suggest a "management strategy" rather a list of specific actions based upon the premise that change is more effective when its generated by people who work *within* an organization than when it's planned and directed by "outsiders".

After the Regional Forester and Supervisor of the Clearwater National Forest discuss this report and agree upon a final strategy, we suggest that the Forest's Leadership Team be directed:

1. To adopt and expand upon our proposed "management strategy".
2. To develop a plan that specifies the actions needed to implement the broad strategy, to define who is responsible for each action, and to specify when each action will be completed.
3. To call upon people from the Regional Office for assistance during the development and implementation of the Forest's action plan.

We also see a need to periodically evaluate the Clearwater's progress with regard to implementing this "Management Strategy" and other operational improvements. *Informal* oversight evaluations should occur frequently *during* fiscal year 1993. *Formal* evaluation of the results achieved by the Clearwater Leadership Team should be scheduled during the *last quarters* of fiscal years 1993 and 1994 to provide the Regional Forester with the feedback needed to complete the Clearwater Supervisor's annual performance appraisal.

A. FOREST LEADERSHIP and DIRECTION

A.1 COMMITMENT to the FOREST PLAN

1. Ensure that all employees understand: (1) the purpose of the Forest Plan versus Forest Plan implementation activities; (2) the intent and application of the Chief's two step decision process; and, (3) that the implementation of the Forest Plan depends upon actual on-the-ground capabilities that are determined by project level analysis.
2. Make the implementation of the Forest Plan the driving force behind everything that the Forest does -- the establishment of internal management direction, out-year programming and budgeting, work planning, and the evaluation of both on-the-ground results and the performance of each employee.
3. Use the annual monitoring and evaluation report and other means to build commitment to the Forest Plan by portraying to the public and to all Clearwater employees what Forest Plan direction is working, what direction needs to be changed, and what direction needs further study. These reports must also summarize the successes, problems, and issues associated with implementation of the Forest Plan and include an accurate projection of what goods and services will be provided by the management activities scheduled for completion during the coming year.

A.2 MANAGEMENT OBJECTIVES and PRIORITIES

1. Develop and issue a prioritized, annual statement of Forest's major management objectives and work priorities that is clearly linked to the Forest Plan.
2. Members of the Leadership Team use the statement of Forest management objectives and priorities to plan, prioritize, and schedule the work to be completed during the next fiscal year.

3. Coordinate and integrate the program of work and work plans prepared by each member of the Forest's Leadership Team to insure optimum use of people within the Forest's workforce and the completion of high priority work.

A.3 OVERSIGHT and FOLLOW-UP

1. Initiate a process to evaluate the work being completed by Districts in an integrated fashion and to translate the results of these evaluations into the direction and priorities needed for future management activities.
2. Initiate a process to insure that important Leadership Team decisions and the results of all review and evaluation activities completed by the Forest and higher level organizations are fully implemented.

B. PERFORMANCE and ACCOUNTABILITY

B.1 ROLES and OPERATING CONCEPT

1. Clearly define the purpose of the Forest's *Leadership Team* and the *Forest Interdisciplinary (ID) Team* and how they are expected to operate.
2. Clearly define the role and the way that *resource specialists in the Supervisor's Office* are expected to operate, including consideration of: (1) the type of service and support that they're expected to provide to the Forest's Leadership Team, the Forest Interdisciplinary (ID) Team and to the Districts; (2) the degree to which they are expected to *integrate* their work; and, (3) the degree to which they are responsible for program management activities and the *integrated* accomplishment of Forest targets and programs.
3. Clearly define the NFMA/NEPA roles of the Supervisor's Office and Districts and how NEPA Coordinators at both levels are expected to operate.

B.2 ORGANIZATION STRUCTURE and WORKFORCE MANAGEMENT

1. Design a new organization structure for the Supervisor's Office that promotes an integrated approach to management and the implementation of the Forest Plan in accordance with the selected roles and operating concept.
2. Implement the changes in the Supervisor's Office staff structure immediately.
3. Design the size and composition of the workforce assigned to each staff in the Supervisor's Office and each District in accordance with: (1) the selected organization roles and operating concept; and, (2) projected target and funding levels.
4. Phase-in the remainder of the new organization structure and workforce within three years, responding to changes in program levels and funding as they occur.

B.3 INTERNAL COMMUNICATIONS and OPERATING RELATIONSHIPS

1. Initiate team building sessions to help improve the effectiveness of the Forest's Leadership Team and the resource specialists in the Supervisor's Office.

2. Use a professional facilitator during all Leadership Team meetings to help implement the new organization and the selected operating concept.

B.4 EVALUATION of PERFORMANCE

1. Establish on-the-job cooperation and coordination performance standards and expectations for each Clearwater National Forest employee.
2. In addition to their leadership and program management responsibilities, make members of the Forest's *Leadership Team*: (1) *individually* accountable for the degree to which their personal actions and the actions of the people that they supervise contribute to the *integrated* implementation of the Forest Plan; (2) *collectively* accountable for the performance and effectiveness of the Leadership Team; and, (3) *collectively* accountable for the accomplishment of *all targets* assigned to the Forest by the Regional Forester.
3. In the Supervisor's Office, make *resource specialists* and other people who support the environmental analyses and other work associated with the implementation of the Forest Plan *individually* accountable for: (1) the degree to which they *coordinate and integrate* their work with other people in the Supervisor's Office and on Districts; (2) the *quality* of the support that they provide to District Rangers with regard to the identification, evaluation, and resolution of issues related to NFMA and NEPA analyses; (3) *improving the results and effectiveness* of the Clearwater's Forest Plan implementation activities; and, (4) *completing their assigned work* in accordance with the priorities and schedules established by District Rangers and other members of the Forest's Leadership Team. In addition, make them *collectively* accountable for the accomplishment of *all targets* assigned to the Forest by the Regional Forester.

C. PROGRAM MANAGEMENT and EXECUTION

C.1 NFMA/NEPA

1. Ensure that people at all levels, including line and staff officers, fully understand the NFMA/NEPA process.
2. With the involvement of all members of the Forest's Leadership Team, establish Forest-wide priorities for the implementation of the Forest Plan.
3. Implement a process that will establish annual priorities for the completion of NFMA and NEPA analyses.
4. Design a process that will insure that NEPA analyses and decisions satisfy all NEPA requirements and that the Forest's Leadership Team is fully involved in all key decisions.

C.2 FOREST PLAN MONITORING and EVALUATION

1. Implement a strategy to identify, prioritize and respond to management issues that are identified through the monitoring and evaluation process and need to be resolved.
2. Implement a process to insure that implementation monitoring, effectiveness monitoring, and validation monitoring produce the information needed to keep the Forest Plan current and responsive to identified management issues.

C.3 FOREST PLAN AMENDMENT and/or REVISION

1. With the involvement of all members of the Forest's Leadership Team, develop the strategy and procedures that will be used to keep the Forest Plan current.

D. INTERNAL MANAGEMENT SYSTEMS and PROCEDURES

D.1 OUT-YEAR PROGRAMMING and BUDGETING

1. Establish a formal out-year programming process that is tied to and integrated with the Forest Plan.
2. Allocate funds and targets in an integrated fashion, with the full participation of all Leadership Team members.

D.2 OPERATIONAL EFFECTIVENESS and EFFICIENCY

1. Review the delegation of timber sale authorities in light of changing roles, program complexities, budgets, and workloads in order to shape an organization that will effectively and efficiently accomplish the Forest's timber program.
2. Implement the organization and workforce needed to complete the NFMA, NEPA, and other work necessary to produce the timber targets assigned to the Forest by the Regional Forester.

D.3 WORK PLANNING

1. Use an interdisciplinary process to develop five year timber sale schedules that are integrated with other scheduled Forest Plan implementation activities.

E. PUBLIC VIEW of the CLEARWATER NATIONAL FOREST

1. Develop an effective public involvement strategy that effectively tells the "Clearwater Story" and gets interested people involved during the identification and resolution of both current and emerging issues. *use*

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APPENDIX

EVALUATION PLAN

INTRODUCTION and BACKGROUND

On July 10, 1992, the Supervisor of the Clearwater National Forest asked the Regional Forester to initiate an evaluation of the Forest's programs. The possibility of such an evaluation was first discussed when selected members of the Regional Forester's Leadership Team were visiting the Forest to complete their mid-year review of the Clearwater's accomplishments during FY 1992 -- an event that the Leadership Team completes annually on each Forest in the Region.

In his request, the Forest Supervisor expressed concerns about: (1) the way "changed conditions" are influencing the Clearwater's ability to implement its Forest Plan; (2) the number of NEPA decisions that are being appealed on the Clearwater; (3) the degree to which appeals of planned timber sales are affecting the Forest's ability to assure a sustainable and balanced level of timber production; (4) escalating timber costs; (5) the ability of the Clearwater to provide the future timber supply needed to support its dependent communities; and, (6) the Forest's relationship with the people who live and work in these communities.

In response to the Supervisor's request, the Regional Forester asked a team of people to evaluate the relationship between the Clearwater National Forest's timber program and the Clearwater's Forest Plan and then to suggest ways to help the Forest successfully achieve its assigned timber targets.

The Clearwater Forest Plan was signed in September, 1987. The plan allocated 988,000 acres as "suitable" for timber management and established an average annual ASQ (AAASQ) of 173 MMBF. About 58 percent or 100 MMBF of this AAASQ is contained within the *roaded* portion of the Forest's suitable land base and about 42 percent or 73 MMBF is contained within the *unroaded* portion of its suitable land base.

From FY 1988 through FY 1991, the Clearwater accomplished an average of nearly 89 percent of its *assigned* timber sale program. During this period, 466 MMBF of the volume produced was chargeable to the Forest's ASQ (about 67 percent of the Forest's accumulated AAASQ of 692 MMBF for the 4-year period).

The number of timber sale appeals received by the Clearwater has been increasing since FY 1988. One timber sale decision was appealed in FY 1988. So far, during the first nine months of FY 1992, eight sales have been appealed and the Regional Forester has upheld appeals involving 26.2 MMBF or 35 percent of the Clearwater's programmed timber targets. Overall, about 50 percent of the appeals received by the Clearwater have been upheld by the Regional Forester.

When appeals are upheld, previously completed work has to be re-done and work needed to sustain a future flow of timber production from the Forest has to be foregone. As the number of appeals mounted and in response to emerging issues, the Clearwater began moving scheduled sales forward in order to try to achieve its targeted levels of annual timber production.

The Clearwater has relied upon its *roaded* area to maintain a short-term supply of timber for dependent communities and businesses. Of the volume that is chargeable to the Clearwater's ASQ during the period from FY 1988 through FY 1991, 419 MMBF came from the Forest's *roaded* area and 48 MMBF came from the Forest's *unroaded* area.

The Clearwater's monitoring and evaluation activities are indicating that the cumulative effects of past management activities are approaching the point where future timber sales in the Forest's *roaded* area may have to be deferred in order to adhere to Forest Plan standards.

The Clearwater is also having to respond to a variety of emerging issues and new information, such as an (updated riparian inventory, a new definition and assessment of "old growth", and newly listed threatened, endangered or "sensitive" plants and animals)

To sum up, the combined effects of timber management activities in the roaded portion of the Forest, the increasing number of new appeals being received and the work associated with responding to them, the need to re-do previously completed work when appeals are upheld, and the need to respond to emerging issues and new information have created a situation that is making it difficult for the Clearwater National Forest to accomplish its assigned timber program.

The CURRENT SITUATION

- Complex decisions requiring EIS's, particularly those that are considering management activities in unroaded and other sensitive areas, are not being completed on schedule and are reducing the Clearwater's ability to offer future timber sales. During FY 1992, the Clearwater has been working on ten timber sale EISs; so far it has completed two.
- Unit costs associated with the Clearwater's timber program are increasing -- due at least in part to the complexity and intensive analysis associated with future timber activity within the roaded portion of the Forest, where past activities and changing conditions are limiting management alternatives.
- There is no longer any volume in the Forest's timber sale pipeline.
- The Clearwater's assigned timber production target for FY 1992 is 75 MMBF -- a 50 percent reduction from the programmed level of 150 MMBF in FY 1991. In FY 1992, the Clearwater received \$5.397 M to finance its timber program -- a 25 percent reduction from the amount received in FY 1991.
- As of July 15, 1992, the Forest's STARS data base indicates the following:
 - Gate 1: planned for FY 92 = 3.0 MMBF, accomplished = 2.8 MMBF;
 - Gate 2: planned for FY 92 = 47.8 MMBF, accomplished = 3.6 MMBF;
 - Gate 3: planned for FY 92 = 55.9 MMBF, accomplished = 2.4 MMBF.
- The Forest Supervisor predicts that the Clearwater's actual sale volume for FY 92 will range from 22 to 37 MMBF.
- The Forest Supervisor predicts that the Clearwater's annual timber sale program will range from 60 MMBF in FY 1993 to 84 MMBF in FY 1997. This compares with an average program accomplishment of 144 MMBF per year over the past 5 years.
- The Clearwater is responding to the listing of the fall run of Chinook Salmon as a "threatened" species and the potential designation of the Clearwater basin as critical habitat for the spring and summer runs of Chinook Salmon.
- Public interest in and/or concern about the availability of a future timber supply in the area served by the Clearwater National Forest is rapidly increasing.

The PURPOSE of this EVALUATION

To present the Regional Forester and Supervisor of the Clearwater National Forest with a range of **management alternatives** that will help the Forest successfully achieve its assigned timber targets, while adhering to the standards and guides defined in the Clearwater's Forest Plan.

The EVALUATION APPROACH

Since adjustments to any program assigned to a single Forest may affect programs assigned to other Forests within the Region, the results of the evaluation will be considered by both the Regional Forester and the Forest Supervisor -- to insure that the effects of any management actions resulting from this evaluation are considered from a Regional perspective.

So that any future changes in the Clearwater's timber program are both "operationally" practicable and responsive to public concerns, two separate groups of people will conduct this evaluation.

An *Operations Group* will evaluate the relationship between the Clearwater's timber program and its Forest Plan to identify ways to help the Forest successfully achieve its assigned timber targets.

A *Public Issues and Concerns Group* will solicit and summarize ideas from people who are either interested in or concerned about the management of the Clearwater National Forest; this summary will be used to help the Regional Forester and the Supervisor of the Clearwater National Forest select appropriate management strategies and actions from the alternatives identified by the Operations Group.

While they will operate independently, the two groups will share the information they collect and complete a draft report by August 28, 1992. The consolidated report will be presented to the Regional Forester and Supervisor of the Clearwater National Forest by September 25, 1992.

The OPERATIONS GROUP

OBJECTIVE:

To identify a range of **management actions** that will *enable* the Clearwater National Forest to successfully achieve its assigned timber targets, while adhering to the standards and guides defined in the Clearwater Forest Plan.

The GROUP:

- Leader:** Dave Spores, Director, Timber, Cooperative Forestry & Pest Management Staff, R-1.
- Members:**
- Jim Caswell, Supervisor, Targee National Forest, R-4
 - Ron Haag, Director, Range, Air, Watershed & Ecology Staff, R-1
 - Jim Hagemeyer, Director, Land and Financial Planning Staff, R-1
 - Kirk Horn, Director, Wildlife and Fisheries Staff, R-1
 - Ray McLaughlin, Leader, Administrative Management Group, Administration Staff, R-1
- Coordinator:** Bert Kulesza, Deputy Supervisor, Clearwater National Forest, R-1

The SCOPE of the Operations Group's Evaluation:

The scope of the Operations Group's evaluation will include consideration of:

1. Changed Conditions
2. NFMA
3. NEPA

4. **Suitable Land Base**
5. **Operational Efficiency and Effectiveness**
6. **Internal Relationships (and perceptions with regard to external relationships)**

SCHEDULE of ACTIVITIES:

After the Forest Leadership Team presents a brief overview of the major issues associated with the Clearwater's timber program on August 17, the Operations Group will spend the one week interviewing people in the workforce and collecting information relating to the status and operation of the timber sale program on the Clearwater National Forest. The following week will be spent evaluating the collected information and drafting the evaluation report.

The PUBLIC ISSUES and CONCERNS GROUP

OBJECTIVE:

To identify the **public issues and concerns** associated with the Clearwater National Forest's timber program.

The GROUP:

- Leader:** John Hughes, Deputy Regional Forester, R-1
- Member:** Jim Reid, Director, Management Systems Staff, R-1
- Recorder:** Roselyn Gyles, Secretary to the Regional Forester

The SCOPE of the Public Issues and Concerns Group's Evaluation:

1. **External Relationships**
2. **Public Issues and Concerns**

SCHEDULE of ACTIVITIES:

After the Forest Leadership Team presents a brief overview of the major issues associated with the Clearwater's timber program on August 17, the Public Issues and Concerns Group will spend the remainder of the week interviewing individuals and representatives of groups who have expressed interest in the status of the timber sale program on the Clearwater National Forest. The points of view express will be summarized and presented to the Regional Forester, Forest Supervisor, and the Operations Group.