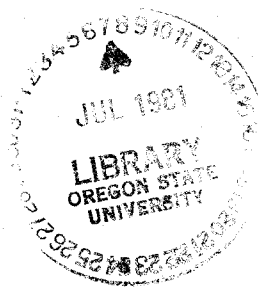


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U.S. Forest Service Land Use Planning: A Summary and Highlights of Current Regulations



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U.S. Forest Service Land Use Planning:
A Summary and Highlights of Current Regulations

Tiff Harris, State Extension Agent
Oregon State University Extension Service

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CONTENTS

	<u>Page</u>
Looking Back	1
Overall Planning Framework.....	3
The Planning Process.....	4
Forest Planning "Actions".....	6
That's How It Works On Paper.....	10
Appendix 1. Administrative Reviews.....	11
Appendix 2. Public Notices and Review Periods.....	12
Appendix 3. Approval Process for a Forest Plan.....	13
Appendix 4. Revisions and Amendments of Forest Plans.....	13
Appendix 5. Where to Find Planning Documents.....	14
Appendix 6. Organization of the USDA Forest Service.....	15
Appendix 7. Some Tips on Participation.....	18

The USDA Forest Service plans for the management and use of some 187 million acres of Forest Service lands. Despite varying degrees of internal confusion and disagreement over what constitutes the "best" approach, the Forest Service has generally been enthusiastic about planning. The agency's approach to planning has been responsive to new Congressional directives as well as changing social, political, and economic realities. The Service is once again in the process of changing its planning procedures, this time primarily in response to the National Forest Management Act of 1976.

To participate more effectively in Forest Service planning, it is necessary to know how the general planning system works, who makes key decisions, and to be aware of various opportunities for participation. This circular describes the overall Forest Service planning system and highlights your opportunities to participate in formulating Forest Service land and resource management plans.

Regulations that outline Forest Service planning procedures are now in force. These regulations are printed in the Federal Register, Volume 44, Number 181, Monday, September 17, 1979. Those interested in a detailed understanding of Forest Service planning are encouraged to read these regulations, but it is not necessary to do so to more effectively participate. To better understand the rationale behind the new regulations and the planning procedures they require, let's look at how Forest Service planning efforts have changed over time.

Looking back

During the early 1900's, most National Forest System lands were hard to get to and there was little public demand for all the products and services now provided by these lands. Conflicts among resource uses were relatively minor, and local needs carried more weight than regional or national demands when it came to allocating forest resources. The Forest Service gave priority to protecting Federal forests from fires, damaging insects and diseases, and unauthorized use. Most Forest Service planning in that era centered on specific work plans for forest land rehabilitation, protection, and reforestation.

As time went on, however, this situation changed. Our National forests were opened up and made more accessible, resulting in more demands by the public for forest resources. World War II contributed to the increasing demands on public forests because of the needs of Allied forces for timber. These growing

demands on our National forests led to a dramatic increase in "management" in the 1940's and 1950's.

Early laws that directed the administration of National forests referred only to timber and water resources. Recognizing a need for specific statutory direction to manage all resources on the National forests, Congress passed the Multiple Use-Sustained Yield Act in 1960.

The Multiple Use-Sustained Yield Act formalized federal land management planning into a distinct process. At that time the basic documents that described how various resource uses would be coordinated were called "Multiple Use Plans," and separate plans were made for each National Forest Ranger District. While these plans were helpful in determining the compatibility of various resource uses, they stopped short of setting overall goals for resource development. Instead, these goals were established in separate resource development plans that were prepared for each National forest.

In the early 1960's public concern over environmental problems intensified. Many Americans began to feel that clean air, pure water, and natural beauty were as important to their standard of living as the consumption of industrial products. Reflecting this awakening environmental awareness, public attention to the management of the Nations' forest lands increased. One outgrowth of this public concern was the Wilderness Act of 1964, which created a National Wilderness Preservation System. The Act requires that areas of high wilderness value on the National forests be designated as wilderness and preserved in their natural state. But while concern for the environment reached new heights, so did the demand for the forest products and services provided by our National forests.

By the mid 1960's, the Forest Service appeared to be in a dilemma. On one hand, the demand for forest resources and products was increasing rapidly, and on the other, the renewable resource base was seen to be shrinking as areas were taken out of the production and classified as wilderness. Some critics claimed that the management of the National Forest System was out of balance, that some uses were being increased at the expense of others, and that the Forest Service was not managing the National Forest System for multiple uses. Nor was the public being given an adequate chance to formally influence Forest Service decisions.

To address the growing national concern for environmental quality, Congress passed in 1969 the National Environmental Policy Act (NEPA). In complying with

this Act, the Forest Service made three major changes in its approach to planning: 1) NEPA requires that public involvement now be an integral part of the planning process; 2) in accordance with NEPA, the Forest Service now takes a strict interdisciplinary approach in developing and analyzing plans. In other words, each resource is to be given full consideration in the planning process; and 3) because many of their activities "significantly" affect the environment, NEPA requires the Forest Service to prepare environmental impact statements for most of their planning efforts.

To implement NEPA more effectively, the Forest Service began preparing plans for specific portions or "units" of National forests. Unit plans are more detailed than Ranger District Multiple Use Plans, and they apply to geographic areas containing similar social and physical resources and land characteristics, rather than to Ranger Districts. While seen by many as an improvement, Unit planning did not provide for the overall coordination of planning efforts on each National forest, and national and regional needs were not explicitly considered in the process.

Overall Planning Framework

In 1974, Congress passed the Forest and Rangeland Renewable Resources Planning Act (RPA), which was amended and further modified by the National Forest Management Act of 1976 (NFMA). These two pieces of legislation provided the Forest Service with an overall framework for managing our National forests. This planning framework requires comprehensive planning at each of the three administrative levels of the Forest Service: National, Regional, and Forest level.

At the National level, RPA requires the Chief of the Forest Service to do basically two things: 1) prepare an "Assessment" of the Nation's forest and rangeland renewable resources which analyzes present and future supplies and demands, and 2) develop a "Program" which describes the long range activities of the Forest Service in research, cooperative programs, and in the management of the National Forest System. The first Assessment and Program were submitted to Congress in 1975, and both are to be updated in 1980. After that, the Assessment will be updated every 10 years, and the Program every 5 years.

These two documents, the Assessment and Program, are the source of National goals and objectives for our renewable resources on the National Forest System. Public involvement in establishing these goals and objectives is encouraged, and

environmental impact statements are prepared on each document. Unlike the second Roadless Area Review and Evaluation (RARE II), however, which focused on the management of specific land areas and drew thousands of responses nationwide, the RPA process seeks input on broad national goals, and this has predictably resulted in much less public interest and participation.

Planning at the National level is related to planning at the Forest level by way of Regional planning. Each of the nine Forest Service regions are assigned a portion of each National goal and objective, depending on the resource capabilities of each region. That is, each Forest Service region is responsible for "doing its part" in achieving National objectives, but "its part" is defined according to the capability of each Region to supply specific resources. These Regional "targets" then show up in the goals and objectives of Regional plans as prepared by each Regional Forester.

Just as Regional plans incorporate and reflect National goals and objectives, Forest Land and Resource Management Plans (Forest Plans) incorporate and reflect Regional goals and objectives. Portions of each Regional goal and objective are assigned to each National forest in the region, depending on local supply capabilities and market conditions.

While it seems plans are largely handed down from above, note that Forest Service regulations require that plans at all levels reflect local, "ground level" realities. In other words, planning information flows in both directions, and Regional planning spans the gap between Forest level conditions and National needs.

To help assure uniform plans at all levels, the Forest Service uses much the same approach to planning at each level. They follow the same basic process in planning at the National, Regional, and Forest levels of administration, and the public can participate at any step in the process and at any level. Most people, however, prefer to participate at the Forest level of planning. The issues affect them more directly, and their interaction with agency is more personal and probably more effective at that level. Because of this, we'll discuss the Forest Service planning process in terms of developing a Forest Plan.

The Planning Process

RPA/NFMA require the Forest Service to develop land and resource management plans for each National Forest System planning unit (this means for each National Forest). The new planning regulations state that these Forest Plans are

to be "comprehensive," "integrated," and developed using an "interdisciplinary team" approach. They are to be developed using public involvement, and updated at least every 10 years. The word "comprehensive" as used here means that the plan must consider all Forest resources and values. The word "integrated" means that resources will not be considered and planned for "out of context." That is, the management options for one resource, such as watersheds, will be analyzed in terms of their impacts on all other resources.

The Forest Service approaches planning as a sequence of overlapping planning activities or stages (referred to as "planning actions"), and according to their regulations, public involvement can take place at any stage in the process. Realistically, however, most people would find it hard to participate in all Forest planning actions. Such an effort would require a lot of time, as well as levels of technical expertise most people do not have.

The Forest planning effort begins when the Forest Supervisor appoints an "interdisciplinary planning team," composed of Forest Service personnel representing a variety of specialties in resource management (e.g. wildlife, timber production, recreation, watersheds, range, etc.). This team operates independently, but works very closely with the Forest Supervisor; there is constant interaction. The team's main responsibility is for the actual development of the Forest Plan, which means it assembles and analyzes data, conducts public involvement efforts, and coordinates all planning activities. The planning team also develops a range of management alternatives and evaluates the effects of each alternative. But while the interdisciplinary team does develop the Forest Plan, it does not make management decisions. This last point is very important. If your objective in participating in the Forest Service's planning process is to influence the eventual decision, then you must know who makes key decisions.

In the development of a Forest Plan, the Forest Supervisor recommends to the Regional Forester the management alternative to be implemented. The final decision on the selected alternative rests with the Regional Forester, but the recommendations of the Forest Supervisor greatly influence the Regional Forester's decision. You should therefore establish and maintain direct contact with the Forest Supervisor. Find out about the Supervisor's public participation objectives and make yourself known, who you may be speaking for, and why you are interested in participating. If for some reason the Forest Supervisor's recommendations to the Regional Forester are unsatisfactory to you, you should attempt to make your views known to the Regional Forester directly.

This is not to say you should look for short-cuts in the planning process. Developing a Forest plan is a long and complex process, and you should participate as fully as possible in the activities of the planning team. In fact, you run the risk of being unable to request the review of a decision if you try to side step the planning process (see Appendix 1). The regulations state that "the public is encouraged to participate throughout the entire planning process," and for reasons which will become clear, it is to your advantage to do so.

Forest Planning "Actions"

The new regulations require the Forest Service to perform the following planning actions. The end result of these actions, at the Forest level, is the implementation and monitoring of a comprehensive Forest-wide Land and Resource Management Plan. Remember that these activities often overlap.

1. Identify issues, concerns and management opportunities

Resource management goals and objectives for each National Forest must be meaningful and realistic; they must reflect the issues, concerns, and management opportunities that are specific to each Forest. This means that the planning team must begin its work by identifying important local issues, concerns, and management opportunities. These are the issues and opportunities that will be addressed by the overall Forest Plan, and they are used to guide the team in preparing management alternatives.

The regulations require formal public participation activities for this planning action. Your job is to be on the right mailing list. Call the office of the National Forest you are interested in and ask for the planning team leader. Make clear your desire to receive all mailings pertinent to the development of the Forest Plan. Bringing issues and potential conflicts to the attention of Forest Service planners is important. While they are often aware of existing issues, they may not be aware of some potential resource conflicts. Even with respect to existing and identified issues, however, your input is valuable. It helps planners determine which issues are of greatest concern to the public, and why they are important.

2. Develop planning criteria

As the Forest Service identifies the issues and concerns relating to each forest, they are also in the process of developing what they call "planning criteria." These are the "yardsticks" by which the planning team and decision makers make

their decisions. Two kinds of criteria are used. "Process criteria" guide the planning team as they collect and analyze information and develop alternative management plans. "Decision criteria" guide the planning team and Forest Supervisor in analyzing and evaluating alternatives and in selecting the alternative to be recommended for implementation.

According to the regulations, these criteria are to be developed by the planning team and approved by the Forest Supervisor. Direct public participation is not prohibited here, but neither is it encouraged in the regulations. Rather, the criteria are to be based on, among other things, the "recommendations and assumptions" stemming from the issues, concerns, and management opportunities identified. These criteria, however, are available to you upon request and, if you have the time to read them thoroughly, they will give you a good idea of the standards and guidelines under which the agency must operate in developing its plans.

3. Develop an inventory of resources

Before the planning team can develop any management alternatives, they need to know what resources they have to work with and their condition. Information that may be used to determine the productive potential of the land and its suitability for various uses must be collected. In most cases there is enough information on hand in existing resource inventories, historical files, libraries, and current studies, but occasionally additional collection of information from the field is necessary.

While the regulations do not call for formal public participation activities, your input here can be helpful. If you have information about the condition of specific resources, or if you are aware of some Forest value, such as an archeological site that the Forest Service may not know much about, get in touch with the planning team. Your contributions will be welcomed.

4. Analyze the management situation

Again, before the planning team can develop management alternatives, the agency must decide whether to change its "management direction" for the Forest. Management direction refers to the goals and objectives for the Forest, as well as the management practices to be applied to the land. To decide whether the current management direction is appropriate, the planning team undertakes an analysis of the management situation. This is a highly technical phase of the planning process, the purpose of which is to describe the current and future ability of the Forest to supply goods and services in response to current and projected demands.

Because of the technical nature of this planning action, the regulations require no formal public involvement. One of the things this analysis will determine, however, is the potential for resolving public issues and concerns. You should therefore make sure that the planning team understands your perspective and feelings regarding public issues. After all, you may be directly or indirectly affected by the resolution of those issues.

5. Develop management alternatives

Management alternatives consist of various activities designed to meet planning objectives and address public issues, concerns, and management opportunities. The regulations call for a "reasonable range of alternatives" (usually five) to be developed by the planning team. A range of alternatives is called for to provide different ways to address and respond to the major public issues, management concerns, and management opportunities identified earlier in the planning process. All alternatives must be capable of being achieved, and all will be described in the draft and final environmental impact statements.

Again, the regulations do not specify any formal public participation activities, but if you feel you have a contribution to make to this planning action, contact the planning team leader. Remember that at this stage in the planning process, the team is engaged in technical discussions about specific resource management activities.

6. Estimate the effects of alternatives

During this stage, the planning team estimates the consequences of implementing each management alternative. This includes making estimates of the amount of goods and services made available by each alternative, associated costs, and accompanying environmental changes. Making these estimates allows the Forest Service...and you... to compare and evaluate alternatives.

7. Evaluate alternatives in a draft environmental impact statement

At this stage in the planning process, each alternative and its estimated effects are described in a draft Environmental Impact Statement (EIS). Based on the planning team's evaluation of each management alternative, a preferred alternative will be identified in the draft EIS. This draft statement is made available to the public and other federal, state, and local agencies to review for a minimum of 90 days (see Appendix 2).

Participate in this review! This is usually when public meetings are conducted and it is in this stage of planning that you can have the most effect.

The draft EIS describes the details of each management alternative and its probable effects, and it is during the review of the draft EIS that the public is formally requested to express preferences and opinions.

State your views! Let the Forest Service know how you feel, and how strongly you feel, about their alternatives, and try to explain why you feel the way you do. Provide them with your rationale. This will take some work on your part. Planning documents and drafts are not easy reading. But the Forest Service is managing public land, and they need to know the public's preferences. The comments received will be used to help prepare a final EIS.

8. Select an Alternative and Prepare a Final Environmental Impact Statement

At the end of the ninety day review period, public comments on the draft environmental impact statement are evaluated by the planning team and the draft EIS is revised as necessary. The Forest Supervisor then recommends to the Regional Forester a "selected" alternative using the decision criteria developed during stage two. A final Environmental Impact Statement is prepared, which describes the selected alternative, its potential effects, and why the selected alternative was chosen. A minimum of 30 days is provided for review of the final EIS.

At this point, the Regional Forester may either approve the plan, or request further analysis and planning effort. If the plan as recommended to the Regional Forester is unsatisfactory to you, write a letter to the Regional Forester and let your views be known. Be sure of your facts, and be certain to explain why you are dissatisfied. Also, let the Regional Forester know if you are speaking just for yourself, or for other people as well.

9. Implement the Plan

After the 30 day review of the final EIS, and if it is determined there is no need to further revise the EIS, the Forest Supervisor can put the plan into effect.

10. Monitor and evaluate the plan

Forest plans are based on information that is constantly changing as new data from research and other sources becomes available. In addition, the desires and needs of people change over time. For these reasons, Forest Plans must be constantly monitored and evaluated. Simply put, "monitoring" is the process of comparing what is actually done in the way of management activities to that which was intended by the plan. "Evaluation" involves comparing the actual results of management activities with the effects intended by the Forest Service.

The planning team will prepare evaluation reports periodically, and if needed, will recommend to the Forest Supervisor changes in "management direction." Revision of or amendments to the plans are likely to be necessary about every five years, and the public is to be involved in these activities (see Appendix 4).

That's How it Works on Paper

The new Forest planning regulations were developed by the Forest Service and a "Committee of Scientists" in response to the National Forest Management Act of 1976. In other words, the law resulted in the regulations. Now the regulations are being "interpreted" and applied at each level of planning. The nature of the Forest Service bureaucracy is such that a great deal of administrative authority is vested in field personnel (Regional and National Forest officials), so what you see here and in the regulations may only bear a strong resemblance to what actually happens "on the ground." Consequently, it is very important that you establish contact with planning team members and the Forest Supervisor early in the planning process. This is even more important because of the new regulation that limits the potential for administrative review to those issues raised during the planning process (Appendix 1).

Additional information that will help you participate in Forest Service planning activities can be found in appendices 6 and 7. Appendix 6 outlines the organization of the agency, who is currently filling key positions and how to contact them. Appendix 7 provides some practical tips on making your participation more effective.

The important point to remember is this: opportunities for formal and informal participation in Forest Service planning do exist. The agency is obligated by law and regulations to integrate public involvement into its planning activities. If that public input is to be reflected in the decisions made, the public too, must fulfill certain obligations. Take advantage of your opportunities, give careful thought to your position, and base your arguments on reason rather than emotion. Remember that planning cannot be done effectively by popular vote, and that other groups and individuals have the same rights as you to participate in Forest Service planning. Ultimately, resource management decisions affecting public lands must be made with two thoughts in mind: the long run perpetuation of our natural resources, and the greatest good to the greatest number.

Appendix 1. Administrative Reviews

Requesting a review of a decision

An important regulation regarding administrative review of a proposed Forest plan is related to earlier participation in the planning process. So potentially important is this regulation that it is reproduced here in full:

Sec. 219.11 (c)(4)(i) - "Persons who participated in the planning process, or who can show good reason why they were unable to participate, and who have an interest which is, or may be adversely affected by a decision to approve or disapprove a forest plan, revision, or significant amendments, may request a review of that decision. Intermediate decisions made during the planning process and prior to the approval or disapproval decision are not reviewable. If the party requesting review participated in the planning process, administrative review is limited to those issues which the requesting party raised during participation in the planning process. Participation in the planning process means direct and documented involvement with the responsible official or the interdisciplinary team in the planning process."

In other words, get involved as early as you can in the planning process and document your involvement with written records and statements.

It is the general policy* of the Forest Service "to afford any aggrieved party the opportunity to have decisions reviewed in an objective, fair, and timely manner." Line officers are responsible for notifying, "to the extent possible," affected parties of their right to request a review and how to do so. If you wish to request an administrative review of a decision made by a District Ranger, Forest Supervisor, or Regional Forester, contact the officer who made the decision and ask about the procedures involved. Do so promptly, for there are time limits that apply to the review process:

- If yours is a contractual dispute, you have 30 calendar days from the time you are notified of the decision in which to request a review of that decision.
- Any other "aggrieved party" has 45 calendar days from the date of the decision in which to request a review.

*/ Forest Service Manual - Title 1500 - External Relations - Chapter 1570, amended January 1, 1978.

Requesting a stay of a decision

Individuals affected by a decision are supposed to be informed of the schedule for implementing the decision. If desired, an appellant may request a "stay" of the decision while it is under review (FSM-1500-sec. 1571.23). Basically, this means the decision would not be implemented during the review period (if the stay is granted).

Request for a stay should be filed with the deciding officer before filing a notice of appeal. This request should be in written form, but in an emergency situation, such as when implementation is imminent, a stay may be requested orally. Oral requests will be considered, but you will need to submit a written statement promptly, supporting the request.

To be considered, a request for a stay must state specifically what the appellant wants stopped, and why. When the deciding officer receives a request for a stay, the request will be passed on immediately to the reviewing officer (the next bureaucratic level, e.g. if the deciding officer is the District Ranger, the reviewing officer will be the Forest Supervisor). The reviewing officer then has 10 calendar days from the date the request is received to grant or deny the stay.

If your request for a stay is denied, you may appeal to the next higher level, except when your original request went to the Regional Forester. You have 30 calendar days from the date of the decision on the request for a stay in which to appeal that decision.

Appendix 2. Public Notices and Review Periods

At least 90 calendar days:

- When asking for written comments on National and Regional plans
- To respond in writing to a draft environmental impact statement describing a proposed Forest plan.

At least 30 calendar days:

- Notice for public participation activities related to National and Regional planning, other than requests for written comments on the plans (see above).
- For public response when asking for written comments on Forest plans.

Appendix 2 (con't.)

- Must elapse after a final environmental impact statement has been issued before it may be implemented.

At least 15 calendar days:

- Public notice is required on all participation activities related to forest planning activities, other than requests for written comments on the Forest plan (see above).

The Forest Service provides notice of planning activities and opportunities for public participation in newspapers and other local media which reach affected publics.

Appendix 3. Approval Process for a Forest Plan

The proposed Forest plan and accompanying environmental impact statement are reviewed by the Regional Forester. Based on his review, he may do one of three things:

- Approve the plan, in which case it will not be implemented for at least 30 days after the public is notified of the filing of the final environmental impact statement with the Environmental Protection Agency.
- Disapprove the plan, in which case the plan will be returned to the Forest Supervisor with a written statement of the reasons for disapproval. The Regional Forester, also, may specify how the plan should be changed.
- If the proposed timber harvest schedule exceeds the long-run sustained yield harvest schedule for the planning area, the Forest plan must be forwarded to the Chief of the Forest Service for approval or disapproval.

Appendix 4. Revisions and Amendments of Forest Plans

Revisions

- Forest plans will be revised every 10 years, or more frequently if the Forest Supervisor "determines that conditions or the demands of the public in the area covered by the plan have changed significantly." The planning team may recommend a revision at any time based on current monitoring and evaluation of the plan.

Appendix 4 (con't.)

• Revisions must be made according to the process followed in developing a Forest plan, that is, there must be documented public participation, a draft environmental statement followed by public review and comment, and a final environmental impact statement will be issued.

Amendments

• If an amendment is proposed, the responsible official must first conduct an environmental analysis (not an EIS).

• If the environmental analysis indicates that the proposed amendment is "significant" (that is, its potential impact on the environment is large enough to require an EIS), then the amendment must be made according to the process followed in developing the Forest plan.

• If the amendment is not significant, then it may be implemented by the Forest Supervisor following public notification.

Appendix 5: Where to Find Planning Documents

Assessment and Program

- National Headquarters
- Each Regional office
- Each Forest Supervisor's office
- Each District Ranger's office

Regional Plans

- National Headquarters
- The Regional office originating the plan
- Regional offices contiguous to that Region
- Each Forest Supervisor's office within and contiguous to that Region
- Each District Ranger's office within that region

Appendix 5 (con't.)

Forest Plans

- The Regional office for the Forest originating the plan
- The Forest Supervisor's office that developed the plan
- Forest Supervisor's offices contiguous to that Forest
- Each District Ranger's office within the Forest
- Each District Ranger's office in Forests contiguous to the Forest that developed the plan
- At least one additional location (determined by Forest Supervisor) which is convenient to the public.

These documents may be placed in other locations deemed convenient for the public. Call the offices of either the Forest Supervisor or the Regional Forester for information on the location of planning documents.

If you wish to examine the materials and documents used in developing any of the above plans, these are available at the office where the plans were developed.

Appendix 6. Organization of the USDA Forest Service.

Within the USDA Forest Service there are four main levels of organization. At the top is the relatively small Washington office. This office is headed by the Chief of the Forest Service. Below the Chief is an Associate Chief, and below him are five Deputy Chiefs, each heading a separate division or branch of the Service. These branches are: Administration, Research, National Forest System, State and Private Forestry, and Programs and Legislation. The National Forest System is the largest part of the Forest Service, accounting for most of the total permanent staff of the agency. It is also the most centrally related to the main mission of the Forest Service -- management of the National Forests. For these reasons, this appendix is focused on the organization of the National Forest System.

While the Washington Office is responsible for general policy directives, most Forest Service operations are delegated to the field offices. The Regional offices of the Forest Service administer all of the affairs of their respective Regions. There are nine such Regions across the country. Since the geographic,

environmental, and socio-political character of the Regions vary greatly, so too, does the management emphasis put upon the different Forest Service functions. Although the different characteristics of the Regions call for differences in management emphasis and program mix, each of the Regions is large enough to embrace all of the major functions that the Forest Service has identified for itself. Each Regional office is headed by a Regional Forester (see listing) and Regional staffs will vary in size and organization.

As Director for all activities within a region, the Regional Forester is delegated broad authority. The experience and training of the Regional Forester varies, but it does so within predictable boundaries. In all likelihood this individual will have at least one college degree, probably in Forestry, will have joined the Forest Service at the lowest echelon and progress through the ranks to become a Regional Forester. Most Regional Foresters will have been a District Ranger, a Forest Supervisor, and will have spent some time in a Washington staff position before becoming a Regional Forester.

Immediately below the Regional level is the National Forest level, headed by a Forest Supervisor. The National Forest is the central functional planning level of the field organization. The Supervisor is given broad authority and responsibility for planning. The profile of the Supervisor is rather similar to that of the Regional Forester through the early years of career development. The Supervisor has almost invariably progressed through the ranks of Forester, Ranger, and Staff Officer, being appointed Supervisor in his late thirty's or early 40's.

The lowest administrative unit within the Forest Service is the Ranger District. The District is headed by a Ranger who is the primary line officer responsible for the routine work of forest management. While the Forest Supervisor's office is typically located in a principal city near the Forest, the Ranger's office is generally found in the small town nearest the area in which the work is done. While the District Ranger may participate in the preparation of forest-wide management plans, the Ranger is not primarily a policy planning officer, but rather an operations officer.

Ranger Districts are not extensively staffed. To perform any particular job, laborers (typically part time summer employees) will be assigned to the Ranger as needed. Professional technicians, such as wildlife biologists, landscape architects, or engineers, also will be assigned for project or program work, but there are few professional staff members permanently assigned to the Ranger District level. For most of the routine work, the Ranger is expected to be the specialist.

Appendix 6 (con't.)

Listings - (as of January 1, 1981)

Washington D.C. Office -- Forest Service
U.S. Department of Agriculture
P.O. Box 2417
Washington, D.C. 20013
For information: (202) 447-3957

Chief: R. MAX PETERSON (447-6661).
Associate Chief: DOUGLAS R. LEISZ (447-7491).
Director of Information: ROBERT M. LAKE (447-3760).
Deputy Chief, Administration: JEROME A. MILES (447-6707).
Deputy Chief, Research: ROBERT E. BUCHMAN (447-6665).
Deputy Chief, State and Private Forestry Programs: EINAR L. ROGET (447-6657).
Deputy Chief, Programs and Legislation: PHILIP L. THORNTON (447-6663).
Deputy Chief, National Forest System: Dr. THOMAS C. NELSON (447-3523).

Associate Deputy Chief, National Forest System: J.B. Hilman

- Range: W.L. Evans
- Recreation: R.W. Feuchter
- Timber: N.E. Gould
- Watersheds: R.H. Tracy
- Wildlife: D.A. Jones
- Minerals and Geology: H.E. Banta

Associate Deputy Chief, National Forest System: R.M. Housley

- Engineering: M.R. Howlett
- Aviation and Fire Management: G.E. Cargill
- Lands: G.W. Van Gilst
- Land Management Planning: C.R. Hartgraves

Regional Foresters:

Pacific Northwest Region (OR, WA): R.E. WORTHINGTON, 319 S.W. Pine St.,
Box 3623, Portland, OR 97208 (503) 221-3625.
Director of Range Management: (503) 221-3817.
Northern Region (ID, MT, WA): CHARLES COSTON, Federal Bldg., Missoula,
MT 59807 (406) 329-3316.
Intermountain Region (ID, NV, UT, WY): VERNON O. HAMRE, Federal Office
Bldg., 324 25th St., Ogden, UT 84401 (801) 399-6201.
Southwestern Region (AZ, NM): MILO HASSELL, Federal Bldg., 517 Gold Ave.,
S.W. Albuquerque, NM 87102 (505) 766-2401.
California Region (CA): ZANE G. SMITH, 630 Sansome St., San Francisco,
CA 94111 (415) 556-4310.
Rocky Mountain Region: (CO, NB, SD, WY): CRAIG RUPP, 11177 W. 8th Ave.,
Box 25127, Lakewood, CO 80225 (303) 234-3711.
Alaska Region (AK): JOHN A. SANDOR, Federal Office Bldg., Box 1628,
Juneau 99802 (907) 586-7263.
Southern Region (AL, AK, FL, GA, KY, LA, MS, NC, SC, TN, TX, VA):
LAWRENCE M. WHITFIELD, Suite 800, 1720 Peachtree Rd., N.W., Atlanta,
GA 30309 (404) 881-4177.
Eastern Region (IL, IN, MI, MN, WI, MO, OH, PA, WV, VT, NH): STEVE YURICH,
Clark Bldg., 633 W. Wisconsin Ave., Milwaukee, WI 53203 (414) 224-3600.

Appendix 6 (con't.)

National Forests in Oregon:

DESCHUTES NATIONAL FOREST - 382-6922
Earl E. Nichols, Supervisor
211 NE Revere Ave., Bend 97701

FREMONT NATIONAL FOREST - 947-2151
John C. Chambers, Supervisor
34 North D St., Lakeview 97630

MALHEUR NATIONAL FOREST - 575-1731
Kenneth Evans, Supervisor
139 NE Dayton St., John Day 97845

MT. HOOD NATIONAL FOREST - 667-0511
F. Dale Robertson, Supervisor
2440 SE 195th, Portland 97233

OCHOCO NATIONAL FOREST - 447-6247
William McCleese, Supervisor
Federal Bldg., Prineville 97754

ROGUE RIVER NATIONAL FOREST - 779-2351
Donald H. Smith, Supervisor
Federal Bldg., 333 W. 8th St.,
Box 520, Medford 97501

SISKIYOU NAT'L FOREST - 479-5301
William H. Covey, Supervisor
440 Grants Pass 97526

SIUSLAH NAT'L FOREST - 757-4480
Larry Fellows, Supervisor
Box 1148, Corvallis 97330

UMATILLA NAT'L FOREST - 276-3811
Herbert B. Rudolph, Supervisor
2517 S.W. Hailey Ave., Pendleton
97801

UMPQUA NATIONAL FOREST - 672-6601
Richard D. Swartzlender, Supervisor
Federal Office Bldg., Roseburg 97470

WALLOWA-WHITMAN NAT'L FORESTS - 523-6300
Albert G. Oard, Supervisor
Federal Office Bldg., Box 907
Baker 97814

WILLAMETTE NAT'L FOREST - 687-6533
John E. Alcock, Supervisor
211 E. 7th Ave., Eugene 97440

WINEMA NAT'L FOREST - 882-7761
Robert J. Chadwick, Supervisor
Box 1390, Klamath Falls 97601

Appendix 7. Some Tips on Participation

Forest Service planning at all three administrative levels (National, Regional, and Forest levels) is a long and complex process. To help keep you fully informed, and to increase the value and effect of your input, there are things you should do and questions you should ask:

- Learn about the agency. How is it organized and who makes key decisions?
- Acquaint yourself with the planning process so that you know what has so far been done, what is about to occur, and your opportunities to participate.
- At the Forest level, get to know members of the planning team and the Forest Supervisor and try to develop some personal rapport with them. This can help you when requesting information and providing your input.

Appendix 7 (con't.)

- Get on the right mailing lists. It's important for you to receive information in a timely fashion. Call the office of the National Forest you are interested in and ask the planning team leader to place you on the mailing list for all materials relating to the development of the Forest Plan. If you wish to participate in Regional planning, call the Regional office and ask to receive all materials relating to development of the Regional Plan, as well as all updates on the National Program and Assessment.

- Attend public meetings whenever possible, and ask questions. These meetings provide excellent opportunities to interact with planning team members.

- Take care to develop the rationale underlying your input. The Forest Service cannot respond well to emotionally laden arguments.

- Be sure to participate in the review of the draft Environmental Impact Statement, and when you do, consider the following questions:

- Has a suitable range of alternatives been developed and displayed in the draft EIS?
- Are the potential consequences of each alternative presented to your satisfaction?
- Can you determine how the outputs of various resources will change under each alternative?
- Is the information on outputs and expected changes presented in such a way that you can determine the impact on your own well being?
- Do you need additional information? What kind, and where can you get it?
- Is it clear to you why the Forest Supervisor recommended to the Regional Forester a particular preferred alternative? That is, is the rationale presented for the preferred alternative especially compelling from your perspective?

There are, of course, other questions that may come to mind as you consider those listed here. The important thing is for you to participate as fully as possible throughout the planning process. As you do so, be sure to document your input and concerns in writing (letters, memos, telegrams, etc.) so as to preserve your right to appeal the decisions made, if you deem it necessary. Appeals, however, should be your last resort.