



The U.S. Forest Service - An Overview



Since the printing of this document, Thomas Tidwell has become the 17th Chief of the USDA Forest Service.



Tom Tidwell grew up in Boise, Idaho, and graduated from Washington State University. He has spent 32 years with the Forest Service in a variety of positions. He began his Forest Service career on the Boise National Forest in fire, and has since worked on eight different national forests, in three regions.

He has worked at all levels of the agency in a variety of positions, including District Ranger, Forest Supervisor, and Legislative Affairs Specialist in the Washington Office, where he worked on the planning rule, the 2001 roadless rule and the Secure Rural Schools County Payments Act.

Tom served as the Deputy Regional Forester for the Pacific Southwest Region with primary responsibility for fire and aviation management, recreation, engineering, state and private forestry and tribal relations. Under Tom's leadership, there was a significant increase in the Region's effectiveness to reduce hazardous fuels, and improved cooperation with CALFIRE on wildland fire suppression.

Prior to this assignment, Tidwell served as the Regional Forester for the Northern Region, with responsibility for the national forests and grasslands in northern Idaho, Montana, North Dakota and portions of South Dakota. As the Regional Forester, Tom encouraged and supported community-based collaboration to find resolution on how and where to use active management to restore forest health and address wildfire threat to communities, and to provide protection for the values of unroaded landscapes.

Tom's field experience includes working from the rural areas of Nevada and Idaho all the way to the urban Forests in California and the Wasatch-Cache National Forest in Utah, where he served as Forest Supervisor during the 2002 Winter Olympics. Tom has extensive fire experience, beginning as a firefighter, and accumulating nineteen years as an agency administrator responsible for fire suppression decisions.

Tom is married to Kim, and they have one daughter, MacKenzie.

Contents

Section 1: Who We Are and What We Do	1
Our History in Brief: Forest Service Milestones	2
The Chiefs: Then and Now	3
Section 2: Organization and Leadership	4
Executive Leadership Team	5
Office of the Chief	6
National Forest System Regional Foresters	7
Research and Development Station Directors and State and Private Forestry Area Director	8
Section 3: Fast Facts About the Forest Service	9
Section 4: Key Points About the Forest Service	10
Section 5: Mission and Mission Areas	12
Research and Development	14
National Forest System	15
State and Private Forestry	16
International Programs	17
Business Operations	18
Office of the Chief	19
Section 6: Strategic Program Direction	21
Section 7: The Budget	22
Section 8: Wildfires, Forests, and Communities	24
Section 9: Growth Opportunities	28
Section 10: Primary Authorities	30
Section 11: Appendices	34
Appendix A: Forest Service Locations	35
Appendix B: Fire Suppression	40
Appendix C: 110 th Congress on Fire Management	41
Appendix D: The National Fire Plan	43
Appendix E: The Healthy Forests Restoration Act of 2003	44
Appendix F: The 16 Chiefs of the Forest Service	45
Appendix G: Forest Service Employment	46

Forest Service Mission

Sustain the health, diversity, and productivity of the Nation's forests and grasslands to meet the needs of present and future generations.



Section 1: Who We Are and What We Do

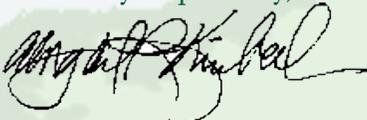
This report is about the Forest Service, U.S. Department of Agriculture (USDA)—who we are, what we do, and what we might be in the future. As the primary forestry agency of the United States, the Forest Service leads our Nation in natural resource management.

Established in 1905, the Forest Service:

- 🌲 Manages 193 million acres of national forests and grasslands.
- 🌲 Shares responsibility, working in concert with State and local agents, for the stewardship of about 500 million acres of non-Federal rural and urban forests.
- 🌲 Is the largest natural resource research organization in the world.
- 🌲 Works with partners worldwide to protect global forest resources.

Gifford Pinchot, the first Chief of the Forest Service, summed up the purpose of the Forest Service—“to provide the greatest amount of good for the greatest amount of people in the long run.” As the 16th Chief of this agency, I proudly continue in the same tradition of caring for the land and serving people and invite you to join us in this mission.

Very respectfully,



ABIGAIL R. KIMBEL
Chief

For more information, go to www.fs.fed.us



Forest Service Headquarters
Yates Federal Building
14th & Independence Ave., SW
Washington, DC
(adjacent to the National Mall)

Our History in Brief: Forest Service Milestones



Forest Service scientist George B. Sudworth—author of the classic authority Checklist of Forest Trees of the United States—in the Sierra Forest Reserve, California, 1901.

1876 The Office of Special Agent for forest research is created in the Department of Agriculture to assess the state of the forests in the United States.

1881 The Office of the Special Agent is expanded into the newly formed Division of Forestry.

1891 The Forest Reserve Act of 1891 authorizes withdrawing land from the public domain as “forest reserves,” managed by the Department of the Interior.

1901 The Division of Forestry is renamed the Bureau of Forestry.

1905 The Transfer Act of 1905 transfers the management of forest reserves from the General Land Office (within the Department of the Interior) to the Bureau of Forestry (within the Department of Agriculture). The name of the agency changes to the Forest Service.

1905–1945 National forest management focuses on protecting lands against overgrazing, controlling and combating fire, protecting fish and game, and providing public recreation.



1911 The Weeks Law authorized the Secretary of Agriculture to purchase cutover, denuded, and other forested lands for flood and fire control. This new authority led to the expansion of National Forests in the Eastern United States and the protection and restoration of millions of acres of land.

1944 The Forest Service begins a campaign stating “Only YOU can prevent forest fires” using a fire-injured bear as a symbol to be careful. Today, “Smokey Bear” is one of the most widely recognized icons in America.

1946–1960 National forests experience increased demand on forest resources, especially timber and recreation.

1960–1980 In response to shifting public values, the Forest Service shifts focus to managing land as integrated systems, instead of individual resources.

1989 The Chief’s New Perspectives initiative stresses ecosystem management and sustainability and is aimed to place timber management in line with other forest values including biodiversity, water quality, and recreation.

2001 The National Fire Plan is created to address the buildup of fuels unintentionally caused by decades of fire suppression, climate change, and developments adjacent to forests.



Dedication of Mather Memorial Parkway on the Snoqualmie National Forest, Washington, 1955.



For Further Reference: General background on the Forest Service
<http://www.fs.fed.us/aboutus/meetfs.shtml>

The Chiefs: Then and Now

Then



Gifford Pinchot: 1st Chief of the Forest Service, 1905-1910

Under President Theodore Roosevelt the management of the forest reserves was transferred from the Department of the Interior to the Department of Agriculture and the newly created Forest Service in 1905. Gifford Pinchot became the Chief of the new agency. He had a strong hand in guiding the fledgling organization toward the utilitarian philosophy of the "greatest good for the greatest number in the long run." Gifford Pinchot is generally regarded as the "father" of American forestry and conservation because of his great and unrelenting concern for the protection of the American forests.

Now



Abigail R. Kimbell: 16th Chief of the Forest Service, 2007-Present

"...My priorities start and stop with what I can do to facilitate restoration of healthy forests. We have to manage for the health of the whole landscape—for clean water, for wildlife habitat, for healthy vegetation, for recreation." Chief Kimbell grew up in New England, where she spent her formative years hiking, fishing, and camping on the White Mountain National Forest. Before her appointment as Chief in January 2007, she held a variety of positions in the agency, including district ranger, forest supervisor, associate deputy chief, and regional forester. Over the past 30 years, Kimbell has served a leader in natural resource management as a ranger and Forest Supervisor in Oregon, Washington, Wyoming, Colorado, Alaska and Montana. She played a large role in developing legislation that led to agency-wide attention to reducing the impact of wildfire and restoring health to forests at risk. As Chief she has guided work to sustain the national forests and grasslands by addressing forest and climate change and water production, and by calling for connecting more children, our future land stewards, with nature.



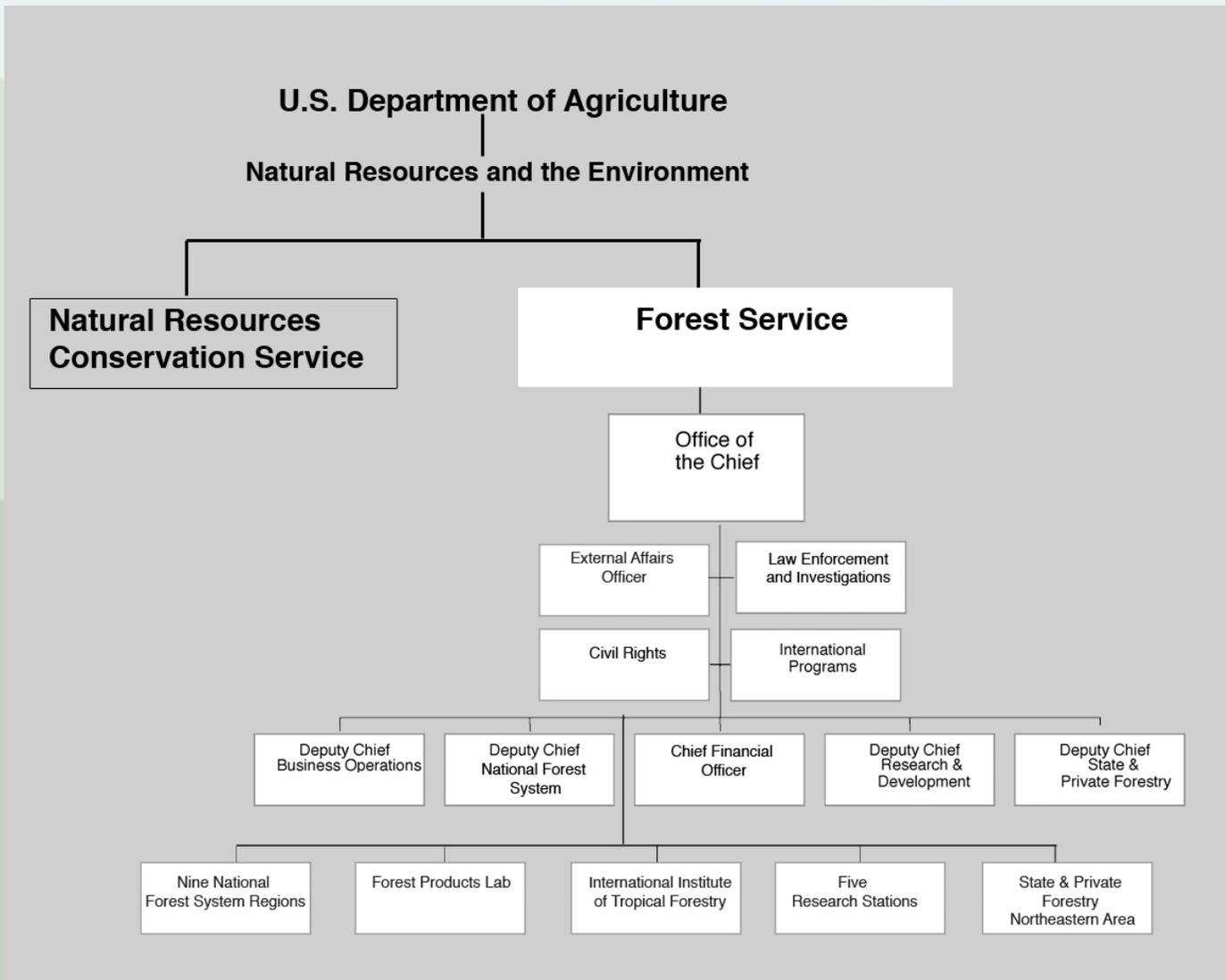
For Further Reference: Complete List of Chiefs of the Forest Service in Appendix A. 4 or <http://www.fs.fed.us/aboutus/history/time-line.shtml>

Section 2: Organization and Leadership

To fulfill its mission and manage the national forests, the Forest Service is organized into nine regions. Seven research stations, including the International Institute of Tropical Forestry and Forest Products Laboratory, provide the latest science for sound stewardship decisions. The Forest Service also provides funding and technical assistance to fulfill its role on non-Federal forest lands. In addition, the Forest Service provides international assistance in land stewardship and has its own Law Enforcement and Investigations unit responsible for enforcement of Federal laws and regulations governing national forest lands and resources. Leadership of these mission areas is listed in the rest of this section.



For Further Reference: Forest Service mission at <http://www.fs.fed.us/aboutus/mission.shtml>



Executive Leadership Team

Chief: Abigail R. Kimbell, (202) 205-1661

Associate Chief: Hank Kashdan, (202) 205-1779

Chief of Staff: Timothy P. DeCoster, (202) 205-0998

Deputy Chief, Research and Development: Ann Bartuska
(202) 205-1665

Deputy Chief, National Forest System: Joel Holtrop
(202) 205-1523

Deputy Chief, State and Private Forestry: James E. Hubbard
(202) 205-1657

Deputy Chief, Business Operations: Charles L. (Chuck) Myers
(202) 205-1707

Chief Financial Officer: Jesse King
(505) 563-7101

The National Leadership Council (NLC) of the Forest Service consists of the Executive Leadership Team (ELT), plus the regional foresters, station directors, area director, associate deputy chiefs, external affairs officer, and union representative.

Office of the Chief

External Affairs Officer: Leslie Weldon, (202) 205-1661

Director, International Programs: Val Mezainis, (202) 205-1650

Director, Law Enforcement and Investigations: David Ferrell, Acting,
(703) 605-4690

Director, Civil Rights: Debra Muse, (202) 205-1585

National Forest System Regional Foresters

Regional foresters lead the land management programs in nine geographic regions of the National Forest System. (Regions are numbered 1-10; Region 7 was eliminated in 1965 when the current Eastern Region was created from the former Eastern and North Central regions.¹)

Northern Region (Region 1): Tom Tidwell in Missoula, MT,
(406) 329-3316

Rocky Mountain Region (Region 2): Rick Cables in Golden, CO,
(303) 275-5450

Southwestern Region (Region 3): Corbin Newman in Albuquerque, NM,
(505) 842-3300

Intermountain Region (Region 4): Harv Forsgren in Ogden, UT,
(801) 625-5605

Pacific Southwest Region (Region 5): Randy Moore in Vallejo, CA,
(707) 562-9000

Pacific Northwest Region (Region 6): Mary Wagner in Portland, OR,
(503) 808-2203

Southern Region (Region 8): Liz Agpaoa in Atlanta, GA,
(404) 347-1788

Eastern Region (Region 9): Kent Connaughton in Milwaukee, WI,
(414) 297-3765

Alaska Region (Region 10): Denny Bschor in Juneau, AK,
(907) 586-8863

¹Source: *The Land We Cared for... A History of the Forest Service's Eastern Region.* 1997. Conrad, David E. Forest Service.

Research and Development Station Directors and State and Private Forestry Area Director

Station Directors lead the science programs in the seven research stations. The director, Northeastern Area, leads the State and Private Forestry programs in the 20 States of the Northeast and Midwest.

Pacific Northwest Research Station: Bov Eav in Portland, OR,
(503) 808-2100; <http://www.fs.fed.us/pnw/>

Pacific Southwest Research Station: Deanna Stouder in Albany, CA,
(510) 559-6310; <http://www.fs.fed.us/psw/>

Rocky Mountain Research Station: G. Sam Foster in Fort Collins, CO,
(970) 295-5916; <http://www.fs.fed.us/rmrs/>

Northern Research Station: Michael T. Rains in Newtown Square, PA,
(610) 557-4017; <http://www.nrs.fs.fed.us/>

Southern Research Station: Jim Reaves in Asheville, NC,
(828) 257-4300; <http://www.srs.fs.fed.us/>

International Institute of Tropical Forestry: Ariel Lugo in Rio Piedras,
Puerto Rico, (787) 766-5335; <http://www.fs.fed.us/global/iitf/welcome.html>

Forest Products Laboratory: Chris Risbrudt in Madison, WI,
(608) 231-9318; <http://www.fpl.fs.fed.us/>

Northeastern Area, State and Private Forestry: Kathy Maloney in
Newtown Square, PA, (610) 557-4103; <http://www.na.fs.fed.us/>

Section 3: Fast Facts About the Forest Service²

Budgetary and Financial Resources	
5.5	Total budget authority (\$ in billions)
42	Percent of the current budget spent for fighting fires
734	Total revenues and receipts (\$ in millions)
Personnel	
550	Scientists in 67 locations
737	Law enforcement personnel
10,050	Firefighters
34,250	Employees in 750 locations in all 50 States and Puerto Rico
Physical Resources	
44	States with National Forest System lands
59 million	Acres of Forest Service land classified as "Roadless Areas"
60	Percent of U.S. alpine skiing capacity occurring on national forests
70 million	Acres of urban forests in America where the Forest Service has a stewardship role
83	Experimental forests used for science
193 million	Acres of national forests and grasslands managed
14,077	Recreation sites
42,085	Buildings
59,258	Volunteers
143,346	Miles of trails
374,883	Miles of roads
192 million	Visitors per year
Select Resource Statistics	
8	Acres of trees to offset one person's annual carbon use. ³
200 million	million tons of carbon sequestered each year by U.S. forests and wood products, equal to about 10 percent of annual emissions from fossil fuels. ⁴
4,800	Low-income, at-risk youth in 22 Job Corps Civilian Conservation Centers managed by the Forest Service. ⁵
9,130	Wildfires that were started on Forest Service lands
2,767,897	Green tons of small, low-value trees made available for bioenergy production
2,996,000	Acres of Forest Service lands burned
3,027,032	Acres treated on Forest Service lands to reduce hazardous fuels
123,750,000	People that depend on water from national forests.
1.5 billion	Number of trees harvested per year in the United States ⁶

²FY 2007 information

³Per Chris Risbrudt, Director Forest Products Laboratory, August 2008

⁴Per Rich Birdsey, Northern Global Change Program Manager, July 2008

⁵Per Christine Murray, Deputy Chief for Operations' office, July 2008

⁶Per Chris Risbrudt, Director Forest Products Laboratory, September 2008

Section 4: Key Points About the Forest Service

1. National Forest System lands are managed using a multiple-use approach that sustains healthy terrestrial and aquatic ecosystems and addresses the need for resources, commodities, and services.
2. Forest Service Research and Development provides long-term research, scientific knowledge, and tools that are used to manage forests and rangelands across the United States and overseas.
3. The Forest Service helps private landowners, State forestry organizations, tribes, and communities achieve forest management, protection, and utilization objectives through a wide-range of cooperative programs in the State and Private Forestry mission area.
4. Forest Service International Programs promotes sustainable forest management and biodiversity conservation internationally.
5. Destructive insect populations are increasing due to changing climate extremes. The Forest Service works across all land ownerships to effectively control and manage a wide range of major forest pests.
6. The Forest Service has a dominant role in helping create an informed citizenry by improving environmental literacy through conservation education and volunteer programs.
7. About 124 million Americans rely on national forests and grasslands as the primary source of clean drinking water.
8. The National Fire Plan, the Healthy Forests Initiative, and the Healthy Forests Restoration Act provide the agency focus to protect lives and property from wildfire and keep trees, forests, and forest ecosystems healthy and sustainable.
9. A network of 83 experimental forests and ranges are the backbone of long-term scientific studies—100 years of data—by the Forest Service.
10. Currently, forests offset about 10 percent of America's carbon emissions and have the potential to contribute more. Because the Forest Service has some type of stewardship responsibility on 80 percent of America's forests, there is an increasing demand on the agency to help identify and implement management strategies that reduce greenhouse gases.

11. Catastrophic wildfires are increasing with longer and warmer growing seasons.
12. The Forest Inventory and Analysis program of the Forest Service has been tracking the status, changes, and future potential of American forests for almost 75 years.
13. Wood for energy is becoming an economic alternative to fossil fuel.
14. American-grown woody biomass harvested from forests could supply up to 15 percent of our Nation's energy needs.
15. The Forest Service manages two-thirds of all firefighting resources in America and fights catastrophic wildfires across all lands.

Forest cover about one-third of the United States—about 751 million acres. The Forest Service has some type of stewardship role in about 80 percent of these forests. Trees, forests, and forest ecosystems provide habitat for wildlife; help to cleanse air and water; supply timber and fuel wood and other harvested products; and serve as wonderful places for hiking, camping, and fishing.

About 423 million acres—56 percent—of America's forest land is classified as "private;" 44 percent is "public" land under the control of Federal, State, and county or municipal agencies.



The Forest Service has the largest forestry research program in the world.

Section 5: Mission and Mission Areas

Mission Statement

The mission of the Forest Service is to sustain the health, diversity, and productivity of the Nation's forests and grasslands to meet the needs of present and future generations. The mission of the Forest Service is guided by the fundamental principle of providing the greatest amount of good for the greatest amount of people in the long run and is characterized by the slogan: Caring for the Land and Serving People.

Scope

The Forest Service has the direct stewardship responsibility for 193 million acres of national forests and grasslands and shares responsibility, working through State forestry agencies, for the management, protection, and wise use of about 500 million acres of non-Federal rural and urban forests. Work is carried out primarily through a decentralized organization of regions, research stations, and the Northeastern Area. The headquarters for the agency—located in the Yates Building at 14th Street and Independence Avenue, Washington, DC—provides national policy and guidance in harmony with direction from the Department of Agriculture.

Strategic Program Direction

The Forest Service is guided by a long-term strategic plan that includes seven major strategic goals:

1. Restore, sustain, and enhance the Nation's forests and grasslands.
2. Provide and sustain benefits to the American people.
3. Conserve open space.
4. Sustain and enhance outdoor recreation opportunities.
5. Maintain basic management capabilities of the Forest Service.
6. Engage urban America with Forest Service programs.
7. Provide science-based applications and tools for sustainable natural resources management.

Mission Areas

Work by the Forest Service is carried out through five program mission areas.

- Research and Development
- National Forest System
- State and Private Forestry
- International Programs
- Business Operations

Critical Focus Areas

Currently, the Forest Service is engaged in a number of critical focus areas, including the following:

1. Healthy forests (including mitigating impacts due to climate change, producing clean water, protecting lives and property from wildfires, controlling surface impacts from oil and gas exploration, and sustaining biological diversity).
2. Recreation management.
3. Water quality and supply.
4. Partnerships (expansion of collaborative capabilities, transforming and leveraging resources).
5. Markets for ecosystem services (benefits people obtain from natural ecosystems).
6. Informed citizenry (through environmental education and “More Kids in the Woods”).

For Further Reference: USDA Forest Service Strategic Plan FY 2007-2012, United States Department of Agriculture, Forest Service, FS-880, July 2007

<http://www.fs.fed.us/publications/strategic/fs-sp-fy07-12.pdf> (2 mb)



Research and Development

“...Science affects the way we think together”
(Lewis Thomas)

Mission Statement

To serve and benefit society by developing and communicating the scientific information and technology needed to manage, protect, use, and sustain the natural resources of forests and range lands.

Scope

The Forest Service represents the world’s largest natural resources science capacity. Our science helps link environmental health with community stability on all lands—Federal and non-Federal forest—in America and other countries. Cost-effective technology development is fundamental to our mission. We employ about 550 scientists and several hundred technical and support staff, located at 67 sites throughout the United States and in Puerto Rico. Discovery and technology development and transfer is carried out through seven research stations.

- Pacific Northwest (headquartered in Portland, OR)
- Pacific Southwest (Albany, CA)
- Rocky Mountain (Ft. Collins, CO)
- Northern (Newtown Square, PA)
- Southern (Asheville, NC)
- International Institute of Tropical Forestry (Rio Piedras, Puerto Rico)
- Forest Product Laboratory (Madison, WI)

Strategic Program Direction

Forest Service science is organized around seven strategic program areas.

1. Wildland fire and fuels.
2. Resource management and use.
3. Wildlife and fish.
4. Recreation.
5. Water and air.
6. Inventory, monitoring, and analysis.
7. Invasive species.

Critical Focus Areas

Currently, the Research and Development mission area is engaged in the following critical focus areas.

1. Inventory and monitoring of America’s natural resources.
2. The control of destructive invasive species.
3. The effective control of wildland fires to protect communities.
4. Wood for energy.
5. Climate change management.
6. Watershed restoration and management.
7. Urban natural resources stewardship.
8. Nanotechnology.

The inventory and analysis of America’s forest resources is critical. The Forest Inventory and Analysis program, administered by the Research and Development mission area, is currently enrolled in 46 States. New Mexico, Hawaii, Nevada, and interior Alaska still need to be added.

National Forest System

Mission Statement

To protect and manage the 155 national forests and 20 national grasslands so they best demonstrate the sustainable multiple-use management concept, using an ecological approach, to meet the diverse needs of people.

National forests provide drinking water for 123 million people.

Scope

The 193 million acres of public land that are managed as national forests and grasslands are collectively known as the National Forest System. These lands are located in 44 States, Puerto Rico, and the Virgin Islands and comprise about 9 percent of the total land area in the United States. The natural resources on these lands are some of the Nation's greatest assets and have major economic, environmental, and social significance for all Americans. The stewardship of the National Forest System is carried out through nine regions.

- Northern (Missoula, MT)
- Rocky Mountain (Golden, CO)
- Southwestern (Albuquerque, NM)
- Intermountain (Ogden, UT)
- Pacific Southwest (Vallejo, CA)
- Pacific Northwest (Portland, OR)
- Southern (Atlanta, GA)
- Eastern (Milwaukee, WI)
- Alaska (Juneau, AK)

Strategic Program Direction

The stewardship of the National Forest System is guided primarily through four strategic program directions.

1. Restore, sustain, and enhance the Nation's forests and grasslands.
2. Provide and sustain benefits to the American people.
3. Maintain a full range of basic management capabilities of the Forest Service.
4. Sustain and enhance outdoor recreation opportunities.

Critical Focus Areas

Currently, the National Forest System mission area is engaged in the following critical focus areas.

1. Sustaining healthy forests.
2. Recreation.
3. Clean water and adequate supply.
4. Wood for energy.
5. Climate change management.
6. Informed citizenry and "More Kids in the Woods."

Investments in rural wood-to-energy facilities have the power to help make our country energy independent.

Outdoor recreation increases fitness and well-being. Children especially benefit from outdoor play.



State and Private Forestry

Mission Statement

To provide technical and financial assistance to private landowners, state agencies, Tribes, and community resource managers to help sustain the Nation's urban and rural forests and to protect communities and the environment from wildland fires, insects, disease, and invasive plants.

Scope

Through a coordinated effort in management, protection, conservation education, and resource use, we help facilitate sound stewardship across lands of all ownerships on a landscape scale, while maintaining flexibility for individual landowners to pursue their objectives. We employ approximately 537 staff located at 17 sites throughout the country. The delivery of the State and Private Forestry program is carried out by eight National Forest System regions and the Northeastern Area.

Strategic Program Direction

Our program delivery is organized within six focus areas.

1. Fire and aviation management.
2. Tribal relations.
3. Cooperative forestry.
4. Urban and community forestry.
5. Forest health protection.
6. Conservation education.

Critical Focus Areas

Currently, the State and Private Forestry mission area is engaged in the following critical focus areas.

1. 2008 Farm Bill. Adjust existing program direction/establish new direction, subject to available funds. Where the Forest Service is not the lead but has strong interest, engage with the USDA lead agency as they develop program direction to bring our forestry and natural resource knowledge to bear.
2. Integration of Vegetation/Ecological Services. Develop an implementation framework to deliver integrated vegetation management/ecological services programs to achieve sustainability on the landscape.

More than 80 percent of all Americans live in urban areas. The Forest Service has a major role in caring for urban natural resources and linking environmental health with community well-being.



Forests are our friends! Woodsy Owl, a Forest Service symbol, has been America's environmental champion since 1970, and is most recognized for his wise request, "Give a hoot. Don't pollute." Caring, friendly, and wise, Woodsy Owl helps motivate all of us, especially children, to form healthy, lasting relationships with nature.

International Programs

Mission Statement

International Programs of the Forest Service promotes sustainable land management overseas and brings important technologies and innovations back to the United States.

Scope

The program focuses on conserving key natural resource in cooperation with countries across the world.

Strategic Program Direction

The program is critical to protect U.S. investments in a wide array of cross-boundary natural resource conservation issues, including:

1. Invasive species.
2. Climate change.
3. Migratory species habitat conservation.
4. International policy.
5. Global biodiversity.

Critical Focus Areas

Currently, the International Programs mission area is engaged in the following critical focus areas.

1. **Policy Development.** Advances U.S. forestry interests at international policy deliberations, provides expertise in global forestry issues, and utilizes lessons from overseas for improving forest management at home.
2. **Technical Assistance.** Promotes sustainable forest management and biodiversity conservation in collaboration with partners in the field at home and abroad.
3. **Disaster Assistance.** With funding from the Office of Foreign Disaster Assistance (a division of U.S. Agency for International Development), International Programs provides technical expertise for international response efforts and brings home lessons learned.



Photo by David Cappaert, Michigan State University, Bugwood.org

One of world's most spectacular natural phenomena is North America's Monarch butterfly migration. Every fall, millions of Monarchs migrate thousands of miles from Canada and the United States to spend the winter in central Mexico. They return northward in the spring. To help conserve this magnificent species and its habitats, the Forest Service International Programs is working with a wide range of partners across the Monarch migratory path, or flyway.

Business Operations

Mission Statement

To provide high-quality and timely business processes to support successful accomplishment of Forest Service programs.

Scope

Throughout the Forest Service, 3,200 Business Operations employees work in human resources, Job Corps, finance, information technology, and other administrative fields to provide essential services that the agency's employees and partners rely on to care for our natural resources.

Strategic Program Direction

Business Operations is leading a service-wide modernization of the agency's administrative systems. The transition from widely dispersed systems and people to a centralized model for key administrative functions is a major culture shift that challenges Forest Service leaders and employees. Our efforts are targeted on:

1. Eliminating duplication.
2. Capitalizing on new technologies.
3. Providing improved service more efficiently.

Critical Focus Areas

The Business Operations mission area is engaged in the following critical focus areas.

1. **Albuquerque Service Center—Human Capital Management.** When the agency consolidated its human resource services in 2007, the upheaval of personnel, failing new technology, and a decentralized agency culture led to problems in providing basic services such as hiring, pay, promotions, and retirements. Service has improved, but the unit's 500 employees face many challenges to serving a workforce of up to 45,000 people (permanent and temporary employees). The agency continues its emphasis on human resource services to mitigate issues and further enhance operations.
2. **Chief Information Office.** Reorganization of this office is in progress to provide effective program delivery and customer service and address issues such as strengthening information security, ensuring staffing levels, providing local technology support, and the addressing challenges presented by more than 600 different applications in use across the agency.
3. **Albuquerque Service Center—Budget and Finance.** A model of effective, centralized service delivery, Budget and Finance has steered the Forest Service through six consecutive clean audits. This level of performance requires significant commitment of financial and personnel resources.
4. **Job Corps Civilian Conservation Centers.** The Forest Service operates 22 Job Corps centers nationwide and soon expects to operate all 28 Federal centers. Job Corps is the Nation's premier residential training program for disadvantaged youth, ages 16 through 24. Students are provided with educational opportunities to achieve a General Educational Development or high school diploma and vocational training. The program provides advance training in key natural resource programs leading to potential careers in wildfire suppression and other natural resource technical fields.

Office of the Chief

In addition to International Programs, the following programs provide critical leadership and support to delivery of the Forest Service mission.

External Affairs Office

The External Affairs Office within the Office of the Chief enhances the capacity of the Forest Service to deliver its mission through strong, collaborative relationships with Congress, the national media, national and international interest groups and partners, employees, and the American people. The organization is made up of four staff areas: Legislative Affairs, Office of Communication, National Partnership Office, and the National Media Office. While each of the program areas provides distinct expertise, they have the shared role of advancing the goals and activities of the Forest Service both within and outside the agency. The success of Forest Service external affairs will come from clear strategies and strong teamwork among the External Affairs Office and the program areas throughout the Forest Service. Contact: Leslie Weldon, (202) 205-1661.

Chief Financial Officer

The Chief Financial Officer (CFO) provides service-wide leadership in the development and evaluation of programs in finance, accounting, and Federal assistance. The CFO oversees all financial management activities related to the Forest Service programs and operations, including financial management policies and internal controls, financial and programmatic information systems development, financial analysis and performance reports, and budget and fiscal integration. Forest Service resources include 45,000 employees, including temporaries, and listed assets of \$7.7 billion in fiscal year (FY) 2006. The CFO manages three staff areas—Budget and Finance; Acquisition Management, including property, grants, and agreements; and Financial Systems—and the Albuquerque Service Center. Contact: Jesse L. King, Chief Financial Officer, (202) 205-1321.

Civil Rights Program

The Civil Rights Office is responsible for delivering a comprehensive and result-oriented Civil Rights program for customers while ensuring equality, justice, and full participation in agency activities and programs. We achieve our mission through civil rights compliance, advocacy, and education. Our goal is to be a model organization that is devoted to fairness and equality in agency employment and delivery of programs. Major responsibilities include implementing Presidential Management Directive 715. This directive provides policy guidance and standards for establishing and maintaining effective affirmative programs of equal employment opportunity under VII—Section 717 of Title VII of the Civil Rights Act—and effective affirmative action programs under Section 501 of the Rehabilitation Act (PART B). Other responsibilities include Title VII, Employment Discrimination Complaint Program, Title VI—Federal Financial Assistance Programs, Persons with Disabilities Program, and Reasonable Accommodation, Special Emphasis Programs, Compliance Reviews, and Policy Development. Contact: Debra Muse, Director, Civil Rights Program, (202) 205-1585.

Law Enforcement and Investigations

The Forest Service Law Enforcement and Investigations (LEI) mission area is a Federal law enforcement agency of the U.S. Government. It is responsible for enforcement of Federal laws and regulations governing national forest lands and resources. The LEI program operates in national forests in 44 States through cooperation with Federal, State, Tribal, and local law enforcement agencies and other Forest Service programs. The LEI program: provides high visibility uniformed patrol presence and prompt response to public and employee safety incidents and violations of law and regulation; conducts criminal and civil investigations; maintains strong relationships with cooperating law enforcement agencies, the Offices of the United States Attorney, and the Federal Court system; works to reduce the cultivation, production, and smuggling of cannabis and other controlled substances on National Forest System lands; and coordinates and conducts antiterrorist activities to provide a secure environment for the public and our employees and to protect public resources and facilities.

Section 6: Strategic Program Direction

Goals

The seven major goals of the *USDA Forest Service Strategic Plan, FY 2007–2012* are as follows.

- 1. Restore, sustain, and enhance the Nation's forests and grasslands.** The national forests and grasslands were established to protect the land, secure favorable water flows, and provide a sustainable supply of goods and services. Over the past century, the Forest Service has achieved a balance between providing land stewardship services and meeting public demands for various uses of the national forests. The increasing extent and frequency of uncharacteristically severe wildland fires and insect and disease outbreaks are of particular concern to the public.
- 2. Provide and sustain benefits to the American people.** Our forests and grasslands contain abundant natural resources and opportunities that help meet the demands and needs of a growing America. Sustainable management of these resources ensures that the availability of goods and services is achieved and land productivity is maintained. National forest management provides a variety of goods and services, including wildlife, supplies of wood products, energy, domestic livestock forage, and water. The Forest Service also provides technical and financial assistance for non-Federal forest land stewardship. This is done in partnership with State forestry agencies. Our research provides the scientific foundation for the sustainable management of forests and grasslands and improvements in the use and marketing of forest products and services.
- 3. Conserve open space.** Open space provides a wide-range of environmental, social, and economic benefits to rural and urban communities. Undeveloped forests and grasslands—including working farms, ranches, and timber lands—help protect water quality, conserve native wildlife, and provide a variety of renewable ecosystem services. The Forest Service, in partnership with other interests, helps communities develop sustainable urban forestry programs. Communities use urban forest management plans to help conserve open space.
- 4. Sustain and enhance outdoor recreation opportunities.** The Forest Service is emphasizing natural resources stewardship to better connect urban residents to the value of well-managed public and private forested lands and improve their quality of life. We promote managing, protecting, and using urban natural resources and creating an informed citizenry through environmental literacy. We work closely with a variety of partners at all government levels to improve the understanding of how environmental health and community well-being are linked.
- 5. Maintain basic management capabilities of the Forest Service.** The Nation's population is projected to increase by nearly 50 percent by the middle of this century. Population increases create extensive pressure on public lands. If public lands are to provide additional benefits without unacceptable resource impacts, we must emphasize effective management solutions that have a solid scientific foundation. The condition of the land, facilities, and transportation infrastructure, for example, must be considered if we expect to preserve high-quality experiences and sustain a balanced flow of goods and services.
- 6. Engage urban America with Forest Service programs.** Natural resources are affected by a wide range of forces, including natural events and overuse. The Forest Service maintains a workforce with the skills and capabilities to deal with the impacts of these events. Reliable information, quality facilities, and land protection strategies are necessary to effectively manage natural resources in a constant state of change.
- 7. Provide science-based applications and tools for sustainable natural resources management.** The Forest Service provides relevant science and leading-edge solutions to help sustain America's trees, forests, and forest ecosystems. Science-based management strategies are the foundation for all the Forest Service land management programs.



For Further Reference: USDA Forest Service Strategic Plan, FY 2007–2012. United States Department of Agriculture, Forest Service. FS-880. July 2007.
<http://www.fs.fed.us/publications/strategic/fs-sp-fy07-12.pdf>

Section 7: The Budget

Although part of the Department of Agriculture, the Forest Service receives its budget through the Subcommittee on Appropriations—Interior, Environment, and Related Agencies. Recent budgetary trends are illustrated below.

Table 1. Forest Service Appropriations, FYs 2006–2008

Appropriation Title (Dollars in thousands)	FY 2006	FY 2007	FY 2008
Research	\$277,711	\$277,711	280,488
State and Private Forestry	308,966	308,966	279,961
National Forest System	1,455,646	1,455,646	1,452,729
Wildland Fire Management	1,846,091	1,846,091	2,193,603
Capital Improvement and Maintenance	438,334	436,400	488,768
Land Acquisition	43,056	46,667	43,091
Other Appropriations	8,618	7,948	8,779
Subtotal, Discretionary Appropriations *	4,377,972	4,697,796	5,039,428
Subtotal, Mandatory Appropriations	795,170	721,068	767,215
Total Forest Service	\$5,173,142	5,418,864	\$5,806,643

* Discretionary Appropriations includes Regular Appropriations plus Supplemental and Emergency Appropriations.

Figure 1. Trend in Forest Service Fire Spending

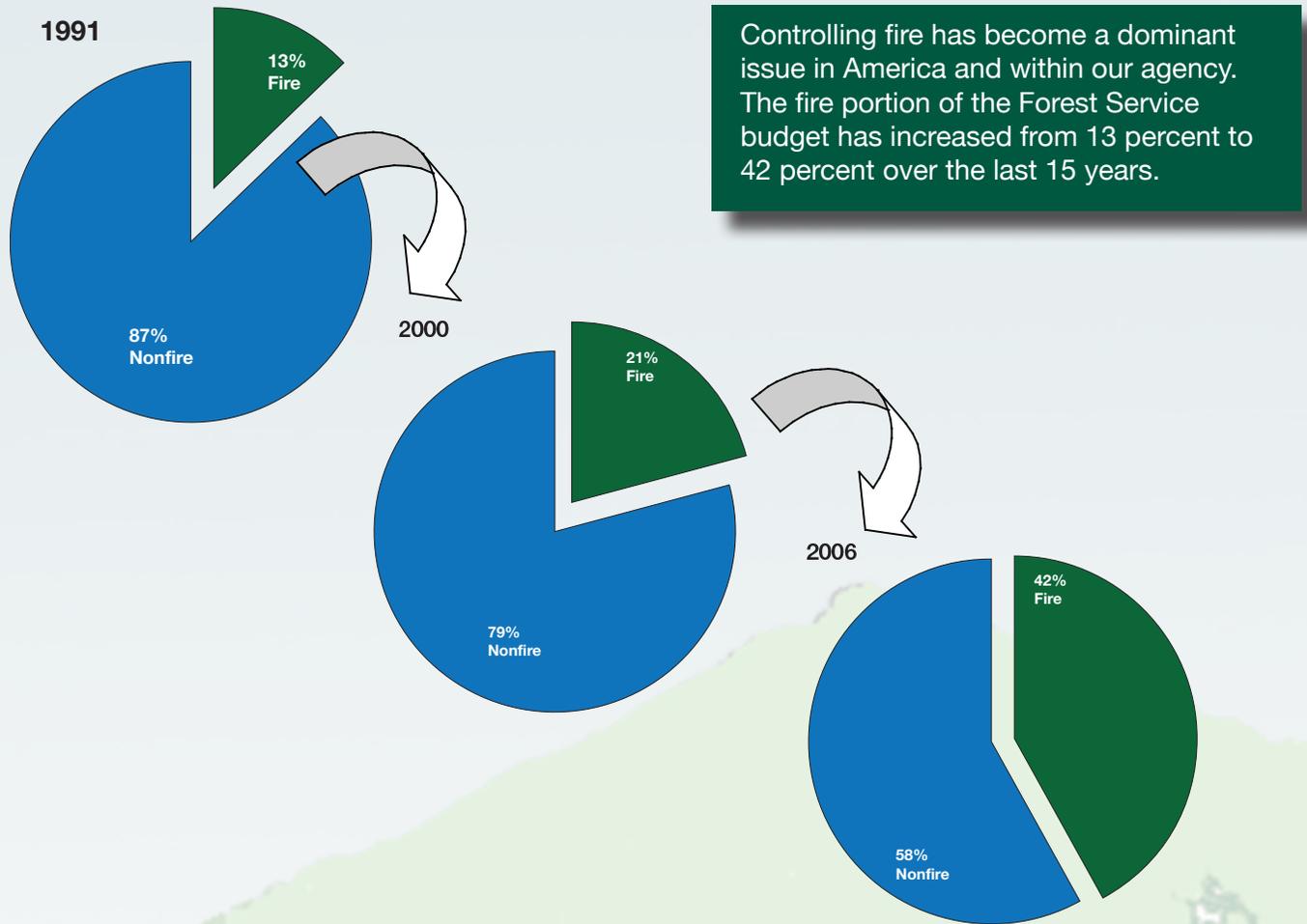
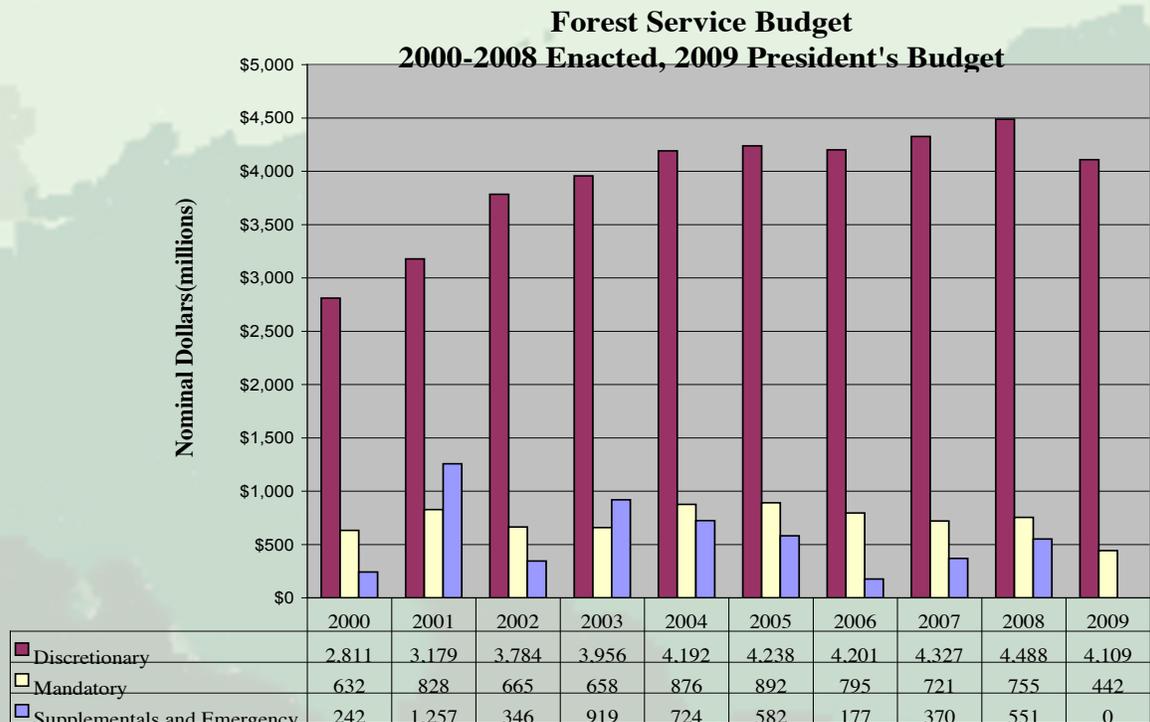


Figure 2. Fire Spending as a percentage of discretionary budget (FYs 1999–2011)



Section 8: Wildfires, Forests, and Communities

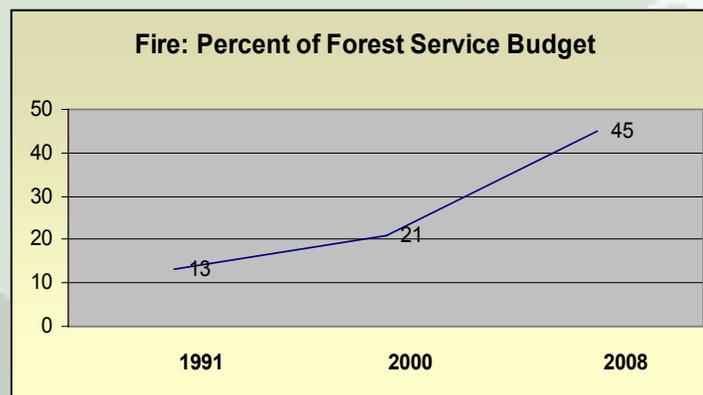
By far, the most dominant issue facing the Forest Service today is effective and cost-efficient wildfire control while ensuring America's forests and communities remain healthy and resilient. The Forest Service has a strategy for its deployment and success. The issue must be addressed on three basic fronts:

- **The Budget.** Implementing a budgetary strategy that assures the availability of funds for wildfire suppression activities, while reversing the affect experienced over the past 15 years where other agency natural resource program funds have been reduced in order to provide increased funding to wildfire suppression.
- **The Land.** Creating a forest that is resilient and more resistant to disturbances so property and lives can be protected and communities that depend on the forests remain sustainable and vibrant.
- **The Cost.** Using leading-edge, cost-management tactics to ensure suppression costs are as low as practicable.

If we do not adequately address *all* these fronts simultaneously, our ability to remain a viable, multiple-use, land conservation agency could be jeopardized.

Discussion

The following chart highlights the percentage of the Budget currently devoted to wildfires.



The Budget: Due to changes outside of Forest Service control (for example, climate change and urban sprawl), fire suppression costs are skyrocketing and seriously jeopardizing our ability to fund our natural resource mission. Potentially becoming a single-mission agency (fire control) is not in the best interest of the land we care for and people we serve.

The Forest Service budgets the cost of fire suppression based on a “10-Year Average.” During the last 5 years, the agency has experienced several billion dollar fire seasons. The “10-Year Average” has increased by over \$700 million in less than a decade. To accommodate this increase, the part of the agency’s constrained budget used to fight fires has more than doubled since 2001—going from about one-fourth to about one-half.

- **The primary reason:** We are fighting more fires in the wildland-urban interface to help protect lives and property within communities. These fires typically cost much more to suppress than fires far from communities. In a constrained budget planning process where current fire control costs are *givens*, like a “10-Year Average,” all the other Forest Service programs become lower priority.
- **The point is:** Funding emergency firefighting costs—about 68 percent of the “10-Year Average”—from the *base* programs of the Forest Service impacts all mission areas and all programs. Our services to the American people suffer.
- **The result is:** Fire suppression becomes the dominant activity. Everything else— research, recreation, control of invasive species, forest restoration, campground maintenance—becomes smaller. Some programs become so small they are rendered ineffective.
- **The solution is:** Work with interested parties to develop a budgetary strategy that assures the availability of funds for wildfire suppression while not impacting other critical Forest Service programs.

The Land: The second front we must focus on to address the Wildfire, Forests, and Communities issue is the land. This will allow the Forest Service to ensure that America's forests and forest ecosystems are well-managed, resilient, and resistant to disturbances and change, resulting in communities—especially rural communities—that depend on the land to remain vibrant and sustainable. Investments to address the land would concentrate on fire management, restoration and hazard mitigation, community capacity building, a skilled fire management workforce, and accountability.

- ***The primary reason:*** We want to create well-managed, fire-adapted ecosystems that are resilient and resistant to disturbances. We want to ensure that communities throughout the Nation are well-prepared for fire and remain socially and economically viable. If we accomplish this, large catastrophic fires should decline, and, eventually, the costs to control fires will also decline.
- ***The point is:*** Without creating well-managed, fire-adapted ecosystems, wildfires and associated costs, primarily in the West, will continue to escalate. Preventive measures must be part of the overall solution.
- ***The result is:*** Emergency-type fires and the costs to suppress these fires will be reduced. The loss of property and lives will be less.
- ***The solution is:*** Develop and deploy an investment strategy entitled Wildfires, Forests, and Communities that will produce the following benefits:
 - A public that is better informed about and well-prepared for wildland fire.
 - Communities that are socially and economically vibrant.
 - Healthier, more resilient fire-dependent forests, ecosystems, and landscapes.
 - A safer environment where firefighters can work and people can live.
 - A more effective, efficient, and ultimately less costly, fire management program.
 - Greater collaboration with local, State, Federal, and nongovernmental partners.
 - More successful local initial response that ultimately requires less Federal intervention.

The Cost: Fire suppression costs continue to escalate. Part of the reason is uncontrollable events: prolonged drought in the West, development, and unpredictable weather. However, part of the cost escalation may be due to a lack of discipline in cost containment and adequate cost benchmarking of incidents. For example, are the resource requirements adequate or have we “hedged our bets” to cope with the fire and its inherent risks? Do we know what the fire we are trying to contain *should* predictably cost (e.g., are there adequate benchmarks) and have we organized to that prediction? These are cost management issues that the Forest Service will continue to aggressively address. Our focus will be to improve agency accountability and reduce taxpayer costs, including budgeting for large incidents (science-based benchmarking), keeping a log of key decisions, sharing decisionmaking on large fires, reviewing large fire costs, and including oversight by the Wildland Fire Leadership Council.

- ***The primary reason:*** We want to ensure the cost to control the specific wildfire is correct. In other words, we must strive to ensure that \$90 million *was* spent on a fire that *should* have cost \$90 million to suppress based on fuel types, weather, geography, location, values protected, and other factors used in science-based prediction models. Overall, costs will eventually be reduced with effective benchmarking, a fundamental tool for oversight and accountability.
- ***The point is:*** Without effective cost management procedures, the costs of fire suppression will be what it *takes*, not what it *should be*. We cannot leave cost containment to chance.
- ***The result is:*** Reduced costs, overall, through effective practices, including benchmarking of fires and the development of science-based predictive models.
- ***The solution is:*** A wide-range of cost management measures that include science-based modeling, shared decisionmaking, and precise role definitions with cooperating units and oversight.

Section 9: Growth Opportunities for the Future

The Forest Service is uniquely qualified to effectively address America's contemporary natural resource conservation issues. In meeting key natural resource needs of America, the Forest Service contributes to fundamental societal issues of safety, health, and education. The Forest Service has developed several key areas we want to focus on in the future. We are calling these areas of emphasis, *Growth Opportunities*.

Growth Opportunities

The current nine *Growth Opportunities* and associated visions are:

- **Climate Change.** Ensure that ecosystems and communities on all forest ownerships effectively adapt to changing climate through forest and grassland management actions that significantly mitigate global climate change.
- **Water Quality and Supply.** Ensure that healthy forests continue to function as natural sponges that absorb, store, and filter precipitation and fill our streams and rivers throughout the year, recharge groundwater supplies, and remove harmful pollutants.
- **Wood for Energy.** Based on our stewardship role on 80 percent of the Nation's 750 million acres of Federal and non-Federal forests, help our country meet its energy goals by replacing fossil fuel energy sources with forms of renewable energy, including wood.
- **More Kids in the Woods.** Create an enduring impact on kids' values and attitudes towards nature and their role in conserving natural resources for current and future generations.
- **Recreation.** Provide opportunity for America's youth to build life-long skills and develop healthy lifestyles through experiential and imaginative play outdoors. All visitors—regardless of ethnicity, age, or ability—enjoy outdoor experiences.
- **Urban Natural Resources Stewardship.** Emphasize a suite of science, management, and technology transfer programs to ensure the proper care of natural resources and advancement of ecosystem services in urban and urbanizing landscapes to help improve people's lives.
- **Markets for Ecosystem Services.** Incorporate the value of ecosystems into the land management decisionmaking process to better stimulate new investments in conservation and markets so forested land and other ecosystems remain intact and functional.
- **Green Jobs.** To ensure the American economy is more competitive, expand training opportunities for primarily Job Corps enrollees and selected others in the private sector to address projected job shortages in renewable energy, energy-efficiency industries and a wide-range of Jobs in the Woods.
- **Environmental Diplomacy.** To address critical global natural resource challenges, expand Forest Service technical cooperation with key international partners, thereby improving forest and rangeland management globally while enhancing U.S. prestige and influence in this important field of international diplomacy.

Growth Opportunities—Linkages

The nine Growth Opportunities are solidly linked to critical societal issues and the agency-wide seven strategic program goals. The following illustrates these linkages:

Growth Opportunities	Security	Economic Prosperity	Changing Climate	Health	Education
Climate Change			✓	✓	
Water Quality and Supply		✓		✓	
Wood for Energy	✓	✓	✓		
More Kids in the Woods				✓	✓
Recreation				✓	
Urban Natural Resources Stewardship		✓	✓	✓	
Markets for Ecosystem Services		✓	✓		✓
Green Jobs	✓	✓	✓	✓	✓
Environmental Diplomacy	✓	✓	✓		

Growth Opportunities	SPD No. 1	SPD No. 2	SPD No. 3	SPD No. 4	SPD No. 5	SPD No. 6	SPD No. 7
Climate Change	✓	✓					✓
Water Quality and Supply		✓					✓
Wood for Energy	✓	✓					✓
More Kids in the Woods		✓				✓	
Recreation		✓		✓	✓		
Urban Natural Resources Stewardship		✓	✓			✓	✓
Markets for Ecosystem Services	✓	✓					✓
Green Jobs	✓	✓		✓	✓		
Environmental Diplomacy	✓	✓	✓				

Strategic Program Direction (SPD): The seven major strategic program goals for the Forest Service are:

1. **Land Stewardship.** Restore, sustain and enhance the Nation’s forests and grasslands.
2. **Sustainable Benefits.** Provide and sustain benefits to the American people.
3. **Conserve open space.**
4. **Recreation.** Sustain and enhance outdoor recreation opportunities.
5. **Management Capabilities.** Maintain basic management capabilities of the Forest Service.
6. **Urban Stewardship.** Engage urban America with Forest Service programs.
7. **Science.** Provide science-based applications and tools for sustainable natural resources management.

Section 10: Primary Authorities

The following are nine of the primary authorities directing or influencing the mission of the Forest Service:

1. **Forest Service Organic Administration Act (Act of June 4, 1897) (16 U.S.C. §§ 473-478, 479-482 and 551, June 4, 1897, as amended 1905, 1911, 1925, 1962, 1964, 1968, and 1976).** This act is the original organic act governing the administration of national forest lands. The act specified the purposes for which forest reserves might be established and provided for their protection and management. Today, this act is one of several Federal laws under which the Forest Service operates. While the Organic Administration Act remains significant, it must be read in conjunction with the later acts, which expand the purpose and uses of the national forests.
2. **Multiple-Use Sustained Yield Act of 1960 (Act of June 12, 1960) (P.L. 86-517; 16 U.S.C. §§ 528-531).** This act declares that the purposes of the national forests include outdoor recreation, range, timber, watershed, and fish and wildlife. The act directs the Secretary of Agriculture to administer national forest renewable surface resources for multiple use and sustained yield. The act does not affect the jurisdiction or responsibilities of the States, the use or administration of the mineral resources of national forest lands, or the use or administration of Federal lands not within the national forests.
3. **National Forest Management Act of 1976 (Act of October 22, 1976) (P.L. 94-588; 16 U.S.C. §§ 1600-1614, August 17, 1974, as amended 1976, 1978, 1980, 1981, 1983, 1985, 1988 and 1990).** This act reorganized, expanded, and otherwise amended the Forest and Rangeland Renewable Resources Planning Act of 1974, which called for the management of renewable resources on national forest lands. The National Forest Management Act requires the Secretary of Agriculture to assess forest lands, develop a management program based on multiple-use, sustained-yield principles, and implement a resource management plan for each unit of the National Forest System. It is the primary statute governing the administration of national forests.
4. **Cooperative Forestry Assistance Act of 1978 (Act of July 1, 1978) (P.L. 95-313; 16 U.S.C. §§ 2101-2111, July 1, 1978, as amended 1990, 1991, 1992, 1996 and 2008).** This act, as amended, authorizes the State and private forestry activities of the Forest Service—including fire, forest management, forest health, wood utilization, urban and community forestry, forest land easements, and organizational management assistance—to State forestry agencies.
5. **Forest and Rangeland Renewable Resources Research Act of 1978 (Act of June 30, 1978) (P.L. 95-307, as amended by P.L. 100-521, Forest Ecosystems and Atmospheric Pollution Research Act of 1988, Section 3 (c), and as amended by P.L. 101-624, Food Agriculture, Conservation, and Trade Act of 1990 (Farm Bill), Title XII, Subtitle B; 16 U.S.C. §§ 1641-1648).** The act provides an updated and expanded authority for research by the Forest Service, including allowing competitive grants, performing research studies, recycling wood fiber, conducting tests, and establishing a forestry student grant program for minority and female students.

6. **Food Conservation and Energy Act of 2008 (Farm Bill) (P.L. 110-234)** The Farm Bill is passed every several years and deals with both agriculture and all other affairs under the purview of the U.S. Department of Agriculture. The most recent act, P.L. 110-234, contains new authorities for the Forest Service:

Title VIII – Forestry

Subtitle A: Amendment to the Cooperative Forestry Assistance Act of 1978— Establishes national priorities for private forest conservation, a community forest and open space conservation program, and a Secretary-level Forest Resources Coordinating Committee.

Subtitle B: Cultural and Heritage Cooperation Authority—Authorizes the reburial of Indian tribal human remains and cultural items found on national forest lands and temporary closure of national forest lands for cultural purposes.

Subtitle C: Amendments to Other Forestry Related Laws—Amends the Lacey Act to include the illegal taking of plants, establishes an Emergency Forest Restoration Program, and renews authority and funding for the Healthy Forest Reserve Program.

Title IX – Energy

Establishes Forest Biomass for Energy and Community Wood Energy grant programs.

7. **Foreign Operation Appropriations Act of 1978 (Act of November 5, 1990) (P.L. 101-513, 104 Stat. 2070; 16 §§ U.S.C. 4501 note, 4501, 4502, 4503, 4503a to 4503d, 4504, 4505, 1641, 1643, 2101, 2109).** Title VI of this act provides authority for international forestry activities of the Forest Service.
8. **National Environmental Policy Act (Act of January 1, 1970) (P.L. 91-190; 42 U.S.C. §§ 4321-4347).** This act requires Federal agencies to integrate environmental values into their decisionmaking processes by considering the environmental impacts of their proposed actions and reasonable alternatives to those actions. To meet this requirement, Federal agencies must analyze the environmental effects of proposed actions, such as through an environmental impact statement or other method, as specified in applicable rules. The act also established the President’s Council on Environmental Quality.
9. **Endangered Species Act (Act of December 28, 1973) (16 USC 1531-36, 1538-40).** This act governs the process of identifying threatened and endangered species, provides protections for such species, and governs Federal actions that could affect such species or their habitat.



For Further Reference: A more complete review of existing authorities, refer to *The Principle Laws Relating to Forest Service Activities*. 1993.

Additional Major Laws

The following are 12 additional laws with significant influence on the mission of the Forest Service:

1. **Forest and Rangeland Renewable Resources Planning Act of 1974 (Act of August 17, 1974) (P.L. 93-348, 88 Stat. 476, as amended; 16 U.S.C §§ 1600(note), 1600-1614).** This act requires preparation of a strategic plan for all Forest Service activities every 5 years based on an assessment of renewable natural resources on all land ownerships every 10 years.
2. **Clean Water Act (Federal Water Pollution Control Act) (Act of June 30, 1948) (P.L. 80-845; 33 U.S.C. §§ 1251-1387, October 18, 1972, as amended 1973-1983, 1987, 1988, 1990-1992, 1994, 1995, and 1996).** This act is a comprehensive statute aimed at restoring and maintaining the chemical, physical, and biological integrity of the Nation's waters.
3. **Clean Air Act (Act of July 14, 1955) (P.L. 84-159; 42 U.S.C. §§ 7401-7602).** This act was the first Federal legislation involving air pollution. This act provided funds for Federal research in air pollution. Major amendments were made to this act by P.L. 88-206 and P.L. 95-95 to help control air pollution and increase the authority and responsibility of the Federal Government to help provide clean air.
4. **Wilderness Act (Act of September 3, 1964) (P.L. 88-577, 78 Stat. 890 as amended; 16 U.S.C §§ 1131 (note), 1131-1136).** This act established the National Wilderness Preservation System and designated the initial components of that system. These lands are to be administered for the use and enjoyment of the American people and for the preservation of their wilderness character.
5. **Land and Water Conservation Fund Act of 1965 (Act of September 3, 1964) (P.L. 88-578, 78 Stat. 897 as amended; 16 U.S.C. §§ 4601-4 through 6a, 4601-7 through 4601-10, 4601-10a-d, 4601-11).** This act provides money to Federal, State, and local governments to purchase land, water, and wetlands. Land is bought from landowners at fair-market value, unless donated.
6. **Wild and Scenic Rivers Act (Act of October 2, 1968) (P.L. 90-542, 82 Stat. 906, as amended; 16 U.S.C. §§ 1271(note), 1271-1287).** This act established a National Wild and Scenic Rivers System to include rivers possessing "outstandingly remarkable" values to be preserved in free-flowing condition. The act designated the initial components of this system and prescribed how future additions to the system would be evaluated.

7. **Federal Advisory Committee Act of 1970 (Act of October 6, 1972) (P.L. 92-463; 5 U.S.C. §§ Appendix 2).** The act governs the behavior of approximately 1,000 Federal advisory committees. In particular, the act restricts the formation of such committees to only those that are deemed essential and limits their powers to provision of advice to officers and agencies in the executive branch of the Federal Government. The act requires that administrative procedures and hearings be public knowledge.
8. **Federal Land Policy and Management Act of 1976, (Act of October 21, 1976) (43 USC 1701-2, 1711-23, 1732-37, 1740-42, 1744, 1746-48, 1751-53, 1761-71, 1781-82).** This statute provides the basic policies for Federal land management and governs actions such as acquisitions, sales, exchanges, withdrawals, and rights of way.
9. **The Forest Reserve Act of 1891 (Act of March 3, 1891) (Section 24 of the General Land Law Revision Act of 1891, also known as the Creative Act; 26 Stat. 1103; 16 U.S.C. §§ 471, repealed 1976 by P.L. 94-579, FLPMA).** This act gave the President authority to establish forest reserves from public domain lands. The forest reserves, then comprising 63 million acres, formed the foundation of the National Forest System. In February 1905, Congress transferred the Forest Reserves from the Department of the Interior to the Department of Agriculture. In July 1905, the Bureau of Forestry was renamed the Forest Service.
10. **Transfer Act (Act of February 1, 1905) (P.L. 58-33, Ch. 288, 33 Stat. 628; 16 §§ U.S.C. 472, 554).** This act transferred administration of the forest reserves from the Department of the Interior to the Department of Agriculture.
11. **Weeks Law (Act of March 1, 1911) (P.L. 61-435, CH. 186, 36 Stat. 961, as amended; 16 U.S.C. §§ 480, 500, 515, 516, 517, 517a, 518, 519, 521, 552, 563).** This act authorized the Secretary of Agriculture to examine, locate, and purchase forested, cutover, or denuded lands within the watersheds of navigable streams necessary to regulate the flow of navigable streams or for timber production.
12. **Secure Rural Schools and Community Self-Determination Act of 2000, Section 601, Division C, of P.L. 110-343 (Emergency Economic Stabilization Act of 2008).** The legislation provides financial assistance to rural counties affected by the decline in revenue from timber harvests in Federal lands. Funds are used for schools and roads, as well as to create employment opportunities, to maintain current infrastructure, and to improve the health of watersheds and ecosystems. More than \$2.1 billion will be distributed to eligible States and counties over a 4-year period (FY 2008-2011).

Section 11: Appendices

Appendix A: Forest Service Locations

Appendix B: Fire Suppression

Appendix C: 110th Congress on Fire Management

Appendix D: The National Fire Plan

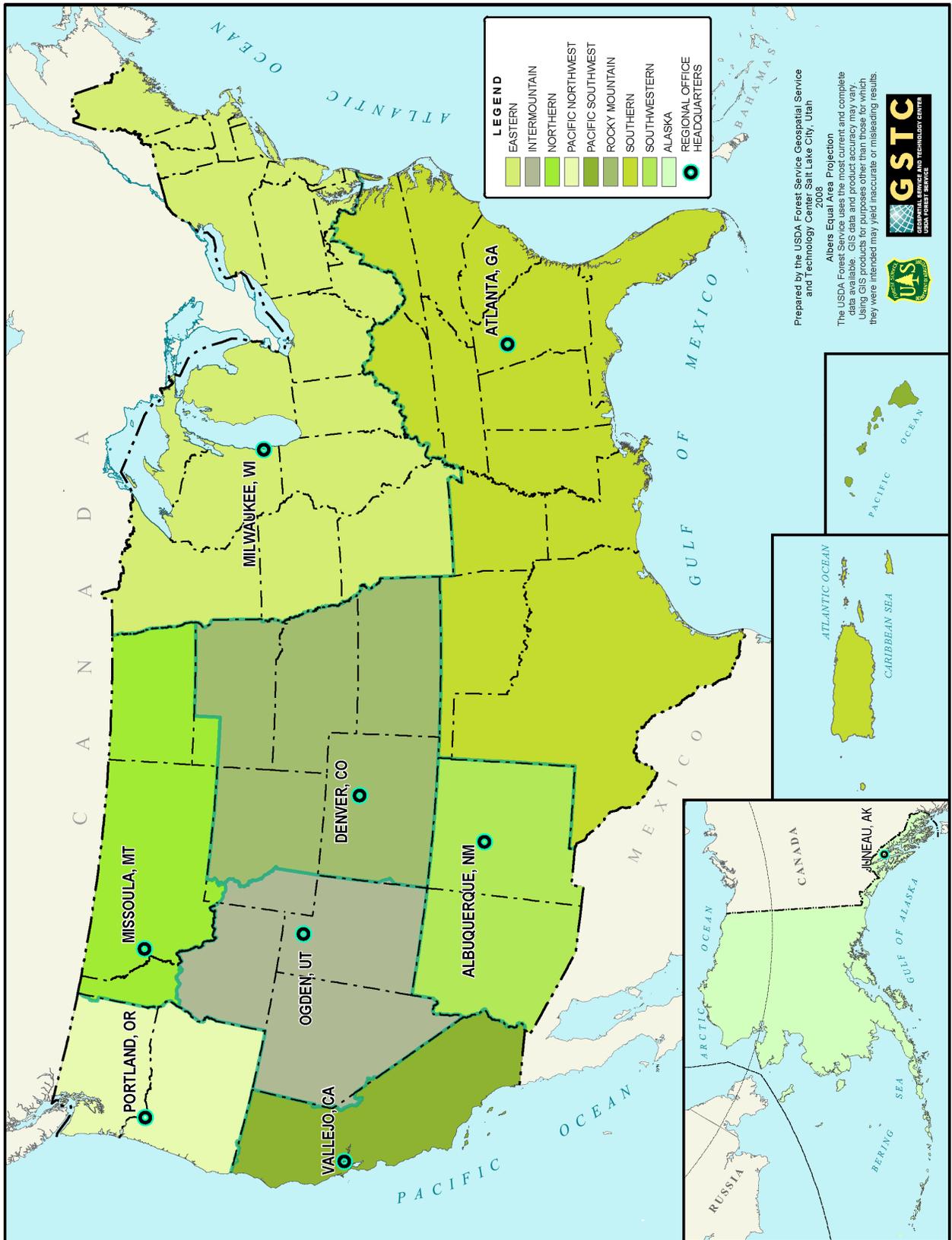
Appendix E: Healthy Forest Restoration Act of 2003

Appendix F: The 16 Chiefs of the Forest Service

Appendix G: Forest Service Employment

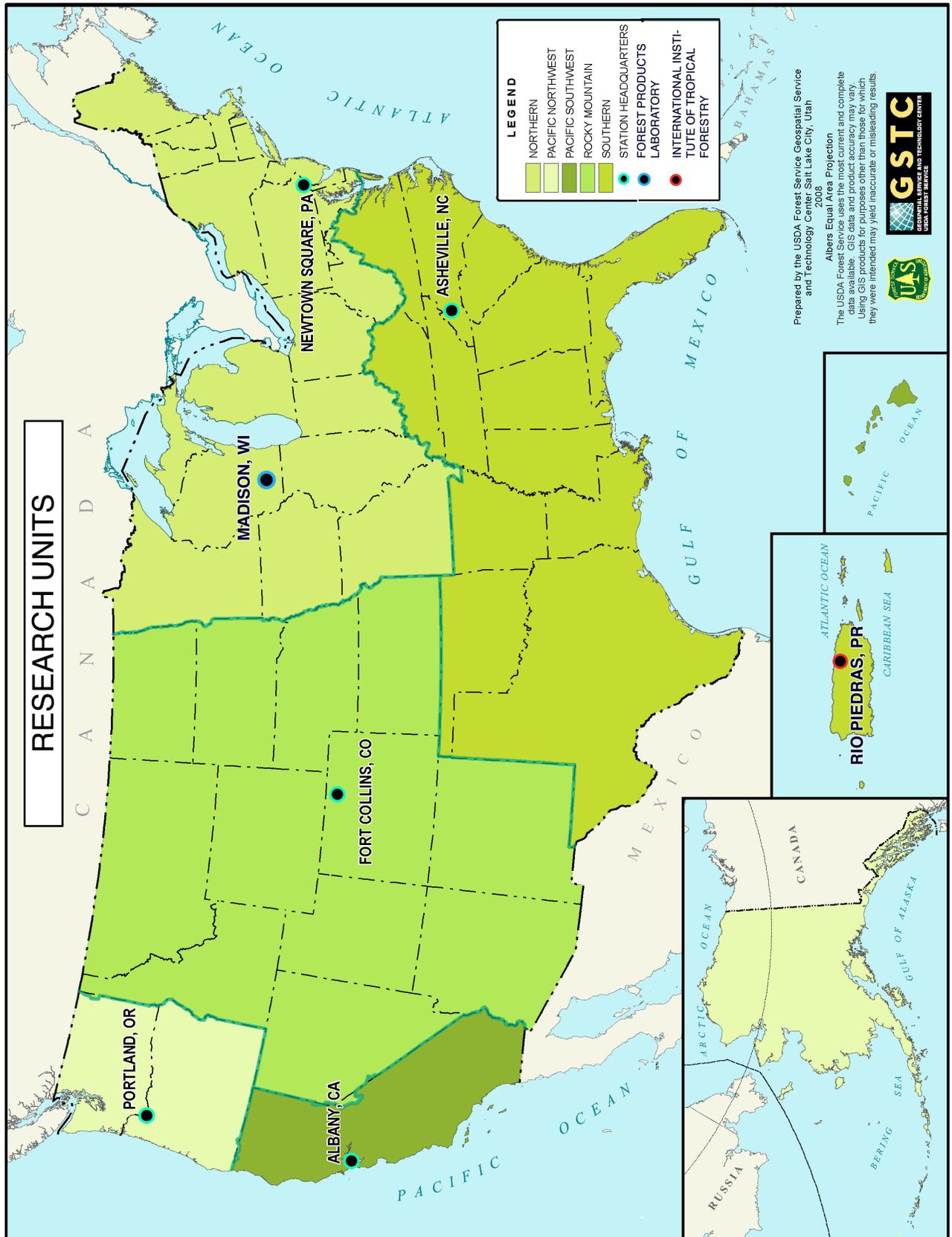
Appendix A: Forest Service Locations

The following map illustrates the nine regions that manage the National Forest System of the Forest Service:



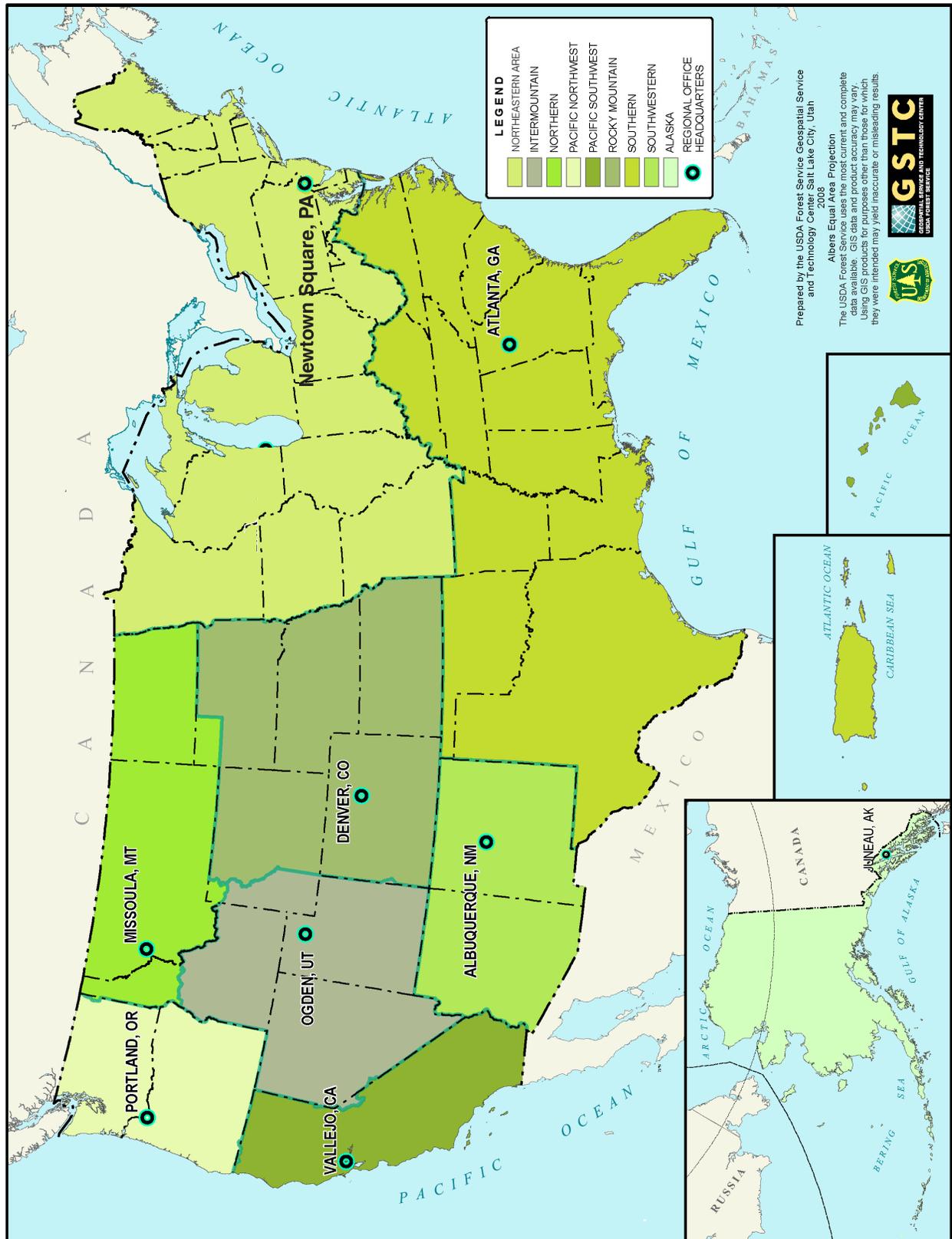
Research and Development

The map illustrates the seven research stations that provide science and technology development to help manage, protect, and use America's forests.



State and Private Forestry

The following map illustrates the Northeastern Area. The Northeastern Area provides technical and financial assistance to help deliver the programs of the State and Private Forestry mission area in the Northeast and Midwest. In Regions 1 through 8 and 10, the State and Private Forestry programs are delivered by the regional foresters.



Appendix B: Fire Suppression

Issue

The Forest Service is a natural resource management agency and the largest wildland firefighting organization in the world. However, the role of our firefighting force has expanded, and rapidly increasing costs are impacting the agency's ability to care for the land and serve people beyond just fire control.

Discussion

The Forest Service has a proud firefighting heritage. Forest Service research developed the Incident Command System in the early 1970s. It now guides operations across the country for fire and other emergency response. The Forest Service brings a professionally trained firefighting force, under principal-guided leadership, to manage forest fires on national forest lands and within a cooperative interagency approach with other Federal, State, local, and tribal governments to control fire on other lands. Managing fires in natural areas is a critical mission of the Forest Service and a fundamental tool to help create healthy forests. It is a key responsibility to control fire in order to protect communities, valuable natural resources, and life and property from damage. Fire suppression costs, however, have skyrocketed, causing budget pressure on the agency to move funds from other base programs and causing fire suppression to become the agency's dominant function.

Key Points

1. The Forest Service employs almost 10,500 firefighters each year.
2. Two-thirds of all firefighting resources in America belongs to the Forest Service. The agency provides specialized professionals (smoke jumpers and hot shot crews), aerial resources (helicopters and air tankers operated under contracts), national interagency dispatching and mobilization, and equipment and supplies for fire incident management.
3. The Forest Service is recognized as a leading firefighting organization that is called upon to train States and localities and consult with foreign nations on operations, leadership, and technology.
4. Safety is always our number one priority when it comes to fire.
5. Wildfire has grown on the landscape and is predicted to get worse. The 2007 fire season saw a total of almost 86,000 wildfires and over 9.3 million acres burned.⁷
6. Forest firefighting has become more complex. Rapid expansion of home building near natural areas; hotter, drier climate and extended droughts; as well as accumulations of overgrown brush and trees in natural areas contribute to increased risk and complexity of managing forest fires.
7. The Forest Service is successful in controlling about 97 to 98 percent of all wildfire with initial attack. Only 2 to 3 percent of the wildland fires escape, creating 70 percent of the total cost of fighting fire.
8. Annual suppression costs have escalated to record highs. Costs have exceeded \$1 billion in 5 of the last 8 years. Consequently, the 10-year average of the Wildland Fire Management account absorbs almost one-half of the agency budget.
9. The Forest Service is implementing cost-control strategies, management reforms, fire-control decision tools, and scientific research applications to address costs, manage efficiency, and constantly improve effectiveness.

⁷Data source: NIFC website, http://www.nifc.gov/fire_info/fires_acres.htm, accessed 7/10/08

Appendix C: 110th Congress on Fire Management

Issue

Legislative action and several introduced bills have occurred in the 110th Congressional session.

Discussion

The 110th Congress is very concerned about protecting lives and property from wildland fires in America. They are especially aware that certain large catastrophic fires represent emergencies and should be dealt with in that manner. The following represents some significant legislative activity in the 110th Congress on fire management.

Key Points

1. On December 26, 2007, President Bush signed **Public Law 110-161, the Consolidated Appropriation Act, 2008. Section 429** expands coverage for reimbursement of professional liability insurance to “temporary fire line managers.” Employees holding these positions are eligible to be reimbursed for up to one-half of the cost of professional liability insurance, including any administrative processing cost charged by the insurance company.
2. **H.R 5541—“Federal Land Assistance, Management and Enhancement Act” or “FLAME Act.”** Introduced March 6, 2008, by House Natural Resources Committee Chairman, Nick Rahall, with House Interior Appropriations Chairman, Norm Dicks, as a cosponsor. The bill would provide a supplemental funding source for catastrophic emergency wildland fire suppression activities on Forest Service and Department of the Interior lands. The bill would establish a “FLAME Fund” for the two Departments. Access to the fund would be initiated by a declaration from the Secretary and be based on several criteria. The bill would prohibit transfers of funds from nonfire accounts until all funds appropriated to fire within the agency budget and “FLAME Fund” are obligated. The bill would require a cohesive wildland fire management strategy consistent with recommendations from a recent GAO report. On April 17, 2008, the House Natural Resources Committee favorable reported the bill, as amended, in the nature of a substitute to the House of Representatives that includes several provision of H.R. 5648. Those provisions include measures to limit transfers from nonfire accounts to pay for fire suppression, cost containment incentives; a new program—Fire-Ready Communities—that promotes local codes for fire-resistant design and materials and provides cost-share grants for education, training, equipment acquisition, and community wildfire protection planning; and a requirement for written notification to landowners when a prescribed fire treatment is to be conducted. On July 9, 2008, the bill was passed out of the House, as amended, under suspension of the rules. On July 10, 2008, Senator Barbara Boxer introduced the House passed bill as S. 3256. It was referred to the Senate Committee on Energy and Natural Resources. The 110th Congress ended without further action on this bill. Indications are that a version of this bill will be introduced in the 111th Congress.

3. **H.R. 5648 - “Emergency Wildland Fire Response Act of 2008.”** Introduced March 14, 2008, by House Agriculture Committee Ranking Member, Robert Goodlatte (VA), with bipartisan support of the Agriculture Committee Chairman, Collin Peterson (MN), and House Natural Resource Committee members. The bill would amend the Cooperative Forestry Assistance Act of 1978. It would establish a Federal fire emergency suppression “Fund” to cover costs of declared emergency wildland fire incidents for the Forest Service and the Department of the Interior in similar ways to H.R. 5541. The bill would limit transfers of funds from nonfire accounts until all funds appropriated to fire operations within the agency budget and fund were depleted. It calls for a joint report to Congress every 6 months and that it be made available to the public. The bill would promote cost containment by allowing the agency to transfer funds to support reforestation and rehabilitation activities where fire expenditures were below the stratified cost index or equivalent measure and through independent panel reviews of any fire with expenditures greater than \$10 million. The bill would authorize a new program to support “Fire-Ready Communities,” and provide partnership authority (nationalize Colorado Good Neighbor) to enter into contracts and agreements with State foresters, or equivalent officials, to carry out good neighbor projects on National Forest System and adjacent non-Federal lands. The 110th Congress ended without further action on this bill. Elements of H.R. 5648 were integrated into H.R. 5541 when it passed out of House Natural Resources on April 17, 2008. There is no indication that this bill or a revised version will be introduced in the 111th Congress.

Appendix D: The National Fire Plan

Issue

Protecting lives and property by reducing large catastrophic wildland fires.

Discussion

In September 2000, the Departments of Agriculture and the Interior developed a plan to respond to the fires of 2000, to reduce the impacts of these wildland fires on rural communities, and to ensure sufficient firefighting resources in the future. The report is entitled *Managing the Impacts of Wildfire on Communities and the Environment: A Report to the President In Response to the Wildfires of 2000—The National Fire Plan* for short. The National Fire Plan continues to be an integral part of the Forest Service today. The following are important operational features of the National Fire Plan:

- **Federal Wildland Fire Management Policy:** The 1995 Federal Wildland Fire Management Policy and the subsequent 2001 Federal Wildland Fire Management Policy act as the foundation of the National Fire Plan.
- **Basic Premise of the National Fire Plan:** Investing now in an optimal firefighting force, hazardous fuels reduction, and overall community protection will provide for immediate protection and future cost savings.
- **Funding:** Initially (2001), the National Fire Plan provided for an additional \$1,100,994,000 for the Forest Service for a total wildland fire management budget of \$1,910,193,000. In 2008, the total amount for the Forest Service in wildland fire management (not including emergency fire suppression funding) is \$1,974,276,000.

Key Points

The following are five key points associated with the vision of the National Fire Plan:

1. **Firefighting.** Continue to be adequately prepared for initial attack.
2. **Rehabilitation and Restoration.** Restore landscapes and rebuild communities damaged by the wildfires.
3. **Hazardous Fuel Reduction.** Invest in projects to reduce fire risk.
4. **Community Assistance.** Work directly with communities to ensure adequate protection.
5. **Accountability.** Be accountable and establish adequate oversight, coordination, program development, and monitoring for performance.

Appendix E: The Healthy Forests Restoration Act of 2003

Issue

Communities, municipal water supplies, and other Federal land are at risk from wildfire. That risk can be reduced through cooperation action.

Discussion

The Healthy Forests Restoration Act of 2003 (P.L. 108-148) (HFRA) was signed into law in December 2003. HFRA, as it is known, contains a variety of provisions to help speed up hazardous-fuel reduction and forest-restoration projects on specific types of Federal land that are at risk of wildland fire and/or of insect and disease epidemics. The HFRA helps States, Tribes, rural communities, and landowners restore healthy forest and rangeland conditions on State, Tribal, and private lands. HFRA helps augment the **National Fire Plan** (see Appendix A.3) and the **Healthy Forests Initiative** to protect lives and property from wildfire. HFRA includes six major titles:

1. **Hazardous Fuel Reduction on Federal Land.** Reduce hazardous fuel to mitigate loss due to wildfire.
2. **Biomass.** Expand research to improve the utilization of wood.
3. **Watershed Forestry Assistance.** Manage and conserve the health of forested watersheds.
4. **Insect Infestations and Related Diseases.** Control infestations of forest-damaging insects and associated diseases.
5. **Healthy Forests Reserve Program.** Restore and enhance forest ecosystems to improve biodiversity and enhance carbon sequestration.
6. **Miscellaneous.** Inventory and monitor forest stands to better assess environmental threats.

The Healthy Forests Initiative, technically launched before HFRA, helps improve the condition of our public lands, increases firefighter safety, and conserves landscape attributes valued by society. Together, the Department of the Interior and the Forest Service implement the National Fire Plan and Healthy Forests Initiative (using, in part, the authorities of HFRA) to help save the lives of firefighters and citizens and to reduce the risk of catastrophic fire to communities, forests, and rangelands.

Key Points

The following are key points about activities associated with HFRA:

1. An excessive accumulation of hazardous or unusually flammable fuels in our forests, woodlands, and grasslands is the root cause of the unprecedented fire risk facing our public lands. Treatments occur both inside and outside the wildland-urban interface.
2. Since 2001, Federal land management agencies (Forest Service, Bureau of Land Management, and others) have treated nearly 26 million acres of Federal lands under the Healthy Forests Initiative and the National Fire Plan through landscape restoration actions.
3. Stewardship contracting, an action used to help implement HFRA, includes natural resource management activities that contribute to the development of sustainable rural communities, maintain healthy forest ecosystems, and provide a continuing source of local income and employment.
4. Byproducts removed during hazardous fuels reduction are often utilized for bioenergy. In March 2008, \$4.1 million in Forest Service woody biomass utilization grants were used to help 17 small businesses and community groups find more innovative uses of woody biomass from national forests in new products and renewable energy.



For Further Reference: More detail on the Healthy Forests Initiative is available at http://www.forestsandrangelands.gov/Healthy_Forests/index.shtml

Appendix F: The 16 Chiefs of the Forest Service

The Chief	Years Served
Gifford Pinchot	1905-1910
Henry S. Graves	1910-1920
William B. Greeley	1920-1928
Robert Y. Stuart	1928-1933
Ferdinand A. Silcox	1933-1939
Earle H. Clapp	1939-1943
Lyle F. Watts	1943-1952
Richard E. McArdle	1952-1962
Edward P. Cliff	1962-1972
John R. McGuire	1972-1979
R. Max Peterson	1979-1987
F. Dale Robertson	1987-1993
Jack Ward Thomas	1993-1996
Michael P. Dombeck	1997-2001
Dale N. Bosworth	2001-2007
Abigail R. Kimbell	2007-Present



For Further Reference: A Forest Service Leadership Timeline, including biographies
<http://www.fs.fed.us/aboutus/history/time-line.shtml>

Appendix G: Forest Service Employment

UNITS	Full-Time Equivalents		
	Total	Permanent	Other
Northern (Region 1)	2,845	2,291	554
Rocky Mountain (Region 2)	2,174	1,782	392
Southwestern (Region 3)	2,297	1,949	348
Intermountain (Region 4)	2,713	2,149	564
Pacific Southwest (Region 5)	5,568	4,547	1,021
Pacific Northwest (Region 6)	4,053	3,342	710
Southern (Region 8)	2,834	2,686	149
Eastern (Region 9)	2,210	1,980	230
Alaska (Region 10)	776	687	90
Forest Products Laboratory	184	182	2
International Institute of Tropical Forestry	46	42	4
Washington Office	1,756	1,732	23
National Operations	423	275	147
Job Corp	1,191	1,123	68
Rocky Mountain Research Station	478	435	43
Northern Research Station	511	487	24
Albuquerque Service Center	1,577	1,542	35
Pacific Northwest Research Station	377	338	39
Pacific Southwest Research Station	216	195	21
Southern Research Station	443	422	21
Northeastern Area	146	143	3
Total	32,818⁵	28,330	4,488

Numbers reflect end of FY 2007 and do not include overtime FTEs.



The U.S. Department of Agriculture (USDA) prohibits discrimination in all its programs and activities on the basis of race, color, national origin, age, disability, and where applicable, sex, marital status, familial status, parental status, religion, sexual orientation, genetic information, political beliefs, reprisal, or because all or part of an individual's income is derived from any public assistance program. (Not all prohibited bases apply to all programs.) Persons with disabilities who require alternative means for communication of program information (Braille, large print, audiotape, etc.) should contact USDA's TARGET Center at (202) 720-2600 (voice and TDD). To file a complaint of discrimination, write USDA, Director, Office of Civil Rights, 1400 Independence Avenue, S.W., Washington, D.C. 20250-9410, or call (800) 795-3272 (voice) or (202) 720-6382 (TDD). USDA is an equal opportunity provider and employer.