

GENERAL MANAGEMENT REVIEW  
HURON-MANISTEE NATIONAL FOREST  
MAY 6-17, 1985

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I will send a sign  
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*Joni Sue*

REVIEW REPORT  
GENERAL MANAGEMENT REVIEW  
OF  
HURON-MANISTEE NATIONAL FORESTS  
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5/7/85  
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## REVIEW REPORT

### I. Introduction

- A. Type of Review: General Management Review
- B. Unit: Huron-Manistee National Forest
- C. Review Team: Floyd J. Marita, Deputy Regional Forester, Resources, R-9  
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- D. Date of Review: May 6-17, 1985
- E. Previous Similar Review: GII-1974

F. Description of Review Process: This review was conducted for the purposes of evaluating: management quality on the Huron-Manistee National Forest; the effectiveness of Regional and Forest objectives, policies, and procedures; and whether delegated authorities and responsibilities are being appropriately carried out. The review concentrated on activities and responsibilities which will significantly affect the Forest over the next decade.

A GMR review plan was developed and provided to the Forest and each Staff Director in the Regional Office for review and comment. Comments were incorporated into the final review plan when appropriate and approved by the Regional Forester. An itinerary was developed providing for an entrance conference with the Forest Supervisor and the primary staff, interviews with staff officers, visits to the Districts, and an exit conference (see itinerary appendix).

The commendations, major issues, minor issues, and opportunities in this report are derived from an analysis of interviews and observations in the field with in-service personnel, the public, and representatives of State government.

## II. Summary of the Review: Objectives

A. Evaluate management effectiveness in developing and administering sound resource management plans, policies, and techniques used in reaching key decisions.

B. Analyze the Forest's key management problems and identify the appropriateness of corrective actions.

C. Determine how effectively the Forest is dealing with workforce and skill needs in light of organizational needs, budget, and personnel ceilings. Review recent organizational changes, workforce planning, and staffing controls.

D. Determine the effectiveness of the Forest Supervisor, his staff and District Rangers towards: 1) Accomplishment of National direction and the Regional Forester's objectives; 2) adherence to policy; 3) the quality of results achieved.

E. Evaluate the effectiveness of District Ranger decisions and actions as they affect the quantity and quality of work produced.

F. Evaluate service to the publics, the extent of public involvement, and Good Host ethic.

G. Evaluate the effectiveness of the Forest in the area of employee performance, career development, training, and welfare.

## III. Commendations

A. Awards and Recognition - The Huron-Manistee National Forest has an exemplary awards and recognition program. The Forest Supervisor, with Management Team participation, takes many opportunities to recognize individual performance through performance ratings, awards for special acts, special safety awards, and individual letters of recognition. The program and its value is respected by Forest personnel.

B. Fire Management - Fire management on the two National Forests is of high quality. The ICS (Incident Command System) is in place and the use of central dispatching is working well. The Forest is using contracts in innovative ways in fire activities and is doing a credible job with prescribed fires.

C. Land and Resource Management Planning - Development of the Forest Plan is going well. The Draft Plan is out for public review, the I&I plan is well developed, and public participation is strong. All indications are that the Draft Plan has done a credible job in addressing the issues and concerns in making the process understandable. The Plan is site specific and has had involvement of the majority of Forest personnel during its development. There is a high level of confidence and commitment by the personnel who participated in its development.

D. Land Acquisition and Adjustment - We commend the Forest for aggressively pursuing land acquisition and adjustment. There is a good understanding of land and land acquisition/exchange activities on the Forest.

The Bliss Lake land exchange on the Harrisville Ranger District, which included the exchange of inaccessible and scattered tracts, is particularly noteworthy. Only the persistence of the District Ranger, the Forest staff, and Forest Supervisor with the help of the Regional lands staff brought this unusual and difficult case to completion.

E. General Housekeeping - Throughout the Forest the review team observed offices and warehouses that were particularly clean and well organized. Forest vehicles were clean and well maintained, with seat belts clearly in use. The Baldwin Ranger District warehouse is an example of an advanced and well organized warehouse facility which effectively services Forest Service field programs.

F. Forest Administration and Operations - The Forest has recently given attention to the Administration and Operations program both in construction and maintenance. They have shown innovation in using the present facilities and in designing cost effective modifications.

The Forest has carefully studied problems with the telephone communications system in the Supervisor's Office and on individual Ranger Districts. That study was particularly noteworthy because it identified many overcharges and an obsolete method of quality control.

G. Human Resource Programs - The Forest is making use of a wide range of human resource programs. Individuals working under the Volunteers in the National Forests, SCSEP, recent YCC and YACC, and community employment programs were visible throughout the Forest. These individuals are well integrated into the workforce, given particular recognition, and made to feel a part of the Forest's organization.

H. Recreation Statistics - Forest statistics describing recreation use and activities are current, detailed, and extremely thorough. These statistics give a high degree of confidence in the level of recreation activities throughout the Forest. They provide a statistical base as good or better than any of the team members have observed in the Region.

I. Wildlife-Timber Management Coordination - The Forest has a large timber sale program and an important wildlife resource. Project activities and the planning process demonstrate a close coordination and working relationship. It was a pleasure to observe District personnel describe how these activities ensure a well coordinated, integrated management program. Leadership from the Supervisor's Office is clearly visible on the Ranger Districts. Its presence demonstrates flexibility yet with a reasonable adherence to standards. The shared-service biologist has worked well and District personnel are complimentary of this individual's contributions.

J. Meeting Increased Timber Demand - The 1973 and 1979 National energy crises had a dramatic impact on the Forest's timber management program by increased demand for hardwoods. The recent thrust for forest products utilization has increased the demand for aspen and recent market changes have shifted demand back to pine products.

We compliment the Forest for recognizing these diverse and changing needs, for working closely with the forest product users, and adjusting their sale program to meeting these demands. The Forest has also responded in a timely manner to the Regional Forester's request for increased productivity and a sale program that addresses the below-cost timber sale issue.

K. District Activity Reviews - We compliment the Forest for its pre-scheduled district activity reviews. Reviews are led by a District Ranger or Forest staff with participation by the Forest Supervisor and Deputy Forest Supervisor during the review or at closeout. Action plans are developed as required for all activity reviews and these are monitored by the team leader or Deputy Forest Supervisor to ensure accomplishment.

L. Information Management - Information management is given a high priority on the Forest. The Forest Management Team has directed this area be addressed by the AIMS (Automated Information Management System) Counsel. This Counsel functions as an approving and recommending body of information systems, software inventory, and development of new programs. The Forest has been able to initiate an inventory of software without its Data General system being fully operational.

M. District Management Team - The review team observed a healthy team atmosphere and active staff participation on most ranger districts. Particularly noteworthy are White Cloud, Baldwin, and Tawas Ranger Districts. The Harrisville Management Team was outstanding. The atmosphere of commitment and full participation of all members including volunteers and SCSEP employees was clearly visible as were activities to ensure integration and cost effectiveness.

N. Road Construction Cost - We compliment the Forest and particularly engineering for the cost effective road construction taking place. Final construction of roads is inexpensive, suitable to the terrain, and fits the standard of only what is necessary.

O. Lumberman's Monument - The Forest and the Tawas Ranger District are to be complimented for their leadership, initiative, and quality control in forming the Huron-Manistee Interpretive Association. Engineering is complimented for the architectural design and improvements to Lumberman's Monument.

#### IV. Major Issues

##### A. Work Planning

1. Overview. The commitment to recognized standards of work planning vary considerably from the Supervisor's Office to the district level. Project work plans are essentially financial statements and lack the documentation necessary to assure predictable results. Post-project evaluation (critique) is recognized as necessary, but is absent throughout the organization.

In the recreation and wildlife areas, there is a lack of ownership to the respective program budget. This problem is compounded by the fact that district line and staff are not involved initially in the budget allocation and project identification processes.

##### 2. Situation.

a. Project Work Planning. Project work plans (PWPs) essentially are used as budgeting documents. PWPs lack the specificity necessary to communicate the intent of the planner and the elements essential to doing the job. These elements include material specifications and source, job specifications, skills and equipment required, job hazard analysis, record of accomplishment and expenditures, and integration of Human Resource Programs.



Although the Forest Recreation Staff Officer is aware of what comprises an appropriate PWP, he has not been able to convince line that appropriate documentation in PWPs is essential to quality program management.

There is a general feeling at the field level that the elements of a PWP vary according to whether we are contracting the job, assigning it to volunteer crews, or doing it through force account personnel.

In all cases, the adherence to perceived job standards was assured by frequent visits to the job site by the ORA or technician in charge of the project. For projects not covered by the recreation operations plan, no job standards were in evidence.

The consequence of incomplete project work plans are: (1) The Assistant Rangers have to "baby sit" the job to assure that results are appropriate to the "plan"; (2) project crews cannot work effectively without the direct guidance of the Assistant Ranger or lead recreation technician; (3) there are fuzzy lines of responsibility and accountability; (4) there is a high chance of project failure if key people are transferred, retired, or are otherwise removed from the scene.

b. Project Selection. Consistency in budgets have allowed most staffs to establish district allowances without preparatory 1900-4's and priority setting by districts. Present selection of projects do not appear to be linked with any long or wide range of objectives. Historical budgets, tenure, experience, and personalities of staff and sub-staff have greater influences on project selection than District Ranger/staff involvement in the planning and budgeting process. While District Rangers question some of the project selections, this type of decision making perpetuates the existing distribution of workload and may not deal with cost effective projects.

c. Project Critique. No formal direction or system exists on the Forests which provides for an evaluation (critique) of completed projects. Line staff at the Supervisor's Office and district levels recognized the need for project critique but stated there was not enough time to carry out this essential element of the management process.

As a result, problems and attributes that surface during the course of a project are not formally recognized and are therefore unavailable for incorporation into subsequent planning efforts.

d. Field Involvement in Supervisor's Office Budget Allocation and Project Selection Process. The extent of involvement in the initial budget allocation and project selection process varies from one staff group to another. In timber management, where personnel are working with hard and recurrent targets from a 5-year action plan, involvement is considered adequate. In recreation and wildlife, however, initial budget allocations and project selections are perceived by the field as being done by the respective staff officers with little or no input from district personnel. As a result of the perceived lack of ownership in the allocation and project selection processes, District personnel are either ignoring or only partially completing many assigned targets.

In the wildlife program, it was noted that projects lack an economic analysis and a rational basis for treatment. Projects instead are based on a continuum of what has been done in the past.

e. Line Commitment to Completion of Budgeted Projects. Line commitment is lacking to the completion of projects in "soft target" areas such as recreation. The recreation budget at the Supervisor's Office level is very precise. It identifies specific projects and dollars to accomplish each project. According to the Recreation Staff Officer, the accomplishment of assigned targets in recreation is inconsistent from one district to another. This problem is primarily a result of the district's lack of ownership in the initial allocations and project selection process. It should be noted that a Forest task force has been initiated to address this and other related project planning problems.

### 3. Action.

a. Establish a Forest standard for PWP's. PWP's should consider the same elements, information, and specificity found in Forest Service contracts for personal services.

b. When conducting Forest Management Reviews, include a comprehensive review of selected projects using the key management elements: planning, organizing, directing, and controlling.

c. Develop and implement a PWP training session. Follow-up with line/staff reviews of the plans.

d. Establish a standard, formal critique process for completed projects. Develop a cross-walk between the critique process and the planning process.

e. Involve district line and staff personnel in the initial priority setting, project selection, and budget allocation processes.

### B. Rivers Management

1. Overview. Rivers are the most important recreation resource on the Huron-Manistee National Forests. There are over 385 miles of canoeable rivers, many of which are recognized for their excellent fisheries. The Michigan DNR continues to stock many of these rivers with Atlantic salmon, summer steelhead, and other species.

The principal rivers on the Forests are as follows:

| <u>River</u>   | <u>Designation</u>                       |
|----------------|--|
| Pere Marquette | National Scenic River                    |
| Au Sable       | Partial National Scenic River            |
| Manistee       | Partial National Scenic River (Proposed) |
| Pine           | National Scenic River - Proposed         |
| White          | Identified State Natural River           |

Each of these rivers is unique in its characteristics, recreational opportunities, and problems. Each varies in its degree of complexity and management difficulty.

Sixty-six miles of the Pere Marquette River and 23 miles of the Au Sable River are designated as National Scenic Rivers. Fifty-one miles of the Manistee River (which will include the Pine River) is presently being considered by Congress for designation. National Forest System ownership is 22 percent on the Pere Marquette River. National Forest System ownership on the designated portion of the Au Sable, and proposed portions of the Manistee and Pine Rivers is 90 percent or more. This is because approximately 30,000 acres were acquired from Consumers Power Company lands in 1980 and 1984. Other rivers presently being inventoried have different degrees of National Forest System ownership.

Many of the lands acquired on the Au Sable and Manistee from Consumers Power Company have well established access and use. Uses vary from hiking to off road vehicles (ORV's) activity. Conflicts between river users such as riparian owners, fishermen, canoeists, and ORV owners are continuous and very vocal. Controls have been initiated by free permits for the Pine and Pere Marquette Rivers to better manage the use and reduce conflicts between users. Liveries using Forest Service landings for access to the the Pine, Pere Marquette and White Rivers, are under special use permit.

## 2. Situation.

### a. Pere Marquette:

- (1) Insufficient land ownership to effectively administer the public use and provide needed recreational facilities - Lack of willing sellers prevents needed land purchases;
- (2) Conflicts between fisherman, canoeists, and riparian owners;
- (3) Regulation of use through free permits and canoe livery permits;
- (4) Conflicts between fisherman over the species of fish being managed by the Michigan DNR;
- (5) Land abuse and overuse on National Forest land by fishermen as a result of the present and proposed Michigan DNR stocking programs;
- (6) Lack of cooperation and coordinated management between the Michigan DNR, Forest Service, and local governments;
- (7) Lack of funding or workload recognition to carryout a management program needed to meet facility and use demands;
- (8) Inadequate public education programs to inform the interested publics about the resources, programs, projects and the need for their help and cooperation.
- (9) Lack of recreation planning and indentification to address the capital investment needs.

b. Au Sable River:

- (1) Past use and access well established prior to National Forest purchase of Consumers Power Company lands;
- (2) Roads, trails, and travelways are numerous throughout the river corridor;
- (3) Past fish stocking in certain segments of the river has led to land abuse by fishermen resulting in serious soil movements and bank erosion; future stocking of new species will accelerate this problem;
- (4) Lack of cooperation and coordinated management between the Forest Service and Michigan DNR;
- (5) Lack of adequate planning to identify facility, site correctional, and administrative needs;
- (6) Inadequate public education concerning resources, their proper use, and protection.

c. Manistee and Pine Rivers:

- (1) Controlling use on the Pine River by a system of free permits and canoe livery permits;
- (2) Michigan DNR fish stocking program;
- (3) Consumers Power Company's flooding of the Manistee River during power generation which leads to bank erosion and possible conflicts with fisherman use and fish habitat;
- (4) Potential Michigan DNR stocking of summer steelhead into the Manistee and/or the Pine River;
- (5) Lack of adequate financing and recognition of the user impacts in management of the rivers; lack of adequate planning to identify capital investment needs;
- (6) Lack of an aggressive public education program concerning the resources, programs, and management purposes.

3. Action. Desired actions are both short-term (2-3 years) and long-term (3-10 years).

a. The Forest needs to develop a short term (2-3 years) action plan which addresses the following items:

- (1) Identify management and administrative funding needs to the Regional Forester for FY 86 and 87;
- (2) Prepare a list of critical capital investment needs for the Au Sable, Manistee, Pere Marquette, Little Manistee, and White Rivers for FY 86 and FY 87. Submit capital investment needs to the Regional Forester by October 1, 1985;

(3) Increase contacts with the Michigan DNR, State legislators, and the Natural Resource Commission about our concerns with present and proposed fish stocking;

(4) Complete the Au Sable Scenic River plan with public and State involvement by 1985;

(5) Complete necessary river plans for the Manistee and Au Sable Rivers within one year of Congressional designation;

(6) Complete river plans for undesignated segments on the Au Sable, Manistee, and Little Manistee;

(7) Develop public educational programs for the rivers;

(8) Acquire critical lands on the Pere Marquette River for recreation facilities construction as identified in the River Management Plan;

(9) Consider competitive special use livery permits for the Pine and Pere Marquette. Competitive permits should also be considered for other rivers as appropriate.

b. The Forest needs to develop a long-term (3-10 years) action plan which addresses the following items:

(1) Continue annual budget request based on capital investment and administrative needs for all rivers;

(2) Continue land acquisition for critical land needs for recreation development on all rivers;

(3) Acquire identified lands in the Consumers Power Company license areas on the Au Sable and Manistee Rivers and identify administrative and capital investment needs;

(4) Acquire Consumers Power Company lands on the Pine River at Stronach Dam site.

(5) Perform an annual review of work planning and accomplishments.

### C. Management Improvement and Organizational Responsiveness

1. Overview. Personnel on the Huron-Manistee National Forest have the feeling that Regional Office staff are not sensitive to the Forest's suggestions or requests for assistance. In their view, requests for help or suggestions for productivity improvement receive limited attention, and are often rejected or left unaddressed. Consequently, needed improvements are not made, or if made, not shared with the Regional Office. Equally so, the working relationship between the two organizational levels suffers.

2. Situation. The review team found numerous examples where personnel suggested change or innovative ways of doing business that would allow greater effectiveness and reduction of costs. A number of these involve policy or assistance from the Regional or Washington Offices.

Forest personnel have identified issues or suggested ways for improvement or requested help and were rejected. However, little formality was used to surface the issue. Following rejection by the Regional Office, they dropped the issue and did not address it further. The Forest demonstrated exasperation with the Regional Office over this perceived unresponsiveness.

In a number of cases, the review team found that Regional staff were unresponsive to the Forest's requests. In other cases, the Forest did not adequately staff-out the issue or follow a reasonable procedure in getting the issue addressed by the Forest Supervisor or Regional Office.

A list of the most significant barriers follows.

a. Delegated approval has been given to the Forest Supervisor for land exchanges up to \$25,000. Yet both the Regional Office and the Chief's Office review approved land exchange cases and may veto specific cases on occasion.

b. The Forest cannot directly access the Fort Collins Computer Center for Forest road information. Instead, they must go through Regional Office protocol which entails delays, questions, and an unnecessary time commitment. Yet the objective of placing this information at the Fort Collins Computer Center was to gain direct access by Forest personnel and therefore to improve productivity and simplify their jobs.

c. The Forest is unable to access the National Finance Center for personnel information without going through Regional Office protocol, i.e., personal information such as social security numbers, date of birth, sex, service computation date, EEO status, etc. The Forest recognizes the need for security and confidentiality of individual personnel information, yet going through the Regional Office protocol is time consuming.

Even though the Regional Office has total access to the National Finance Center, there still are many requests from the Region for verification of personal information. The only way possible to do so is through a return-request through the Regional Office protocol to the National Finance Center or by keeping a "personal" file at the Forest level. To ensure accuracy and responsiveness to the Regional Office, the Forest keeps a manual of personal information on Forest employees.

d. Regional Office informal requests for information often come directly to Forest staff without going through the formal organizational route. At times, this information is only available from the National Finance Center or Fort Collins, again necessitating a cuff record. These informal requests for information are unscheduled and reports measuring impacts do not take them into account.

e. The Forest Information Management Group Leader and Computer Specialist are reasonably knowledgeable about the use of the Data General. As an example, the Data General "Spreadsheet" was made available to the Forest. In utilizing the spreadsheet, the Forest requested both informal and formal assistance from the Regional Office. The Regional Office responded that they could not support the "spreadsheet." The Regional Office would not allow the Forest to go to the Washington Office or Data General for advice and support. There were other examples dealing with unresponsiveness to their requests in use and maintenance of the DG equipment.

f. Direction from the Regional Office on the Human Resource Program is viewed as overly burdensome and confusing. Staff help in removing these identified barriers is sporadic and promised responses often do not materialize. Seldom does an issue reach the level of the Deputy or Regional Forester. The Forest has not dealt with this issue or used the formal process to get Forest Supervisor's attention or help from the Regional Forester.

g. The Forest Supervisor does not have access to information on carryover funds in the L&WCF program. This information is closely guarded in the R.O. and W.O., and there appears to be little encouragement from the Washington Office to utilize carryover funds. The Forest Supervisor and staff are sensitive to the need for confidentiality in the respective offices and wish to continue a positive working relationship. While reluctant to be critical of individual staffs creating barriers, they identify these issues as impeding productivity.

The consequences of the Forest not addressing the above issues are a continuation of status quo, the lack of capturing opportunities for productivity improvement, and less than a positive working relationship between individuals in the two levels of the organization.

3. Action. The Forest staff need to address each issue specifically and use the formal communications system in seeking assistance. Their description of issues needs to be specific and suggest ways of improvement or removing the barrier. The Forest Supervisor needs to be involved and to decide which issues warrant attention by the Regional Forester.

The Regional Office needs to be responsive to Forest requests for help and to encourage innovation. The Regional Forester must insure that Forest requests receive attention.

#### D. Kirtland's Warbler Management

1. Overview. The Huron-Manistee National Forest is managing 53,000 acres of land that has been identified as critical habitat for this endangered songbird. There is a need for establishing quality and quantity criteria for the nesting habitat that would maintain a viable population.

2. Situation. The Kirtland's Warbler population of approximately 215 pairs (1984 census) occurs in an area of land that centers around Mio, Michigan. As identified in the proposed Forest Land and Resource Management Plan, the primary purpose of the Kirtland's Warbler Management Prescription Area is to maintain and develop suitable nesting habitat in compliance with the provisions of Section 7 of the Endangered Species Act (PL 93-205) and as outlined in the Kirtland's Warbler Recovery Plan of 1978. The Recovery Team who prepared this plan included the Michigan DNR, Michigan Audubon Society, U.S. Fish and Wildlife Service, Huron-Manistee National Forest, and R-9 personnel.

The Recovery Plan objectives were to maintain or increase the minimum viable population of the Kirtland's Warbler. Goals of 1,100 acres treated annually were assigned to the Forest, with targeted goals also assigned the Michigan DNR. Both the State and the National Forest have had difficulty in meeting their commitments because of depressed markets in jack pine; limitations of personnel, funding equipment, and suitable prescribed burning conditions; philosophical differences relative to burning versus mechanical treatment; backlash from the escaped Crane Lake prescribed habitat burn that caused the Mack Lake wildfire of 24,300 acres in 1980; and the lack of basic research.

Since the mid-sixties, there have been research studies conducted by the U.S. Fish and Wildlife Service, Michigan Audubon Society, Michigan DNR, Michigan State University, and North Central Forest Experiment Station. The National Forest has directly supported research studies under cooperative agreements with Central Michigan and Michigan State Universities. These research efforts to date have yet to establish what is the most suitable nesting habitat and what is the best way to achieve, maintain, or better the habitat? Does prescribed fire or fire effects provide optimal benefits? At what intensities and time span? Can mechanical treatment provide similar or like conditions that satisfy habitat needs?

The burn area of the Mack Lake fire is within the identified critical habitat area of the Warbler. East Lansing Fire Research personnel (Project 2101) were immediately involved with this fire the day after the burn and have participated in past fire reviews and analysis. The initial review on fire effects, studies on horizontal roll vortices phenomena that were apparent on this rapid, intense fire, and the General Technical Report (NC-83) published in 1983, have become available for application in fire management. There has been no major effort by the habitat research groups to take advantage of this burn area for its effects on the Warbler.

There is no control committee of designated agency members responsible for the basic research that should support the Recovery Plan, the approved Management Plan and the proposed Forest Plan. The goals of the Recovery Plan should be reassessed to make them more realistic. An accelerated effort is needed to provide basic, cooperative fire research. Possibilities of State of Michigan funding for this accelerated basic research might be available through the State's "Check-off" income tax program.

### 3. Action.

a. The Forest with assistance of Recovery Team members should designate a small task committee to explore options of accelerating basic research on Warbler habitat.

b. The Forest and Region should sponsor, within one year, a National workshop/symposium for participating agencies to place in perspective the basic research needs of land management agencies.

### E. Engineering

1. Overview. Engineering has been compromised on the Forest and its activities are shrinking in size and importance. The Forest Supervisor has not allowed or required the Forest Engineer to meet his full responsibilities as an effective and contributing member of the Forest management team. Both the Forest Supervisor and Forest Engineer have apparently accepted this diminished role. Consequently there is little innovation, challenge to the system, or use of the Engineering organization to meet resource management objectives.

2. Situation. Engineering on the Forest is characterized by:

- a. Professionalism;
- b. Accuracy;
- c. Long tenure of staff;
- d. Firm adherence to Forest Service Manuals and Handbooks;
- e. Full and unquestioning acceptance and support of Forest Supervisor's direction;
- f. Lack of initiative and poor moral;



- g. Lack of encouragement and effort to adjust the program to reflect dynamics of resource and organizational change;
- h. An atmosphere lacking confrontation and challenge resulting in a sidetracking of significant issues;
- i. Inefficient utilization of staff in support of field activities;
- j. Poor utilization of Forest Engineer in resolving major issues;
- k. Inability of the Forest Supervisor to effectively communicate is priorities and gain commitment of the engineering staff;
- l. A general lack of perception on the appropriate role of engineering staff relative to the Management Team and interaction with the districts.

As a result of the above and the fact that major roads and other structures are now in place, the engineering program plays a minor role in the resource management process.

This diminished role has resulted in a transfer of road maintenance from the C&M units to the ranger districts; an informal temporary road construction program; road pre-construction unit costs greater than the unit cost of construction; and a underlying fear of trying new ways of doing business.

Within the engineering staff group, delegation is maximized as evident by the staff engineers' development of Districts projects. However, they are unsure of their role and responsibilities in the total management program. The staff engineers are disconcerted with this situation and question the value of their contributions. They feel there is little opportunity to positively influence activities on the Forest.

3. Action. The role and status of engineering on the Forest needs to be re-established. This issue needs to be addressed between the Forest Supervisor and Forest Engineer. There must be commitment to change, development of a balanced program and a concerted effort by the Forest Supervisor to reinstate the Forest Engineer as a full and active member of the Management Team.

This will require understanding and acceptance of the engineering roles and responsibilities by the Forest Supervisor followed by a conscious effort by the Forest Engineer to reach out and contribute to Forest goals and objectives.

#### F. Line/Staff Priority Setting

1. Overview. The review team found a desire by Forest personnel to have a forum for priority setting and issue resolution that would involve a larger segment of Forest employees.

Many of the Forest's personnel do not feel they are entitled to a voice in the Forest's direction, but would value the opportunity to contribute. They have much to offer and their contributions would facilitate resolution of many problems.

2. Situation. The Forest has a contemporary management style of team participation with the Forest Supervisor clearly being the decision maker. On the majority of issues, usually of lesser significance, there is full participation by members of the Management Team and the opportunity for subordinate staff to have input into issues for discussion and/or resolution.

Some issues of major significance, e.g. those involving conflicts or political ramifications, are not afforded the same opportunity for discussion and participation in priority setting or conflict resolution. The issue may be more perceived than real.

The review team found that district activity reviews address district problems and quality control. The Forest Management Team does address major issues such as river management, land and resource management planning, cost reductions, land exchange, etc., through special assignments or task forces. But this is usually after the issue has festered for quite some time and has developed into a problem of significance.

A number of major issues may drag on without clear direction or understanding until the Forest Supervisor decides it is time to address the problem. Sometimes a staff officer or District Ranger initiates action with the Supervisor but it takes a level of frustration before the issue is addressed.

The review team found that considerable improvement and staff commitment could be made if there were a forum for persons lower in the organization to get involved and a decision by the Forest Supervisor to address major issues promptly.

The consequence of not affording greater participation and involvement may mean the Forest Supervisor misses an issue that has potential for significant controversy. A loss of productivity is the result of major issues being addressed belatedly. In addition the organization does not get the benefit from the knowledge of the Management Team.

3. Action. The Forest Management Team needs to provide a forum for greater participation of Forest personnel in issue identification and priority setting of major issues.

#### G. Caberfae Special Use Administration

1. Overview. The administration of the Caberfae special-use permit has historically been a problem. Some problems have snowballed to major proportions primarily because they were not addressed at their inception in a businesslike manner.

The Forest Supervisor has recently taken a firm but fair position and is getting positive response from the permittee. Soil related problems have been addressed and deadlines for mitigating these problems have been set. However, stabilization of the disturbed soils resulting from recent construction will continue to be a problem and will require continuous attention.

There are lingering administrative problems. Among these are the lack of expertise in winter sports administration, inappropriate implementation of Forest Service policy, and too many people dealing directly with the permittee.

A land exchange for the ski area has been proposed by the permittee. The Forest is in the initial stages of evaluating this proposal. The exchange out of high value recreation lands would be precedent setting and runs counter to the intent of current Forest Service policy. The Chief would have to approve the exchange.

2. Action.

a. Arrange a detail for winter sports personnel to a high use winter sports district to observe and work with winter sports administrators.

b. Designate one person, preferably the District Ranger, responsible for the administration of the permit. Reinforce this position with the permittee as well as with our staff. This will prevent conflicting direction to the permittee, focus permittee administration responsibilities, and reduce the permittee's opportunities of playing one Forest Service representative against another.

c. Conduct periodic reviews to evaluate the implementation of Forest Service policy. Follow-up as necessary on noted deficiencies.

d. Schedule an activity review during the 1985-86 operating season. Include winter sports personnel from another region and the Washington Office as part of the review team.

H. Transportation System Pre-construction Costs

1. Overview. Road pre-construction costs are approximately twice the construction costs.

2. Situation. The Huron-Manistee National Forest transportation system is in place with almost all arterial and collector roads completed. The remaining road construction needed is the local system which is low standard or Class D.

The Forest has a small engineering organization which includes four professional engineers and three engineering technicians. There are a variety of tasks on the Forest that require engineering services such as fleet management, road inventories, facilities construction and management, and transportation planning.

Historically, Forest road construction/reconstruction has been 35 miles a year. This is approximately the mileage identified in the preferred alternative of the Forest Plan. In FY-86, the number of miles requiring construction/reconstruction dropped to 11 miles of road utilizing formal survey and design techniques.

Road construction is comparatively inexpensive due to flat terrain, generally sandy soils, good drainage, and little vegetation. The average construction unit-cost is \$2,000/mile with a range of \$1,800 to \$4,500/mile. Pre-construction unit-costs average \$3,957/mile (actual FY-84 cost).

FY-84 road pre-construction costs include:

|                        |                      |
|------------------------|----------------------|
| Road Location Planning | \$ 586./mile         |
| Road Survey            | \$1,672./mile        |
| Road Design            | <u>\$1,700./mile</u> |
|                        | \$3,957./mile        |

Engineering personnel are doing a quality engineering job. They feel they are following Manual direction and have reduced pre-construction survey and design costs to the minimum acceptable for a timber sale contract specifying road requirements.

Clearly, it is unacceptable for preconstruction costs to exceed construction costs regardless of Manual requirements or standard specifications. The Forest Management Team has not developed specific requirements or innovative ways to restrain pre-construction costs to a reasonable level in comparison to construction costs. Some examples are: Plan and request funding for pre-roading using modified standards and specifications that allow pre-construction goals to be reasonable in relation to construction costs; use non-personalized road construction contracts employing a project engineer; and develop and request approval of modified road specifications for timber sales utilizing specified road requirements.

A special task force chaired by District Ranger Dave Kline has been assigned to address this issue along with a number of other engineering problems.

3. Action. The Forest Management Team should develop a procedure to bring pre-construction costs in a range that is reasonable and commensurate with construction costs.

#### I. Outdoor Cleanliness Ethic

1. Overview. Forest employees on the Huron-Manistee NF have an outstanding opportunity to be the role model practitioners of a cleanliness ethic leading to a litter free outdoor environment.

2. Situation. National Forests face a similar situation as that of the airline industry. They have found that passengers equate coffee stains on food trays with sloppy mechanical maintenance of the plane. Similarly, manmade litter in the National Forests can be equated by visitors to sloppy forest management. The Forest Service's national symbol, Woodsy Owl, is recognized in over 90 percent of television equipped homes in the U.S. having children under 13 years old. Yet very few Forest Service offices on the Huron-Manistee NF display this symbol, much less post them at campgrounds. "Pack it in-pack it out" signs have long been available but very little evidence of this valuable litter reduction tool was seen or referred to during the GMR.

A number of discarded large appliances were seen on National Forest System land. Several large trash piles were also seen. No mention of these were made by district personnel. The response when asked was, "Oh, we'll pick them up sometime."

This non-action exhibited a "not my job" and a "not my litter" attitude. What made this lack of concern stand out even more was the contrast with clean vehicles and clean work space in Forest offices, warehouses, and other indoor facilities. In addition, a large part of the litter problems facing National Forests outside of Michigan are absent here because of the effective Michigan law requiring a ten cent deposit on cans/bottles.

#### 3. Action.

a. Every Forest employee should feel personally responsible toward a cleaner forest environment. No one should be "above" bending over to pick up after others or to set an example for others to follow.

b. Woodsy Owl and "pack it in-pack it out" symbols, posters, or signs should be displayed where appropriate and litter bags should be used in each Forest vehicle.

c. Encourage livery permittees to provide appropriate trash bags with each watercraft. Permittees should urge each renter to use the bags.

d. Provide Woodsy Owl teacher kits to elementary schools on a planned basis.

e. Promote "Keep America Beautiful Week" each spring.

f. Promote the cleanliness ethic in publications and in media.

#### J. Oak Regeneration Administrative Study

1. Overview. The Oak Regeneration Administrative Study was approved by Forest, Region, and Research on April 27, 1983. The Forest and Region need to solve oak regeneration problems to maintain oak for vegetative diversity, aesthetics, and timber production values. The study needs identity for long-term budgetary and workforce planning for both NFS and Research.

2. Situation. The study plan was proposed because of needs by the Forest. Criteria for the study were designed by the NCFES research unit at Columbia, Missouri. Sixteen study sites, varying in size from 4.1 to 6.2 acres each, were to be located on Baldwin and White Cloud Districts of the Huron-Manistee NF. Personnel from the Forest were responsible for selecting study sites, preparing timber sales needed for shelterwood cuts, securing necessary equipment, and carrying out needed site preparation and planting. Forest personnel were also given responsibility for recording needed field data. NCFES had responsibility for approval of the study sites, supervision of study establishment, collection and analysis of data, and preparation of progress reports.

The study has been primarily financed by the Region's timber funds, and supported by field, nursery, and office personnel. Original funding estimates ranged from \$6,000 to \$14,000 (including planting costs) per year. Actual allocations have been \$8,500 by transfer from the Region to NCFES in FY-83 at the project's inception. In addition, \$50,000 in FY-84, and \$52,000 in FY-85 were transferred to Baldwin and White Cloud Districts. This does not include the costs for planting stock, the Toumey nurseryman, Forest and Regional staff time and travel. Fire Research (project NC-2101) at East Lansing, Michigan has provided direct support and assistance on prescribed fire and fire effects.

Field reviews are scheduled annually and include representatives from: The Silviculture and Ecology Project (Paul Johnson), NCFES Columbia, Missouri; RO-9; and the Huron-Manistee National Forest timber staff.

The budgeting process and priorities for long-range funding (20-year study) are unclear. The study plan did not include estimates of FTEs that presently are seriously affecting workforce planning. Assignments and work delegations are very general and require more time and financing than originally anticipated by the Forest (and Region). Regional commitment appears positive for results needed for LRMP (timber, wildlife, vegetative diversity) over the Region. Costs and commitment of personnel time are inadequate and the study plan needs updating for a realistic appraisal of total costs and expected results. This should confirm the commitment, financial support, direct assistance, and anticipated results from Research.

The Supervisors Office and the districts must be sure that schedules are managed so that knowledgeable employees are available to respond to public needs throughout the established work week. The Management Team needs to insure the public does not perceive that adjusted work schedules have been established for the convenience of the employee. Furthermore, the Forest must assure the program is administered to meet the intent of law and Forest Service policy.

#### B. Visits to the Field

Forest Supervisor and Deputy Forest Supervisor field visits are planned on a timely basis. However, field visits by some Forest staff are not planned nor are they made on a timely basis. On the contrary, visits are more often made in response to a problem. Because of the lack of scheduled field visits, information transfer, assistance in project planning, and, reviews for quality assurance of completed project work are not being accomplished to a desirable level.

#### C. Road and Trail Signing

The Forest is concerned about its road identification signing program because of potentially high installation and maintenance costs under existing and proposed policy.

This issue needs to be identified by the Forest for further review and evaluation during the scheduled Engineering Program Review this fall.

Presently, some signs are being manufactured and installed through special use or trail maintenance agreements. Unfortunately, not all signs acquired this way have met acceptable or reasonable standards. The use of cooperative agreements with private organizations and local governments is commendable and is to be encouraged. However, it is imperative that signs and their placement resulting from these agreements meet acceptable standards.

#### D. Internal Understanding of the Forest Land and Resource Mangement Plan

Some Forest personnel whc have not been directly involved with the Forest Plan are lacking in knowledge about management prescription areas and their objectives. They are unsure of the Plan's implementation process and also are unable to relate management prescription areas to on-the-ground conditions.

#### E. Safety Equipment

Field-going personnel have individual philosophies on when to wear hardhats. Standards on when to wear hardhats also varied by districts. The Forest Supervisor identified this problem when a field tour of a fire timber salvage area was conducted by a review team without hardhats. All the contractor's employees at this site wore hardhats. It is not acceptable for the local or personal interpretation of when to wear personal protective equipment to prevail over existing hazard analysis and safety policies.

Review team members should have been supplied hardhats (or provided their own) at the beginning of the review to establish the field uniform during their visit.

## F. Uniforms

Consistency in wearing field uniforms was good with the exception of a few "product" advertising soft caps on one District and a variety of "product" type belt buckles. To improve uniform appearance, a moderately priced windbreaker type jacket or the official cotton cruiser jacket would be an excellent substitute for the odd assortment of sweaters, colored underwear, and vests now being worn in the cool work hours.

## G. Gravel Pit Management and Common Variety Mineral Jurisdiction

Plans for pit gravel development, use, and rehabilitation are lacking. Although gravel is in low demand, occasional requests do come from county or State Highway Departments for road surfacing and repairs.

The extent of how the Forest responds to new FSM 2850 (December 1984) direction will depend upon demands, analysis of needs from National Forest land, inventories of available supplies, and plans for both development and rehabilitation. The pits located on the Harrisville District now present rehabilitation problems and costs to the National Forest. Any proposed new requests for gravel or common variety minerals should include plans for rehabilitation before approval of use.

The status of ownership of common minerals (sand, gravel, and clay) in the State of Michigan is clear. Except for State conveyance reservation of minerals made prior to May 16, 1964, it is generally accepted that common minerals go with the surface estate. This is also the expressed view of the OGC. There should be few questions as to ownership, administration, and management of these resources.

## H. Key Contacts at the District Level

It is evident that the Forest has a good neighbor policy and community involvement. At the district level more can be done to ensure that external contacts are made at planned intervals. The rationale is that people who experience an agency's programs and know its personnel are more likely to understand present and future program needs, and agency changes in direction.

## I. Establishing Standards of Cooperative and Volunteer Work

The Forest is entering into a growing number of agreements with volunteer groups in order to accomplish work and provide for recreational needs. However, some of the work done by volunteers is not up to acceptable Forest Service standards. In order to prevent future issues from occurring, understanding must be gained prior to the work beginning. Expected standards should be spelled out in the cooperative agreement and signed by the organization and the Forest Service before work begins. Once the work is done, whether it is a brochure, trail grooming, or directional signs made and erected by an ORV club volunteer, it is very difficult to tactfully make corrections on a cost effective basis.

Indications point to the preferred alternative being revised - an increase over the initially planned and presently financed timber sale program. The final decision will be based on public comment and further analysis of anticipated red pine market demands over the planning period. The final EIS will have to address the environmental consequences in detail. The additional harvesting will increase wildlife benefits.

#### B. Cooperation With Ferris State College in Land Survey

There is a potential to cooperate with Ferris State College in the establishment and maintenance of Forest land surveys. Ferris State is one of two academic colleges offering degrees in professional land survey. The Forest has accelerated land surveys and the posting of boundaries between National Forest and private lands. Program accomplishment have been lowered because of budget and personnel ceiling cuts. It may be possible that a cooperative program could be developed to provide work experience and a cost effective program on the Forests. It is also possible that other R-9 Forests could benefit from the pioneering efforts of such a program.

#### C. Information Sharing

There is a proliferation of new techniques, research results, equipment, and ideas which should be brought to the attention of Forest Service personnel on a daily basis. While some of this responsibility rests with the employee, the organization must foster the climate and methods for information sharing in all employee disciplines. There are a number of methods the Forest could use on a planned basis, including:

1. Video taping and circulating tapes about innovative employees and their projects;
2. Re-establishing a Forest employee newsletter which features new technology and publishes awards and photos about innovative employees and their projects or ideas;
3. Scheduling office and field seminars featuring research scientists, staff specialists, employees, professors, and others;
4. Publicizing internally the names of employees who are members in various technical and professional organizations;
5. Making sure employees know that they are expected to share information and to schedule time on regular basis to keep up-to-date.

#### D. Minimum Level of Visitor Information at Ranger Station Entrances

Ranger stations are well known as places to get emergency information. Providing information about Forest recreation facilities, other use opportunities, and where to get emergency help is part of the Good Host Program.



At a minimum, information should be visible on a 24-hour basis at or near the main entrance of the Forest Supervisor's Office and each ranger district headquarters. The following information must be presented in a professional appearing and continuously maintained manner:

1. Hours the facility is open;
2. Location of nearest public phone;
3. Emergency phone numbers for fire, police, sheriff, hospital, and 24-hour emergency road service;
4. Michigan Department of Natural Resources phone and address (nearest office);
5. "Where am I" information with map showing "you are here" location including street address and name of town.

Where possible, the next step should be taken of providing seasonal, constantly maintained, information on a 24-hour basis:

1. Forest map;
2. Coin operated forest map dispenser;
3. Recreation Opportunity Guides;
4. Smokey bear fire prevention message and Woodsy Owl cleanliness ethic message;
5. "What the Forest Service Does" display (Focused on Forest or District), mural, photos, sketches, etc.; and
6. Message of welcome.

The above is usually done in one of two ways:

1. In a 24-hour, unlocked, lighted vestibule or foyer inside the main entrance of the headquarters building; or
2. At an outdoor, lighted display shelter or "kiosk" which has a weather protecting roof and transparent covers to protect posters, the map of the forest and district, and the bins of free information.

United States  
Department of  
Agriculture



Forest  
Service

R-9

Reply to: 1410 Management Reviews

Date: April 4, 1985

Subject: Huron-Manistee General Management Review, May 6-17

To: Forest Supervisor, Huron-Manistee NF

REPLY DUE APRIL 26

The General Management Review plan for the Huron-Manistee National Forest is enclosed. This review will address the overall management of the Forest as well as issues identified by you, your staff and the Regional Office staff.

I am sure this review will be productive in analyzing these issues and assist you and your staff in the future management of the Huron-Manistee National Forest.

Please provide five copies of the identified pre-work to the RO review team members by April 26 to facilitate their preparation prior to arriving on the Forest.

LARRY HENSON  
Regional Forester

Enclosures

cc:

Review Team - Marita  
- Mann  
- Godden  
- Newlon  
- Meyer  
- Erickson

Review File



Review Plan  
General Management Review  
May 5-17, 1985  
Huron-Manistee National Forests

I. Team

Floyd J. Marita, Deputy Regional Forester, Resources, R-9  
Wayne K. Mann, Forest Supervisor, Huron-Manistee National Forests, R-9  
Jack A. Godden, Director, Aviation and Fire Management, R-9  
Charles J. Newlon, Director, Office of Information, R-9  
Donald L. Meyer, Group Leader, Land Management Planning, R-9

II. Review Goal and Scope of Review

A. Review Goal

The review goal is to evaluate the quality of management on the Huron-Manistee National Forests to determine if Regional and Forest objectives, policies and procedures are efficient, effective and to determine if delegated authorities and responsibilities are being appropriately carried out.

B. Scope of Review

The review will concentrate on activities and relationships which have the most significant impact on the Forests' ability to meet responsibilities over the next decade. The review will specifically examine the major problems identified in the Forest land and resource management planning process and the organizational considerations needed to effectively implement the Plan. The review will address the following considerations:

1. Effectiveness of the Forest Supervisor and organization in developing and administering sound resource management plans, policies and techniques used to evaluate alternatives considered in reaching key decisions.
2. Analysis of the Forests' key management problems and identify the appropriateness of corrective actions.
3. Determine how effectively the Forest is dealing with workforce and skill needs in light of organizational needs, budget, and personnel ceilings. Review recent organizational changes and workforce planning and staffing controls.
4. Effectiveness of Forest Supervisor, the Staff, and District Rangers toward accomplishment of National direction and the Regional Forester's objectives, adherence to policy, and the quality of results achieved.
5. Evaluate the effectiveness of the District Rangers' decisions and actions as they affect the quantity and quality of work produced.
6. Service to the publics, their involvement, and general welfare.
7. Evaluate the effectiveness of the Forest in the area of employee performance, career development, training, and welfare.

### III. The Huron-Manistee National Forest Management Situation

The Huron and Manistee National Forests are administered as one administrative unit, but represent two proclaimed National Forests. General information for the two Forests includes:

| Forest   | Established | Gross Acres      | Net Acres      | Percent NFS |
|----------|-------------|------------------|----------------|-------------|
| Huron    | 1909        | 694,098          | 425,804        | 61%         |
| Manistee | 1938        | <u>1,331,671</u> | <u>524,235</u> | <u>39%</u>  |
|          |             | 2,025,769        | 950,039        | 47%         |

The vegetative character of the Forests is a result of the drastic changes caused by the logging activity and wildfires of the late 1800's and early 1900's. About half of the Forests now consists of long-lived tree species such as maple and red pine. The other half is composed of aspen, paper birch and jack pine.

The diversity of ages and species composition provides habitat for more than 400 species of wildlife. These species represent big game, small game and nongame opportunities. The Huron National Forest is home to the Kirtland's warbler. Over 50 thousand acres have been identified as critical habitat for this endangered species.

Water, in lakes and rivers, represents an important habitat for fish. This ranges from warm water species such as largemouth bass, bluegill and sunfish to cool water species such as walleye and northern pike to Great Lakes trout and salmon to cold water trout streams. Two National Scenic Rivers, the Au Sable and Pere Marquette, reflect on the significance of the water resource on the Forests.

The Forests are located within a one-day drive of 46 million people. Recreation is an important use of the Forests, and is a result of the forest and water environment, and the attraction of wildlife opportunities. An extensive road network provides access to nearly every part of the Forests. These roads range from improved roads designed and constructed for specific uses to unimproved "travelways" that have developed over time.

The Huron and Manistee National Forests provide opportunities for a wide variety of resource uses. These include outdoor recreation, range, timber, water, wildlife and fish, wilderness, and minerals. Public wants and needs for the use of these resources results in competing demands. The role of National Forest management is to determine how to provide the highest benefits to the publics in an environmentally sound manner.

#### IV. Foundation for the GMR

Forest planning has included a scoping process to identify the key issues and management problems for the Huron-Manistee National Forests. These management problems provide a framework for addressing previous, current and projected management actions. Following is a summary of the five management problems and associated issues. Additional information is available on pages I-6 to I-17 and Appendix A of the draft EIS released on March 5, 1985.

| Problem   | Major issues   | Related Issues  |
|---|--|---|
| 1. Management of the Forests' timber resource                             | Firewood cutting<br>Clearcutting<br>Role of hardwoods<br>Role of timber management       | Fire management<br>Public info & involvement<br>Protection of water quality<br>Wildlife management<br>Law enforcement |
| 2. Management of the Forests' recreation resources                        | Developed recreation<br>Dispersed recreation<br>Nonmotorized trails<br>Off road vehicles | Law enforcement<br>Special use permits  |
| 3. Development of semiprimitive options is limited by high road densities | Management of road system  | Off road vehicles<br>Special use permits<br>Coordination with others<br>Relation to private owners                    |
| 4. Management of special areas and recommended wilderness                 | Wilderness<br>Special areas  |   |
| 5. Management of Forest wildlife resources                                | Wildlife and fish<br>- grouse<br>- deer<br>- nongame<br>- Kirtland warbler               | Clearcutting<br>Role of timber management<br>Coordination with others<br>Protection of water quality                  |

#### V. Selected Issues

Items A through G in this section are the categories of standards as specified for General Management Reviews. Each item includes a description of specific "pre-review" and "during review" points to help focus Review preparation and discussions. The overall intent of looking at these seven items is to assess the efficiency and effectiveness of management of the Huron-Manistee National Forests.

A. Accomplishment/Quality Assurance

Pre-Review

- RO-PPB provide team with a summary of primary target accomplishments for last 3 years; actual accomplishments and percentage of target.

- Forest describe technology transfer (TT) process.

During-Review

- Team discuss and evaluate resource accomplishments.

- Discuss and evaluate how well TT is implemented to improve quality and reduce cost.

B. National and Regional Direction Pre-Review

Pre-Review

- Forest identify Regional and National policies that are burdensome, costly, ineffective and inappropriate.

During-Review

- Discuss and prepare revisions as necessary. Determine if Forest activities are "out of step" with policies and regulations.

C. Planning, Programming and Cost Evaluation

Pre-Review

- Forest summarize their process used to formulate their program and to establish resource objectives. Provide copy of FY 1985 Program Budget proposal and FY 1985 Forest Program of Work.

During-Review

- Forest present and discuss with Team; track through the representative program/projects to determine if resource objectives and quality standards are being met. Discuss major changes in direction from the current management situation to the future as a result of Forest Plan implementation. Describe how changes are to be achieved. Address efforts made to consolidate administrative support. Track the process used to determine capital investment projects during last 3 years.

C. Planning, Programming and Cost Evaluation, cont'd

Pre-Review

- Forest submit information as specified for the following specific issues:

1. Timber and wildlife management.  
(ties to management problems 1 & 5)  
Sample of 3 projects from last three years POW. Include EAs documenting analysis and decisions, costs of projects and summary of results of implementation.
2. Road construction projects  
(ties to management problem 3)  
Sample of 3 road projects, with transportation planning analysis, EAs, costs for preconstruction, construction and administration, and summary of results of completed project.
3. Winter sports administration  
(ties to management problem 2)  
Specific information related to future winter sports management.
4. Wild and Scenic River management  
(ties to management problem 4)  
Specific information on conflicts or potential conflicts between National Scenic River corridor management and other Forest management activities.

Forest provide team with the following:

- 1) History of FTE allocation and use - past 3 years.
- 2) Current approved organization chart.
- 3) Documentation of recent personnel actions - past 18 months.
- 4) Report on position management prepared for 3/26/85 Management Team Meeting.
- 5) Documented delegation of authority to Rangers and Staff.

During-Review

- Team evaluate analysis process, alternatives identified and decisions made. Evaluate:

- data and information sources for each project.
- interdisciplinary skills and input
- points of line officer involvement
- public involvement efforts
- role of economic analysis
- NEPA compliance

Evaluate the selected projects against standards prescribed. Track quality assurance from beginning to end: from environmental analysis to project work plan to completed on-the-ground projects to monitoring and evaluation.

Discuss significance of findings, selected alternative, follow-up, and payoff realized.

- Forest present overview of workforce planning and position management. Describe successful techniques being utilized. Team determine if Forest is building the workforce of the future. Does it consider A-76 options, support service reductions, demographic changes, EEO/AA, use of volunteers, managerial needs, etc.

- Discuss proposals and any current results of Service-wide management improvement initiatives such as NAR and PITs and summarize in terms of productivity gain, cost savings, FTE savings and impacts to resources.

#### D. Review and Accountability

##### Pre-Review

- Forest describe their "vulnerability assessment" or equivalent system for prioritizing internal management or project reviews.
- Forest have available samples of Forest generated management and project reviews from past 3 years.
- Forest submit present schedule and past three year record of review accomplishment.

##### During-Review

- Team evaluate process used. Forest lead discussion on how the management review system should function in monitoring and evaluating Forest Plan implementation.
- Team evaluate if findings/recommendations are substantive and whether follow-up action occurred. Determine if high priority (vulnerable) items are being covered.

Describe recent use of Management Review System at District level. Are business management activities reviewed? Are "action" items done in a timely manner? How are managers and specialists reviewing quality of on-the-ground project work? Are the results of the Quality Assurance Team report being applied?

#### E. Internal Coordination and External Relations

##### Pre-Review

- Team interview RO Staffs and other sources for preliminary indicator of Forests' cooperation/coordination with other public/private agencies and individuals.
- Forest submit copy of current Forest information and involvement plan.
- Forest be prepared to describe coordination processes and an assessment of how well their I&I program is working.
- Forest provide summary and analysis of all Congressionals recorded in last 2 years.

##### During-Review

- Team test perceptions with field personnel for success and missed opportunities. Select sample of external publics and media representatives to visit and interview and develop conclusions as to soundness of relationships. Evaluate public/other agency reaction to Forest Plan. Are there unresolved questions or emerging issues. Document issues brought up.
- Forest present Team review and develop alternatives to increase cooperation as appropriate.
- Team review. Also review cross-section of publications, letters and documentation of other working relationships.



## F. Human Resources Management

### Pre-Review

- RO PM and CRHRP compile data for CR/EEO and Health and Safety programs for last 3 years.

- Forest develop presentations for: 1) Good Host Program; 2) "changing roles" efforts; and 3) Management Team and Internal Forest communications processes (meetings, newsletters, etc).

### During-Review

- Conduct interviews with cross-section of employees. Team assesses employee morale, motivation, incentive and understanding of performance elements. Review with Forest, reach conclusions and develop possible alternative actions to correct situation, as appropriate.

- Discuss with team. Team interview employees, review documentation and evaluate effectiveness of these programs and systems.

## G. Information Management

- Forest prepare to discuss their implementation and use of information management concepts and techniques.

- Forest present overview of information management concepts as related to decision-making. Include discussion of coordination requirements and approval process. (Does the Forest manage the need for information or react to it?)

## VI. Review Process and Criteria

At each stop and throughout the entire review period, the following criteria will provide overall guidance to the development of the itinerary and discussions.

- A. Discussion should focus on what can the team do to benefit the Forest within the framework of National/Regional policies and direction.
- B. Concentrate on face-to-face discussion of issues primarily on-the-ground.
- C. Review team should travel in one vehicle when possible to utilize travel time for discussion.
- D. Minimize strictly social visits, but allow the opportunity to meet Forest personnel.
- E. Utilize prework (prior to review date) and Ad Hoc teams (Forest and/or Regional Office specialists) to do problem identification and case analysis, and in specific cases, alternative resolution for GMR Team review.

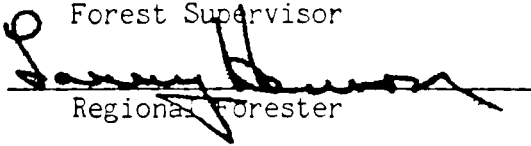
- F. Opportunities should be planned to meet selected members of the public.
- G. Review coordinators will be named by the Region and Forest. These individuals will work out the schedule and logistics to be approved by the Team Leader.
- H. Allow for issues/concerns that are not covered by GMR to be documented.
- I. Maximize involvement of the Forest management team in identifying issues and developing alternatives.

VII. Schedule and Travel

- (insert dates)
- Forest Supervisor and Team Leader discuss plan.
  - Finalize Review Plan.
  - Assemble all preworks in RO.
  - Conduct Review of Forest.
  - Review Report to Forest (45 days from Exit Conference)
  - Forest Supervisors (and appropriate Forest Staff) present Action Plan to RF and Staff.

Detailed itinerary and contacts made during the Review will be developed by the Forest and provided to the Team by \_\_\_\_\_.

VIII. Approvals

|              |  |                               |
|--------------|--|-------------------------------|
| Prepared by: | <i>Robert T. Van Catin</i><br>For DRF  | <i>4/4/85</i><br>Date         |
| Approved by: | Forest Supervisor<br><br>Regional Forester | Date<br><i>4/5/85</i><br>Date |

DRAFT ITINERARY

GENERAL MANAGEMENT REVIEW  
 May 6-17, 1985  
 Huron-Manistee National Forests

Monday, May 6, 1985Participating Staff: All Staff

10:00-10:30 AM RO review team members arrive by Forest Service plane, Cadillac

10:30-11:15 AM Visit SO facilities

11:15-11:45 AM Family meeting with SO personnel

11:45 AM-12:45 PM Lunch

12:45-1:15 PM Discuss review objectives with Forest staff

1:15-3:30 PM Administrative and resource staff briefings as related to general management review problems, issues, and objectives (20 minutes each)

3:30-5:00 PM General questions on briefings and related items to clarify situation or for additional information

5:00 PM Overnight in Cadillac

Vehicle: Sedans and/or Van

Accommodations: Cadillac Sands Motor Inn, M-115, Cadillac, (616) 775-2407,  
 Rate: \$34.50/single

Tuesday, May 7, 1985

Participating Staff: Bill Gardner

TEAM A (Marita, Newlon, and Mann)

8:00-9:00 AM Ray Weigel visit at Kysor  
9:00-10:00 AM Information System Management  
10:00 AM-12:00 PM Guenther visit (SO)  
12:00-1:00 PM Lunch  
1:00-3:00 PM LMP - Program Budget  
3:00-5:00 PM Administration functions and general  
5:00 PM Overnight in Cadillac

Vehicle: Sedan #0796

Participating Staff: Don Hanson

TEAM B (Godden, Erickson, and Durdan)

8:00-9:00 AM Travel to Baldwin Ranger District  
9:00-10:00 AM Arrive office, meet personnel  
10:00 AM-12:00 PM To field:  
- Oak regeneration administrative study  
- Pere Marquette River management (acquisition, facilities, administration)  
- Wildlife - timber coordination  
12:00-1:00 PM Lunch  
1:00-5:00 PM Pere Marquette River trip  
5:00-6:00 PM Travel to Cadillac  
6:00 PM Overnight, Cadillac

Vehicle: Van

Accommodations: Cadillac Sands Motor Inn

Wednesday, May 8, 1985

Participating Staff: Bob Porter

Team A (Marita, Godden, and Mann)

8:00-9:00 AM Travel to White Cloud Ranger District

9:30-10:00 AM Arrive office, meet personnel

10:00 AM-12:00 PM Review District planning implementation and control:  
- Work plans  
- Environmental analysis  
- Good Host program

12:00-1:00 PM Lunch

1:00-4:00 PM Field review:  
- Developed recreation site - Nichols Lake  
- North Country Trail  
- Off-road vehicle trails and use  
- Timber sale with specified road  
- Special area (Loda Lake)  
- Walkinshaw Wetlands (optional)

4:00-5:00 PM Unforeseen items to discuss or areas to visit

5:00-6:30 PM Travel to Cadillac

6:30 PM Overnight, Cadillac - Cadillac Sands Motor Inn

Vehicle: Van

Participating Staff: Bob Lockhart

Team B (Newlon, Erickson, and Durdan)

8:00-9:00 AM Travel to Manistee Ranger District

9:00-10:00 AM Arrive office, meet personnel

10:00-11:00 AM District briefing on resource coordination process

11:00 AM-12:00 PM Visit Lake Michigan Recreation Area

12:00-12:45 PM Lunch

12:45-2:00 PM Visit Sand Lake Recreation Area (concessionaire operations)

2:00-3:00 PM Visit Nordhouse Dunes area

3:00-4:00 PM Visit Big "M" cross-country ski special use area

5:00-6:15 PM Travel to Cadillac

6:15 PM Overnight, Cadillac - Cadillac Sands Motor Inn

Vehicle: Sedan #0796

Thursday, May 9, 1985

TEAMS A AND B (except Newlon)

8:00-8:15 AM Travel to Cadillac Ranger District  
8:15-8:30 AM Arrive office, meet personnel  
8:30-9:30 AM Review and discuss work planning and environmental analysis processes

NOTE: Discuss with Team on breaking into two teams after Caberfae stop

9:30 AM-12:00 PM Travel to field:  
- Caberfae Ski Area  
- Caberfae Snowmobile Trail and Cross-Country Ski Trail systems  
- Firewood sale  
- Peterson Bridge Campground and canoe launch  
- Timber sale - wildlife coordination - red pine

NEWLON Participating Staff: Barbara Tirrock

8:00-12:00 AM Newlon - Meet with news media (TV 9/10, TV 3, Cadillac News)  
12:00-1:00 PM Lunch  
1:00-4:30 PM Team meeting to critique review and identify issues  
4:30-5:30 PM Dinner  
5:30-6:30 PM Travel to Baldwin  
7:00 PM Land and Resource Management Planning public meeting  
Overnight, Cadillac

Vehicle (TEAMS A AND B): Van

Vehicle (Newlon): Sedan #0796

Accommodations: Cadillac Sands Motor Inn

Friday, May 10, 1985

TEAMS A & E

8:00 AM-? Morning - Team continue critique, identify new issues or redefine existing issues

Hank Webster will participate after 10:00 AM

?-5:00 PM Afternoon - Possible Team member free time to visit specific areas of interest (canoe trip possible on Pine River for interested members)

5:00 PM Cook out; meet the staff

Overnight, Cadillac

Vehicle: Van

Accommodations: Cadillac Sands Motor Inn

Saturday, May 11, 1985

TEAMS A & E

9:00 AM-10:00 PM Drive to Grayling; visit with Pete Petosky

11:00 AM Drive to Tawas

1:30 PM Glennie - Attend Land and Resource Management Planning public meeting

Team members have evening off

Overnight, Harrisville

Vehicle: Van

Accommodations: Big Paw, Harrisville, (517) 724-6326, Rate: \$25.00/single

Sunday, May 12, 1985

TEAMS A & E

8:00 AM-12:00 PM Free

1:00-5:00 PM Picnic or recreational activity - meet Huron personnel

Vehicle: Van

Accommodations: Redwood Motel, Oscoda, (517) 733-2021, Rate: \$27.00/single

Monday, May 13, 1985

Participating Staff: Horace LaBumbard

TEAM A (Marita, Erickson, and Durdan)

8:00-9:00 AM Travel to Harrisville Ranger District  
9:00-9:30 AM Arrive office, meet personnel  
9:30-11:00 AM Discuss work planning, implementation, and control;  
discuss resource coordination and environmental analysis  
11:00 AM-12:00 PM Travel to field:  
- Visit timber sale operation with specified road and  
wildlife coordination (South Branch Timber Sale)  
- Visit Mack Lake fire salvage sale  
12:00-1:00 PM Lunch  
1:00-5:00 PM - Visit Hoist Lake area, SPNM  
- Visit recent land exchange area (Bliss Lake)  
- Visit Kirtland's warbler prescribed burn area  
7:00 PM Overnight, Mio

Vehicle: Harrisville Station Wagon

Accommodations: Four Seasons Motel, Mio, (517) 826-3474, Rate: \$24.96/  
single

Participating Staff: Ron Scott

TEAM B (Newton, Codden, and Mann)

8:00-8:30 AM Visit Tawas Ranger District office, meet personnel  
8:30 AM-12:00 PM Travel to field:  
- Lumbermen's Monument  
- River Road fire  
- Tuttle Marsh area  
- Red pine thinning  
- Sediment basin/Corsair Ski Trail  
12:00-1:00 PM Lunch  
1:00-3:00 PM Visit Buck Creek Pond  
3:00-5:00 PM New special areas of interest  
7:00 PM Overnight, Mio

Vehicle: Van

Accommodations: Four Seasons Motel, Mio, (517) 826-3474, Rate: \$24.96/  
single



Tuesday, May 14, 1985

Participating Staff: Nilsson and Irvine,  
John Byelich

TEAMS A AND B

8:00-8:30 AM Meet Mic Ranger District personnel

8:30 AM-12:00 PM Travel to field:  
- Reforestation, Kirtland's warbler areas  
- Mack Lake fire salvage  
- Kirtland's warbler management and other resource coordination

12:00-1:00 PM Lunch

1:00-4:00 PM Transportation system planning and Au Sable Scenic River planning

4:00-5:00 PM Travel to Cadillac

5:00 PM Overnight, Cadillac

Vehicle: Van

Accommodations: Caberfae Lodge of Cadillac, West M-55, Cadillac,  
(616) 775-2458, Rate: \$26.00/single

Wednesday, May 15, 1985

TEAMS A AND B Team to work on general management review draft report

Accommodations: Caberfae Lodge of Cadillac

Thursday, May 16, 1985

TEAMS A AND B Continue preparing report and recommendations

Accommodations: Caberfae Lodge of Cadillac

Friday, May 17, 1985

TEAMS A AND B

8:00-10:00 AM Finalize report

10:00 AM-12:00 PM Team recommendation to staff and selected District <sup>Person</sup>

12:00-1:00 PM Lunch