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Forest Conference-Tuchmann Memoranda

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E. Thomas Tuchmann

Mr. Tuchmann recently served as Special Assistant to Secretary of Interior Bruce Babbitt. In this role Mr. Tuchmann was a member of the White House executive committee which organized President Clinton's Forest Conference and the subsequent planning effort. During the Presidential Transition, he was co-chair of the Forest Conference Transition Team.

Prior to joining Interior, Mr. Tuchmann served as Professional Staff Member for the United States Senate Committee on Agriculture, Nutrition, and Forestry and as Committee Chairman Patrick Leahy's (D-VT) legislative assistant on environmental and appropriations issues.

Mr. Tuchmann has also served as the Director of Resource Policy for the Society of American Foresters and as a research associate for both the National Forest Products Association and the Northeast-Midwest Institute for Regional Policy.

Mr. Tuchmann received a M.S. degree in Natural Resource Policy from The Pennsylvania State University and a B.S. degree in Forest Management from Northern Arizona University.

Mr. Tuchmann is currently Associate Editor for the Journal of Forestry and is a member of the Center for Environmental Information's Advisory Board. He has also authored numerous articles and professional papers on environmental policy.

DRAFT - PREDECISIONAL - NOT FOR DISTRIBUTION

TO: Katie McGinty, OEP
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Stephanie Solien, Office of Congressional Relations, DOI
Don Barry, Fish Wildlife and Parks, DOI
Jim Lyons, Environment and Natural Resources, USDA
Mark Gaede, Environment and Natural Resources, USDA
Chuck Fox, Office of the Administrator, EPA

FROM: Tom Tuchmann

SUBJ: Forest Plan Interagency Implementation Team Update:

DATE: September 8, 1993

We have all been traveling at one time or another over the last month so I thought this update would be helpful in informing you about some actions that have taken place and some decisions that need to be made. Action items are in **bold**.

I'm sure I missed something so please let me know and I'll add it to a second draft. Please call with any additions or questions you may have.

INTERAGENCY IMPLEMENTATION TEAM

P. O. BOX 3623
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(503) 326-7600

Date: September 7, 1993

30 DAYS - BLM NMFS - SCORNER

TO:	TOM TUCKMAN	FROM:	Bill Bradley
Office/Code:		Office/Code:	Implementation Team
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Pages to Follow: 3

Remarks: Attached are the options and cost of the BLM move. ~~Number of employees per agency in an ecosystem move. BLM 325, FWS 300, NMFS 80, EPA 5 plus Regional Ecosystem Office and White House Office.~~ One possible scenario that would work is keeping USFS and Corp in the Duncan building. NMFS works and coordinates actions with the Corp. Move NMFS, EPA and White Office into the area being made available by the USFS in their downsizing effort. Increase the request to GSA for space for BLM, FWS and the Regional Ecosystem Office. This would make the space next to the FS available as the only possible alternative. This would not delay the construction schedule of the building and BLM would honor their commitment to Providence. Anticipated increased lease cost over where BLM is located now is \$885,000 per year. Completion date would be January 1995. A decision needs to be made quickly on this.

NOTE: NMFS IS PLANNING ON MOVING IN JANUARY 1994, LESSOR HAS SIGNED LEASE AND IT IS AT GSA FOR SIGNATURE. Les Mathewsen with the Western Administrative Support Center (WASC), is the NOAA contact with GSA. His phone number is (206) 526-6383.

the next few years. Both agencies are hindered by lack of money to accomplish the move necessary to consolidate their space at the current time.

The issue of possible relocation of this office with the Forest Service has been raised by Senator Hatfield's office and, due to his inquiries, by GSA itself. GSA is currently responding to his office's request to use the source selection process to choose option 1 below.

OPTIONS

There are currently four possible ways for the BLM to proceed:

1. The BLM could acquire the lease in the build-to-suit facility across the street from the Forest Service. Under the current un-altered course of events, the prospect of this happening is slim. Build-to-suit space, in comparison with other, already existing space, is rarely competitive. To compound the matter, downtown Portland currently has a surplus of office space, bringing the price of existing space down.

Estimated cost of move to GSA: \$170,000
Estimated cost of telecommunications requirements to BLM: \$425,000
Estimated cost of above standard items to BLM: \$650,000
Estimated cost of increased rent to BLM: \$885,000/year
Estimated cost of systems furniture to BLM: \$1,200,000**

The total estimated cost of this option, over a ten-year period is \$11,295,000.

2. GSA could force the Corps of Engineers to vacate the building, giving BLM and other agencies the vacated space. GSA would only do this under direct orders. The lease acquisition process would begin all over for their facility. The building would be remodeled to meet BLM's needs. All of these factors take a considerable amount of time. This could not be accomplished prior to January 15, 1994, and probably not before January 1, 1995. This means that BLM would incur significant penalty costs, additional moving costs, the cost of moving the Corps of Engineers, and all above standard alteration costs at the new facility. The Corps would be vacating approximately 145,000 square feet of office, special purpose, and storage space. BLM only needs 85,245 square feet.

Estimated cost to GSA move the Corps: \$270,000
Estimated cost for Corps telecommunications requirements: \$725,000
Estimated cost for Corps above standard items: \$650,000
Penalty cost to BLM and GSA: \$162,000 (assuming that we moved operations in January as planned, and were able to vacate building by July of 1995)
Estimated cost to GSA to move operations alone: \$60,000
Estimated cost to GSA to move BLM: \$170,000
Estimated cost to BLM for telecommunications requirements: \$425,000*
Estimated cost to BLM for above standard items: \$650,000
Estimated cost to BLM for systems furniture: \$1,200,000**
Estimated increased lease costs to BLM: \$885,000/year

The total estimated cost of this option over the ten year period would be \$13,000,000.

3) Money and motivation could be provided to both the Corps and the Forest Service to enable them to vacate all available space as soon as possible, assuming that enough space could be made available prior to January 1, 1995, and that the Division of Operations was moved into temporary space in January of 1994.

Unfortunately, this option would probably result in a shortage of space to all agencies involved. Currently, there is not enough space to house all three agencies, and it is impossible to predict what future space needs of the three

September 2, 1993

**Statement on Possible Colocation
Oregon State Office BLM and the Regional Office USFS**

SUMMARY

Earlier this year, the Oregon/Washington State Office BLM was given the opportunity to terminate its lease early with its current lessor at Providence Office Park in Portland, Oregon. If we did not take advantage of this "window of opportunity", the lease would have remained a ten-year lease terminating in June 2000, with up to \$800,000 penalty for early termination.

In return for the removal of the penalty and change in the termination date of the lease, BLM agreed to vacate approximately 23000 square feet of space (The Division of Operations) by January 15, 1994. GSA feels that a commitment was made on the part of the government to at least attempt to meet this requirement, rather than incur the penalty costs listed below. If they are unable to do so, a total penalty, to be shared equally between GSA and BLM, shall be incurred as follows:

- a) \$150/day for the first 30 days (or \$4500 for one month)
- b) \$300/day for the second 30 days (or \$13,500 total for two months)
- c) \$450/day for the third 30 days (or \$27,000 total for three months)
- d) \$600/day after that (or \$45,000 total for four months, \$63,000 for five months, etc.)

In addition, BLM agreed to vacate the remainder of our space by January 1, 1995. If they are unable to do so, a total penalty, to be shared equally between GSA and BLM, shall be incurred as follows:

- a) \$300/day for the first 30 days (or \$9000 for one month)
- b) \$600/day for the second 30 days (or \$27,000 total for two months)
- c) \$900/day for the third 30 days (or \$54,000 total for three months)
- d) \$1200/day after that (or \$90,000 total for four months, \$126,000 total for five months, etc.)

As a result of this agreement, BLM has submitted a space request to GSA for approximately 85,000 square feet of office and special purpose space to house 444 employees. We are currently finalizing the specifications for approximately 15,000 square feet of separate warehouse space. The Solicitation for Offers on the Office Space Request closed on September 1, 1993 and several offers were received. All of the potential facilities have expressed a willingness to be ready for occupancy prior to January 1995, and have space ready for occupancy in the interim for the Division of Operations. One of the potential facilities is a build-to-suit office across the street from the Forest Service building at the Duncan Plaza. This option would require that the Division of Operations move into a temporary space until the final buildout is complete, at which time they would be moved at the lessor's expense.

The estimated date for award of this lease is early in December. After that time, BLM will have a firm commitment at another location for ten years.

The Forest Service is currently leasing their facility in downtown Portland under a twenty year lease terminating in 2010. They share this facility with the Army Corps of Engineers. The building consists of 10 floors of between 30,000 and 35,000 square feet each. The Forest Service solely occupies approximately 140,000 square feet of office and special purpose space to house 949 employees. The Corps of Engineers solely occupies approximately 124,000 square feet of office and special purpose space to house 830 employees. The remaining space in the building is either storage space, used jointly both agencies, or unoccupied. Both agencies are in a downsizing mode and may potentially be giving up approximately 35,000 square feet each of space within

agencies will be. There are several agencies (e.g. SCS and FMA) looking for space in the Portland area which are not subject to the time constraints that the BLM is.

Estimated cost to agencies to vacate 80,000 square feet: \$160,000
Estimated cost to GSA to move operations alone: \$60,000
Estimated cost to GSA to move BLM: \$170,000
Estimated cost to BLM for telecommunications requirements: \$425,000
Estimated cost to BLM for above standard items: \$650,000
Estimated cost to BLM for systems furniture: None**
Estimated increased lease costs to BLM: \$885,000/year

The total estimated cost of this option over the ten year period would be \$10,315,000.

4) Leave the plan as it stands and keep separate facilities for ten more years. Of course, this option does not address the future needs of the two agencies and possible administrative problems that would ensue if they were to continue to maintain separate facilities. All potential new BLM sites are substantially closer to the Forest Service and of significantly better quality than the current facility. This option is also considerably less costly than any of the other alternatives, due primarily to the lack of increased lease costs.

Estimated cost to GSA to move BLM: \$170,000
Estimated cost to BLM for telecommunications requirements: \$425,000
Estimated cost of above standard items to BLM: \$650,000
Estimated cost to BLM for systems furniture: \$1,200,000**
Estimated increased lease costs to BLM: None

The total estimated cost of this option over the ten year period would be \$2,445,000.

*Note: This amount is the maximum estimated cost for our requirements. Telecommunications costs to the BLM would vary among existing facilities depending upon what they currently have.

**Note: This amount is the total systems furniture cost, whether purchased at once, or over a five year lease/purchase period. No costs are associated with this if we move into downsized space, since systems furniture may be available at that location.

CONCLUSION

The window of opportunity to make such a decision is rapidly closing. Option 4, the least expensive option, will happen if no other decision is made prior to the anticipated lease award date early in December. The amount of work already expended upon this project is great, and the sooner such a decision is made, the less total time and resources will be wasted.

12:30 MONDAY NIGHT

PHOTOCOPY
PRESERVATION

Forest Plan Implementation
Meeting Agenda

September 17, 1993

The purpose of the meeting is to review the status of several pending elements of the President's plan and identify work assignments as appropriate.

1. Status of Appropriations (Solien, Gaede, Yu)
 - a. Issues for the conference committee
 - b. FY 1994 agency funding for implementation
 - c. Formal and informal thanks to the delegation.
2. Status of MOUs
3. Status of 4(d) rule (DOI)
4. Status of "Moving timber" (Tuchmann)
5. Status of Negotiations on prepared sales
 - a. negotiating guidelines (minimum acceptable board ft)
6. Field Hearings
 - a. Who Appears? (USDA; DOI; EPA; Other)
 - b. Press strategy (for Romash)
7. Status of AMAs (Tuchmann)
8. Communications Issues (Romash)
 - a. Short term: preparations for heavy press from hearings issuance of "report card" on progress
 - b. Long-term: review of IIT Strategy
9. Other Items on Tuchmann 8 Sept Memo:
 - a. Approval of Interagency Legal Team
 - b. Approval of IIT Work Plan
 - c. SEIS Issues
 - d. Other
10. Congressional Briefings
11. Work Assignments

① BREAK OUT OF APPROPRIATION

② LETTER TO AGVOC (GABER)

③ 1995 BUDGET (GABER/ROMASH) (STILL)

④ THANKS YET LTR (SERIEN)

⑤ VOLUNTARY COMMITMENTS (ROMASH/SERIEN)

⑥ TALK W/ NMFs (KUMBLER/BARRY)

⑦ FIELD HEARINGS

⑧ 1994 BUDGET (GABER + ROMASH) (STILL/TUCHMANN)

⑨ AMAs

FOREST PLAN IMPLEMENTATION - AUGUST ACCOMPLISHMENTS

INTERAGENCY IMPLEMENTATION AND COORDINATION:

- o The Forest Management and Worker and Community Assistance Memorandum of Understandings were completed and are circulating around White House offices, departments, and, agencies. **Please be on the look out for the MOUs in your department so we can have a quick turnaround.**
- o The five forest management agencies -- FS, BLM, F&WS, NMFS, and EPA -- have established an Interagency Implementation Team (IIT) and have set up shop across the hall from the SEIS team in Portland.
- o Draft action plans have been developed to implement 18 tasks pending completion of the final SEIS. These plans focus on those components of the President's plan that will be implemented regardless of which alternative is chosen. **A plan is attached for your review.**
- o Interagency working groups have been established to implement each of the action plan tasks and an IIT member serves as a liaison to that team.
- o A Scientific Assessment Group will be established from FEMAT participants to answer and clarify scientific questions during the implementation period. However, it should be noted that the IIT is having a hard time getting people to commit to this process. **Some prodding may be needed from Washington offices to assign scientists to the team.**
- o An Interagency Legal Team is being developed to serve as a resource to the IIT and coordinate overall legal issues. **A plan is attached for your review.**
- o An Interagency Communications Team has been formed and they are ready to move forward pending approval of their plan by the White House and the departments. **A plan is attached for your review.**
- o The IIT would like the five agencies to be co-located in one building and/or adjacent buildings. They will pull together a cost estimate -- including savings -- for doing this. **Attached is a proposal that needs IMMEDIATE attention.**
- o The IIT process is "making better decisions, but, those decisions are taking more time.

PREVIOUSLY
IMPORTANT
FOR
SEIS TEAM

TIMBER SALES:

- o The screening process has been completed on sold/awarded timber sales. O BLM units and 72 of 3000 Forest Service units will need revision. However, 55 of these 72 units can be revised within the context of existing contracts.
- o A screening process has been established for sold/unawarded timber sales and 1993 planned sales. These screens will be completed by September 13th. (See attached direction)
- o The plaintiffs were given access to all timber sale information per their agreement with Secretaries Espy and Babbitt. They have yet to provide us with a response.

GENERAL FOREST MANAGEMENT ISSUES:

- o Initial agency training sessions are tentatively scheduled for 9/13-9/27. The focus will be on bringing employees up to speed on the technical components of the FEMAT report, DSEIS, and other components of the plan.
- o The F&WS is continuing to work with states and private landowners in drafting the 4(d) rule. They will put together a decision document for moving forward in the next few days for your approval.
- o Field hearings on the DSEIS are scheduled for 9/27 in Redding, CA; 9/29 in Salem, OR; and, 10/1 in Lacey, WA. OGC will run the hearings. The SEIS team will make logistical arrangements. The focus should be on "listening and learning". Asst. Secretaries Lyons and Armstrong are currently scheduled to attend. Do we want Asst. Secretaries from Fish and Wildlife, EPA, and Commerce? Each assistant secretary should make their own travel arrangements and travel schedule for 9/28 and 9/30.
- o Tuchmann testified before the California Senate Committee on Natural Resources and Wildlife on 8/18. There was little press coverage. Industry and labor representatives spoke in strong opposition to the plan. Environmentalists praised the President for taking action, but, opposed Option 9. Overall, the hearing went very well in the sense that we were able to aggressively defend the plan in the face of attacks.

BUDGET ISSUES:

- o The budget reconciliation package guaranteed payment to counties for five of the 10 years as proposed in the President's Plan.
- o Worker and community assistance programs will be funded close to proposed levels. However, we still need to work out how we will fund Interior and Forest Service "Jobs in the Woods" and Forest Service Community Assistance programs. Both these

programs are funded through the Interior and Related Agencies bill. Meetings with the Senate Appropriations Subcommittee are scheduled for the purpose of reaching closure on allocating the \$26 million freed up by budget reconciliation agreement on payments to counties to these programs.

- o There are still questions about how we will fund the FY 1994 forest management component of the President's Plan. **A decision needs to be made on how to best address this issue.**

- o It appears at this time that agencies are not prepared to push for a dedicated funding source in their FY 1995 proposed budget as expected. **A decision needs to be made on how to best address this issue.**

WORKER AND COMMUNITY ASSISTANCE:

- o The MOU has been fully worked out and approved by the states which should allow for smoother implementation of the MOU generated work groups. These work groups will have heavy state, community, and public participation.

- o Peter Yu visited with state representatives, community leaders, and others in CA, OR, and WA to brief them on the assistance plan and how they may begin to get involved in the process.

Attachments:

Action Plans
Communication Plan
Legal Team Plan
Portland Office Proposal

AREAS OF CONCERN: (Generated by numerous discussion with the IIT and others and not necessarily reflecting reality.)

- o Policy process should be clarified.
- o Policy makers should provide clearer direction to assure managers follow through on that direction.
- o Roles and expectations need to be clarified. The administration should exhibit more trust in career employees.
- o The decision making process should be streamlined and clarified to the extent possible.
- o Manager's concerns are high. They feel they are being "set up" by the scientists and they will not be able to improve the SEIS. According to one agency employee, there is some "de-marketing" going on by managers on the ground.
- o Managers need to be seen as part of the team and be allowed to speak to the press.
- o The scientists are not committed to seeing implementation through and assisting the managers in making the tough decisions.
- o SEIS ISSUES:
 - There are only 10 days between the close of the comment period and the time the SEIS must go to the printer.
 - Potential administrative record problems.
 - ? -- The subjective nature of the FEMAT process could be a problem.
 - There won't be time for any changes between draft and final.
 - The information generated by the IIT will not be prepared in time to be incorporated into final SEIS. For example, watershed analysis guidelines.
- ? o Continuing concerns about the Federal Advisory Committee Act. Advisory committees are an essential part of the President's plan, but, FACA will not allow for timely implementation of those advisory committees.
- o The administration has not followed through on their commitment to fund the forest management component of the plan.
- o Relations with rural press and public are damaged.

1. ACCORDION FILE

a.

b. PG:

c. Border Salvage fund to Western Canada

Reids: Dollars \$80 M:

d. INVESTMENT PACKAGE: HAS MUCH MORE FOR HIT

e. ADMINISTRATIVE:

- RDTL - \$80 MILL } 1994

LBDA - 1\$0 MILL }

f. AMAs \$9.5 MILLION

\$ 6.5 MIL

1.0 STATE & PRIVATE

h. DON'T TAKE THE ADMIN. COSTS OUT OF THE HAND OF THE REGIONAL OFFICES,

2. 4(a)

draft by 24 SEPT 94 FOR REVIEW BY RDT.

3. SEED SALS

a.