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## **APPENDIXES**

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## APPENDIX A—SUBCOMMITTEE DOCUMENTS



BY EMPLOYER TO:

## United States Department of the Interior

NATIONAL PARK SERVICE  
Mid-Atlantic Region  
143 South Third Street  
Philadelphia, PA 19106

3/21/92

James M. Ridenour, Director  
National Park Service  
Interior Building  
Washington, D.C.

MAILED  
APR 1 1992  
U.S. DEPT. OF THE INTERIOR

#1

Dear Jim:

I was forced into what I believe to be an improper reassignment. I would point out that I did as ordered without arguing my case in the press. I have attempted to protect the Service from blatant political manipulation.

In the last weeks, I have learned that not only was I excluded from a bonus but more significantly, also an upgrade to ES-5. When my attorney requested information on bonuses, the upgrade data was "accidentally" kept from him. I have also felt the studied lack of cooperation from my superiors. When attempting to resolve a discrimination issue which was left to me to deal with upon my arrival in this job, I have been undercut and my credibility has been damaged (and in treating me this way the employee has also been injured--which is unacceptable). When the efforts to embarrass me begin to affect others, it is enough.

Since my disclosure of improper procedures and my testimony before the House, it has been the intent of the Department of Interior to run me off the job--to constructively discharge me. I cannot tell you how much it saddens me to say this, but I will be their target no longer. Please make no mistake about this. This is a constructive discharge, and I request not only that all administrative claims be processed to conclusion, but give notice that I will file an additional retaliation charge for the items listed above.

To escape this continuing retaliation and treatment, I hereby give you notice that I am retiring to avoid further punishment or humiliation by the Department effective April 4, 1992; unless there is a statutory or regulatory reason that it cannot occur by that date--in which case I ask that I be so informed. Should this timing create a hardship for you or my Deputy Charles Clapper in running the Region, I will make myself available as a volunteer for up to 90 days. I therefore ask that you arrange for the appropriate officials to process the documents necessary for payment of accrued annual leave as a lump sum as well as retirement papers.

I have dearly cared for the Service and its people, and its Mission has been my mission for more than one-half my life. It saddens me that I have been and am being abused in the defense of that Mission. Though I am being "fired" by special interests and their ability to put pressure upon the Department of Interior, I will never surrender my dedication to that Mission.

Sincerely yours,

*Lorraine Mintzmyer*  
Lorraine Mintzmyer

## The Yellowstone Vision: An Experiment That Failed or a Vote for Posterity?

Robert D. Barbee, Paul Schullery and John D. Varley

*Robert Barbee has been superintendent of Yellowstone National Park since 1983. He began his National Park Service career in 1958 as a seasonal naturalist in Rocky Mountain National Park, Colorado. He also served at Yosemite National Park, Point Reyes National Seashore, and Redwood National Park in California, Cape Hatteras National Seashore in North Carolina, and Hawaii Volcanoes National Park, Hawaii. Barbee has a bachelor's degree in zoology and a master's degree in wildland management from Colorado State University.*

*Paul Schullery works in the Research Division at Yellowstone National Park as an environmental specialist. He is the author, co-author, or editor of 18 books on nature, conservation, and outdoor sports and has served on the Council of Advisors of the National Parks and Conservation Association.*

*John Varley has been a professional biologist for 25 years. For the last eight years he has been Yellowstone's chief of research and has overseen the park's large and diverse science program. Varley is the author of one book (on Yellowstone fisheries) and over 100 scholarly articles on resource related issues.*

**T**he greater Yellowstone area, frequently billed as the last large intact ecosystem in the temperate zone of the earth, has become one of the great modern testing grounds of the practical application of landscape-scale resource management. In an area of about 18 million acres there are two national parks, parts of seven national forests, and three national wildlife refuges. About 11.7 million acres of the land is in national parks and forests; the rest is a surreal checkerboard of other Federal, state, and private lands. For more than a century, a few forward-thinking people have seen the need for protection of the resources here on some broader scale than that allowed by traditional agency boundaries.

The term greater Yellowstone seems to have been coined early in this century by the popular novelist and conservationist Emerson Hough (pronounced Huff). In an article in *The Saturday Evening Post* in 1917, Hough, speaking of Wyoming opposition to the expansion of Yellowstone, responded, "Give her Greater Yellowstone and she will inevitably become Greater Wyoming." Yellowstone only grew slightly in those turbulent formative years, and modern conservationists are now arguing that neither the park nor Wyoming — nor Montana or Idaho, the other states bordering the park — are as much greater as they could be, if only we had followed Hough's advice. In

the decades that followed, the two primary land management agencies in the greater Yellowstone area, the National Park Service and the U.S. Forest Service, made rivalry an institution so that communication was limited and sharing of goals was more or less unheard of.

The communication barriers showed some signs of weakening in the early 1960s, when the Greater Yellowstone Coordinating Committee was created. The committee was composed of the supervisors or superintendents of the six national forests and two national parks that are the heart of the greater Yellowstone area, plus the National Park Service's regional director and the three regional foresters with interests in greater Yellowstone. Through a geopolitical quirk, the greater Yellowstone suffers from sitting astride the boundaries of three different administrative regions of the Forest Service, further complicating communication.

Since that modest start, when the managers convened mostly to coordinate fairly mundane matters, the coordination of greater Yellowstone management has come far. Thanks to grizzly bears, seasonally migrating elk, trumpeter swans, natural fire, and countless other wilderness inhabitants that have no regard for agency boundaries, the parks and forests, often in cooperation with state management agencies, have developed dozens of efficiently functioning initiatives for cross-boundary cooperation. This effort continues today.

While this increase in communication and cooperation has sometimes made our friends in the commodities industries nervous, it has never proceeded fast enough to satisfy our friends in the conservation community. In 1985, the House subcommittees on Public Lands and National Parks and Recreation held a joint subcommittee hearing on the Greater Yellowstone Area, resulting not only in greatly increased attention to the idea of ecosystem protection and management but also to a renewed awareness of all the ways in which the agencies were not yet doing all that needed doing to protect the integrity of the greater Yellowstone's natural glories and ecological processes.

Out of this new momentum grew a more active Greater Yellowstone Coordinating Committee. In 1987, the Committee published a large volume that essentially inventoried, for the first time, existing resources and use levels as well as they were known and in 1989 began serious work on the creation of an overarching document, a

statement of principles, that would guide future coordination. This document was called the *Vision for the Future, A Framework for Coordination in the Greater Yellowstone Area*.

The *Vision* was written in the winter and spring of 1990 by an interdisciplinary team of four National Park Service and four U.S. Forest Service specialists, operating under general guidelines provided by the Greater Yellowstone Coordinating Committee. The 74-page document was released in draft for public comment in August of 1990. Following an unprecedented, extensive, and explosively heated public comment period, including numerous public meetings in the region, the draft was shortened until it was seven pages long. This final draft contained many of the main points of the longer document, including the half dozen or so major fighting issues we considered most important (such as stronger protection of geothermal resources). However, it lacked supporting explanations, information, and operational proposals that we believed made the original document such a far-reaching statement of why we wanted to do what we were proposing. Many in the two agencies see the greatly reduced *Vision* as proof that the process has been derailed or failed completely. Others say that it's more or less miraculous we salvaged any important points at all and even see the surviving *Vision* as a triumph.

Creation of the *Vision* was an extraordinary process for many reasons. A team of specialists from the two agencies, with a mission unique in the history of American land management, discovered that they disagreed about practically nothing. Assigned only to flesh out a brief statement of 14 important points assembled by the greater Yellowstone supervisors and superintendents, they set to work and produced a document of far greater scope and ambition than any of their supervisors envisioned. The coordinated effort of the National Park Service and U.S. Forest Service was viewed as extraordinary because it represented the first time, to our knowledge, that the two agencies had taken such a major, unified step into unfamiliar territory. It wasn't merely that they were cooperating in planning and coordination. It was that they were moving into uncharted waters—those of ecosystem management—at a time when there was no real agreement on what constituted the ecosystem in question or just what all should or could be done to manage it.

Though some of the conservation organizations took firm positions on the subject, the agencies seemed to outrun conservationist awareness of the importance of this process. Our view was that if you protected the integrity of the whole, you would have to spend a whole lot less time trying to save this or that piece of it. Though the Greater Yellowstone Coalition, an umbrella group of conservation-

ists and our foremost regional watchdog, understood and promoted this principle, and though several of the major national conservation groups bowed politely toward the process we were conducting, the conservation community in general was not there for the fight, preferring instead focus their energies on more narrow issues, like the protection of specific species of animals.

Public response, a response largely driven by a few organized groups who knew very well how to play the advocacy game, was intense. Every issue in the greater Yellowstone area is intense these days, and you can draw pretty contentious crowd to any public meeting relating to public land management. We had never seen anything like this response, and we suspect that the legacy of the reaction against the *Vision* document will flavor subsequent major issues for years to come. The governors of Montana, Wyoming, and Idaho wrote a joint letter criticizing the process. Opponents of the *Vision*, brought in by the bus-load, dominated public hearings with emotional and often misinformed comments. The opposition forces convinced their constituencies that this was a giant land-grab, another Federal takeover. The *Vision* was no such thing, but that didn't matter. Commodity groups of many persuasions mounted letter-writing campaigns. We were called Communists and Nazis (an interesting geopolitical spread). Opposition to the *Vision* was associated, in the minds of many, with a patriotic cause; opposition forces wore yellow ribbons and carried American flags. A woman at one of the public meetings used her allotted time for comment to recite the Pledge of Allegiance. The agencies, surprised and even shocked by this attack, backed away from the original draft almost entirely, preserving only a few major points in the final draft. Many portions of the *Vision's* text, full of suggestions and ideas to which no one had objected, were abandoned like Iraqi tanks behind the fleeing pro-*Vision* forces. It was, in a word, a rout (Table 1).

There is yet one more way in which the process might be viewed as extraordinary, though it is too soon to know. It seems probable that the life of the *Vision* idea—that is the resilience of the principle—will also prove to be extraordinary. The *Vision* itself survives in its original draft form, and has been widely distributed. It will be considered by many future participants in this issue, and will have a life perhaps as long as Hough's visionary remark in 1917. We have opened a long, arduous, and probably painful campaign to change some fundamental aspects of resource management in our bioregion.

That is the background. The important question is, what have we learned? If you are new to this issue, let us warn you that the Monday-morning quarterbacks, always anxious to assign blame, suggest suitable punishments, and

TABLE 1: POSITIONS TAKEN ON VISION DOCUMENT

Note: It is recognized that a certain amount of interpretation is necessary in order to create these categories. It may be that some agencies that made no comments at all did in fact have a position but did not bother to express it. It may be that some coalitions of groups -- the Greater Yellowstone Coalition, the Wyoming Multiple Use Coalition, and some others -- may not have completely reflected the positions of each of their members. We do not know. What follows is merely an attempt to show general directions of the various parties that participated or might have participated in the comment process.

**FOR THE VISION**

U.S. Forest Service  
 National Park Service

**SLIGHTLY APPROVING,  
NEUTRAL, or UNDECIDED**

Greater Yellowstone Association of  
 Conservation Districts  
 Greater Yellowstone Coalition  
 National Parks and Conservation  
 Association  
 U.S. Fish & Wildlife Service  
 Wilderness Society  
 Wyoming Game and Fish Department  
 Wyoming Wildlife Federation

**OPPOSED OR GENERALLY  
CRITICAL**

Associated General Contractors of  
 Wyoming  
 Blue Ribbon Coalition  
 U.S. Bureau of Land Management  
 Foundation for North American Wild  
 Sheep  
 Governors of Montana, Idaho,  
 and Wyoming  
 Montana Chamber of Commerce  
 Montana Farm Bureau

Montana 4x4 Association  
 Montana Mining Association  
 Montana Petroleum Association  
 Montana Representative Ron  
 Marlenee  
 Montana Senator Conrad Burns  
 Montana Snowmobile Association  
 Montana Stockgrowers Association  
 Montana Trail Vehicle Riders Asso-  
 ciation  
 Montana Water Resources Association  
 Montana Woolgrowers Association  
 Mountain States Legal Foundation  
 National Inholders Association  
 People for the West  
 Petroleum Association of Wyoming  
 Rocky Mountain Oil and Gas Associa-  
 tion  
 Teton County Heritage Society  
 U.S. Bureau of Mines  
 Western Environmental Trade  
 Association  
 Western States Public Lands Coalition  
 The Wildlife Legislative Fund of  
 America  
 Wind River Multiple Use Advocates  
 Wyoming Bankers Association  
 Wyoming Farm Bureau Federation  
 Wyoming Freedom Coalition

Wyoming Heritage Society  
 Wyoming Mining Association  
 Wyoming Multiple Use Coalition  
 Wyoming Public Lands Council  
 Wyoming Representative Craig  
 Thomas  
 Wyoming Former Senator Clifford  
 Hansen  
 Wyoming Senator Alan Simpson  
 Wyoming Senator Malcolm Wallop  
 Wyoming State Grazing Board  
 Wyoming State Legislature  
 Wyoming Stockgrowers Association  
 Wyoming Timber Association  
 Wyoming Woolgrowers Association

**CONSPICUOUSLY  
ABSENT \***

Audubon Society  
 Conservation Foundation  
 Environmental Defense Fund  
 Federation of Fly Fishers  
 National Parks Foundation  
 National Wildlife Federation  
 Sierra Club  
 Trout Unlimited

\* Local chapters of some of these  
 organizations may have played a  
 more active role.

bayonet the wounded, are busy, and they have a hundred explanations for what went wrong. We didn't talk to the special interests enough. We talked to the special interests too much. We didn't explain ourselves clearly enough. We explained too much. We tried to turn the national forests into national parks. We didn't try hard enough to turn the national forests into national parks.

Most of this sort of second-guessing is predictable to the point where each special interest group's reaction simply supports their longstanding positions. Much of the second-guessing is too easily said and too hard to prove --

good headlines, worthless advice. Those of us who actually survived this angst-ridden process have learned some things, and we will try to summarize them. It became clear to us very early in this process that we had at least one audience beyond the regional one: in the world of professional resource managers, the whole world was watching. This was not a responsibility we were necessarily prepared to take on, but we heard from a number of managers and planners in other areas in North America and around the world that they were in fact anxious to see the Yellowstone model for what they might attempt themselves. What

follows is as much a consideration of what hasn't worked as what has. We don't suggest we have even completed a model yet, but we have learned a lot.

Long term planning is much less interesting to conservationists than the sort of heated battles that traditionally characterized the conservation movement. The *Vision* was not really even a plan – it didn't have the force of an E.I.S. behind it. That lack of force made it difficult for many people to understand, or have any faith in it. It spoke in generalities and did not (and did not dare, not being a NEPA document) quantify things like acceptable levels of change or how timber harvests might be affected. It spoke hopefully of preserving a sense of naturalness even where human activities were necessarily affecting the landscape. It spoke with equal hopefulness of maintaining sustainable regional economies based on traditional commodity extraction but with new, more environmentally sensitive technologies. It promoted the lofty goal of turning the greater Yellowstone into a showcase of how humans could live with the land without destroying it. It emphasized the practical over the utopian, and it expressed great faith in the continued progress of the agencies to coordinate their management of the ecosystem.

Not surprisingly, skepticism was common among conservationists. Unfortunately, rather than jump in with both feet and take a major part in the dialogues, they took a wait-and-see view, which was self-fulfilling. By doubting that the agencies could put together a *Vision* that meant anything and by holding off taking a strong position to support the effort, they were then able to say, sure enough, the *Vision* didn't amount to anything. To this day, we don't really know what the largest conservation groups, at their national offices, thought of the *Vision*. Despite our numerous briefings or offers to brief, it never seemed to intrude too deeply into their consciousness.

It must also be said, in the defense of at least some of the conservation groups, that of the very few that took an active role in the comment process, some believed that if they were too approving, it would amount to a kiss of death – proof that the agencies were in cahoots with the environmentalists. So they went to some lengths to point out the ways in which they believed the *Vision* did not go far enough in its attempt to protect the ecosystem. The irony of this is that all the commodity extraction groups decided we were in cahoots anyway.

Criticism that we were too vague were at least partly correct. For example, at the same time that we were claiming that the *Vision* was just a statement of principles, it did seem to be a document of some authority or record. The *Vision* made clear that the ambition of the agencies was that these principles would eventually be incorporated into national forest and national park management plans.

The *Vision* did not explain that *that* process would require NEPA compliance; it merely said it would happen. No wonder some of the readers, even those sincerely interested in understanding what this was all about, were confused. The lesson here is be really careful how you say things.

The corollary lesson to that one is that you cannot say important things too often. We found, for example, that though we repeatedly explained in the introductory sections of the *Vision* that this document only applied to national park and forest lands, we did not say that often enough. In the later discussions in the text, a seemingly straightforward comment about some aspect of management of Federal lands was often misperceived as applying to state and private lands as well, just because we didn't say, for the umpteenth time, that we were only talking about Federal lands. You cannot overestimate the anxious reader's capacity for alarmist reading.

Ecosystem-scale planning requires aggressive education within the agencies involved. Though the forest supervisors and park superintendents involved were strongly committed to the *Vision*, many staff members weren't or had not been adequately introduced to the idea or simply could not imagine what they had in common with other agency personnel a hundred miles away on the other side of the ecosystem. These things are still true.

Ecosystem planning has been going on for years in the greater Yellowstone area and continues. In dozens of specific ways, from fire management to noxious weed control to endangered species management, the national parks and forests, wildlife refuges, and state agencies have developed coordination systems that do in fact work. Congress was right to tell us that these things are not yet sufficient to ensure the long-term wellbeing of the ecosystem. We have not done nearly enough, but we have come a long way. Management coordination continues to improve. Our goals, as articulated in the *Vision*, are already partly realized. We know that much of the substance of the *Vision* could be implemented without even making a point of it. The fanfare of making the big gesture – of announcing the showcase for the world – backfired. Suddenly interest groups who had made no substantial objection to the coordination that was already underway saw it all as a conspiracy. The lesson here may be that you can accomplish as much, perhaps more, by simply proceeding with routine memoranda of understanding and other mechanisms.

Another important lesson, one that I think many planners will be reluctant to learn, is that there is a limit to what can be accomplished through communication. The staff involved worked hard and well to set up meetings, often repeatedly, with many interest groups, especially those most hostile to the process. Repeated meetings were

held with mining associations and other commodity extraction groups. Briefings with other agencies were frequent and lengthy. The point is, you can meet forever with opponents, and if they truly disagree with your position, you will not change their position. It came down to that in many cases. The briefing approach is not designed to achieve consensus. It can only hope to achieve a uniform level of knowledge.

The lesson that proceeds from that may be even more painful. By going public with a formal plan to do what you're already doing – or, worse, to do what you're not doing – you may generate opposition forces that did not exist before. The *Vision* is only one of several difficult public policy issues in our region these days, but it's safe to say that its publication significantly assisted opposition in galvanizing their forces. Formal organizations now exist whose stated goal is to fight increased Federal land-management activities of any sort; organizations called into existence in good part in response to the *Vision*, wolf restoration activism, and other initiatives relating to ecosystem management.

Theodore Roosevelt, surely one of our most effective conservationists, was a realist about how much he could accomplish in resource management in the face of public resistance. He once said this:

*I want to go just as far in preserving the forests and preserving the game and wild creatures as I can lead public sentiment. But if I try to drive public sentiment I shall fail, save in exceptional circumstances.*

It would be nice and neat to simply say that we outran public sentiment with the *Vision*. But we don't believe that is what happened. Public sentiment did not have a great deal to do with the process. The American public, the owners of the parks and forests of the greater Yellowstone area, played virtually no role at all. What we failed to do, in fact, was engage public sentiment in the first place. Attempts to hold hearings on the *Vision* in other parts of the country – far from the intense local pressures – failed; some within the two agencies were gun shy, for some reason, about going that far afield, and money was short. So we were faced with a powerful regional campaign, superbly engineered by special interest groups and featuring stunning inflammatory rhetoric against the *Vision*. We failed to convincingly invite the pro-*Vision* interests to mobilize

adequately. We failed to foresee the sort of opposition the *Vision* – which we saw as a mild-mannered and obviously sensible, conservative document – could generate. And we failed, in the face of that opposition, to keep hold of as much as possible in the draft.

Perhaps the foremost lesson we learned, at least so far, is this: before you undertake a project of this magnitude, be absolutely certain that your own leadership is prepared to give you full support, as far up the chain of command as imaginable. Think ahead. In 1989, a change in administration in Washington put an entirely new set of links at the top of our chain, people with no prior knowledge of the *Vision* process we were just then launching into its most critical stage. This new leadership had no personal investment in the process, and they almost certainly sent a lukewarm message down through the bureaucracy toward us in the field. Could we have somehow anticipated that and prepared the newcomers for what was up?

You see, bureaucracies do not reward adventurism. Bureaucracies are put in place to police the status quo until Congress tells them to change. It was the belief of the park superintendents and the forest supervisors of the greater Yellowstone area that Congress, in the 1985 hearings, had handed us a very clear if unwritten mandate. They told us we were not doing a good enough job; we logically inferred from that that they would like us to do a better job. The *Vision*, therefore, while criticized for not being a formally assigned process, was obviously in the spirit of what Congress wanted. Could we have gone back to Congress for a more formal assignment? Could our conservationist friends have compelled Congress to take a more active part in the process?

We probably never will have all the answers, though some of us will think about the questions *five years* to come. A public policy process as unorthodox and convoluted as the *Vision* is too complex to yield to simplistic summaries and explanations. Ultimately, besides the things we have already discussed, it involves the nearly mystical dynamics of multi-layered political procedure, the panic that often follows mob violence, and the imponderable element of personality. We remain hopeful, however, that at least some of these puzzles will become more clear to us as the dialogues over the future of the greater Yellowstone area continue.



4/9/17 (Item 3 from file: 641)

#8

06258052

CONGRESS INVESTIGATING PARK SERVICE JOB TRANSFERS SCHROEDER-LED PANEL  
EXAMINES ALLEGATIONS OF POLITICAL MOTIVATION

Rocky Mountain News (RM) - SATURDAY SEPTEMBER 14, 1991

by: DEBORAH FRAZIER ROCKY MOUNTAIN NEWS STAFF WRITER

Edition: FINAL Section: LOCAL Page: 10

Word Count: 489

#### TEXT:

A congressional subcommittee is investigating the involuntary transfer of Lorraine Mintzmyer, regional director of the National Park Service in Lakewood, to the mid-Atlantic region based in Philadelphia.

Mintzmyer, recipient of the Park Service's highest awards, was ordered to move by Oct. 7 or resign. The subcommittee also is looking into the involuntary transfer of John Mumma, regional director for the U.S. Forest Service in Montana, to a staff position in Washington, D.C.

Mintzmyer and Mumma worked on a 60-page "vision plan" for the 11.7 million acres around Yellowstone National Park. Business interests in Montana, Wyoming and Idaho - as well as the congressional delegations - protested the first draft, which emphasized conservation over use.

The second draft, released last week, was 10 pages long and stressed a balance between preservation of natural resources and logging, mining, oil drilling and grazing interests.

The subcommittee on the civil service, co-chaired by Rep. Pat Schroeder, D-Colo., is looking into allegations that the transfers were politically motivated.

"None of the actions are based on retribution," said Steve Goldstein, spokesman for Interior Secretary Manuel Lujan, who oversees the Park Service. Goldstein said Mintzmyer's transfer was part of a three-way reassignment.

Goldstein said Lujan inaugurated a policy of moving senior executives who have been on the job for more than 10 years so "a fresh perspective can be brought to bear."

Michael Scott, spokesman for the Wilderness Society in Montana, said the transfers were evidence of how the administration bows to business interests to the detriment of public lands.

"If you look at what happened to John Mumma, who is a modest reformer and not an environmentalist, and what happened to the vision document, and

# 13

P2215(255)  
AUG 29 1991

Rosemary Lowe  
Santa Feans for Native Ecosystems  
Post Office Box 1171  
Santa Fe, New Mexico 87504

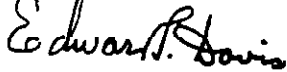
Dear Ms. Lowe:

This is in response to your letter of July 29, 1991, regarding the reassignment of Lorraine Mintzmyer from the Rocky Mountain Region to the Mid-Atlantic Region. It has been referred to this Office by Director Ridenour for reply.

The Director appreciates the fact that you think so highly of Ms. Mintzmyer; it speaks highly of her achievements. We have received other letters in response to this action and the consensus is that she has done an excellent job in the Rocky Mountain Region. The Director concurs that she has. Nevertheless, the National Park Service's policy is that Senior Executive Service (SES) employees will rotate after 10 years in a given position. Ms. Mintzmyer has been in the Denver post for 11 years and her reassignment coordinates well with the reassignment of two of our other Regional Directors. Mobility is one of the hallmarks of the SES program and all employees who enter it are aware that they are subject to relocation according to the needs of their agencies. We are confident that Ms. Mintzmyers' replacement, Robert Baker, will also do an excellent job in the Rocky Mountain Region.

Thank you for your interest in, and support for, the National Park Service.

Sincerely,



Edward L. Davis  
Associate Director,  
Budget and Administration

bcc:  
190 w/incoming

199  
240

255 R.F.

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LLOWE

REV:082691

#146

August 12, 1991 - Interview with Edward L. Davis, Associate Director, Budget and Administration

Because of the complainant's initial statements and questions concerning her legal rights to pursue options available to her under Title VII of the Civil Rights Act, Age Discrimination in Employment Act and Reprisal, I began the interview by discussing her rights with Mr. Davis. Mr. Davis explained that he is aware that the complainant has the same rights that are available to any Federal employee and that he apprised the complainant of said options. Further, Mr. Davis explained that in his position as Associate Director, Budget and Administration, he advises and executes the wishes of the Director. I explained to Mr. Davis that the complainant is alleging class injury and that if the complaint was to be filed formally it would entail all females Departmentally-wide. Please note, also, I had proceeded my personal interview with Mr. Davis with written documentation drafted by the complainant and her representative in which the complainant felt gave rise to the complaint. Mr. Davis stated that he had reviewed the documentation and would explain the issues relevant to his position. He continued by explaining that the memorandum from the Director, denoting his intention to reassign the complainant was not meant as menacing or insensitive; moreover, the memo is specifically procedural. He continued by stating that all SES'ers that are reassigned received the exact same memorandum (copies enclosed). This includes both Mr. Coleman and Mr. Baker. Further, Mr. Davis proffered that there is no official regulation requiring 10-year rotations of SES employees and that it was the Director's determination that the complainant's reassignment is in the best interest of the Service. Finally, Mr. Davis stated that there is a distinct difference between the complainant's reassignment and discriminatory action.

August 12, 1991 - Interview with Herbert S. Cables, Jr., Deputy Director, National Park Service

I explained my specific role to Mr. Cables and asked if he could provide any relevant information concerning Ms. Mintzmyer's complaint of discrimination. I also explained that the complainant was alleging class injury. Mr. Cables stated that he had received a copy of the complainant's initial statement and questions which had been forwarded earlier. He immediately explained that the "three-way reassignments" were in no way improper or discriminatory but specifically decisions made by the Director based on his determination that they were for the best interest of the Service. Mr. Cables further proffered that he, as well as the Director, realized the complainant's outstanding talents in management and had done everything possible to obtain an SES slot for the proposed strategic planning position. However, as the complainant is aware, the Department's Executive Resources Board would not presently make the commitment to the National Park Service. - Finally, Mr. Cables explained that it is his hope that she would remain a member of the team and accept either position (i.e., GM-15) or the Regional Director, Mid-Atlantic Region. I asked Mr. Cables if he had any suggestions that would help in my attempts to resolve the complaint informally. Mr. Cables explained that the only option presently available was the GM-15, however, the complainant could save-pay. He realized that the complainant would lose leave accumulation and bonuses but as far as he was concerned she would retain a seat equal to Regional Director status. Lastly, all efforts would continue in pursuing an SES slot.

#148

To Mr. Charles E. Doss  
 From Ms. Heather Ruyck  
 August 26, 1991

In response to your five questions, I have the following answers:

1. Did Deputy Director, Herbert S. Cables, National Park Service, make statements to you concerning the EEO complaint? If so, generally, what did he say?

No, he did not discuss the EEO complaint.

2. Did Mr. Cables state that you were being asked to convey an offer of settlement to the complainant, and, if so, what were those terms?

Mr. Cables did not speak of an offer of settlement. He asked me to convey to Ms. Mintzmyer the following message: The Director wants to talk to you, wants to try to work out [your staying in] Denver but off the record. [He] doesn't want a transcript with the lawyer [after the conversation]. Mr. Cables also said that they [he and the Director] were quite certain that they could get Ms. Mintzmyer a SES position [in Denver] in another 6 months. I understood my role was to pass on the message for a discussion between the Director and Ms. Mintzmyer.

3. Did Mr. Cables state anything regarding the Director's (NPS) desire to either avoid a written record of negotiations or an agreement? If so, why?

He said he wanted the discussion to be off the record, that he didn't want to [later] see any transcript of the conversation with Ms. Mintzmyer.

4. What, if anything, did Mr. Cables say regarding the participation of legal counsel?

He said he didn't want to see a transcript [of any conversation between Ms. Mintzmyer and the Director] from Ms. Mintzmyer's lawyer and that she wasn't to discuss it with her lawyer.

5. Did you make a written record of the matters discussed above? If so, how and when?

As soon as I returned to my office after my conversation with Mr. Cables, I wrote a note to myself concerning the conversation. I conveyed the message to Ms. Mintzmyer using my note. I subsequently left a message at Mr. Cable's office that I had delivered the message as he had requested.

CHARLES E. VOSS  
EO Counselor, NPS  
Interview

#149

August 20, 1991 - Telephonic Interview with Mr. David Hulse, Freelance  
Reporter - (Several Newspapers)

Because the complainant and her representative informed me that Mr. David Hulse could also provide information relevant to her complaint of reprisal by the Agency, I contacted Mr. Hulse telephonically. I asked Mr. Hulse if he had interviewed any of the National Park Services officials regarding "the three-way reassignment." Mr. Hulse explained that he had spoken to Mr. George Berklacy, Public Affairs Officer, National Park Service. I asked him what, if anything, did Mr. Berklacy tell him concerning a "ten-year trigger." Mr. Hulse stated that while his new article covered Mr. Berklacy's response, he would again tell me that exact exchange. Specifically, he was told that "SES members are also supposed to be mobile and willing to accept voluntary reassignment." Hulse further stated that "Mr. Berklacy said the Office of Personnel Management (former Civil Service Administration), decided many had not been mobile and directed policy shifts of SES officials with more than ten years in a place." Mr. Hulse's new article is attached.



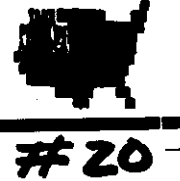
IN REPLY REFER TO  
F30 (245)

United States Department of the Interior

NATIONAL PARK SERVICE

P.O. BOX 37127  
WASHINGTON, D.C. 20013-7127

AUG 1 1991



Memorandum

To: Lauretta L. Mintzmyer, Regional Director,  
Rocky Mountain Region

From: Associate Director, Budget and Administration

Subject: SES Reassignment

*Edw. J. Lewis*

This responds to the concerns you raised in your memorandum dated July 18, 1991. I regret that you believe the proposed reassignment violates your rights as enumerated in paragraph one of your memorandum. As you know, one of the key objectives of the Senior Executive Service as established under the Civil Service Reform Act, was to provide greater authority to agencies in managing their organizations including the ability to assign executives where they would be most effective in accomplishing the agency's mission and where best use would be made of their talents. It is the Director's intention to exercise this flexibility to best accomplish the mission of the National Park Service.

As the Director discussed with you and as specified in memoranda to you, your reassignment to the position of Regional Director, Mid-Atlantic Region is in the best interest of the Service at this time. Your skills are needed to deal with the management problems and responsibilities in that Region. However, as I mentioned in my memorandum to you dated July 9, 1991, you have the right to pursue any options from an equal opportunity and constitutional standpoint.

If you believe your rights were violated, we suggest you contact an Equal Opportunity Counselor or an Employee Relations Specialist for specific guidance on the avenues you should follow.

The 10-day deadline for response to the proposed reassignment is a standard timeframe we have used in similar situations. Given the initial discussions between the Director and you regarding the reassignment, we did not feel the time provided for response to be unreasonable or improper.



I am sorry that you feel that the language used to inform you that it would be necessary to propose your removal from the Federal Service was intimidating. Quite the contrary. We were merely providing information that would generally be provided to any employee in a notice of reassignment. The same language has been used in other written communication to employees proposing the intent to reassign them to other positions.

In response to your request, there are no documents, studies or other materials related to the decision to reassign Regional Directors with experience in excess of 10 years. The decision was made after careful consideration of a number of factors, including the amount of time Regional Directors had been in their current positions. However, one of the major considerations was the management of our Regions and the need to put the management skills where they are particularly needed at this time. Another consideration was the need to provide SES managers with a broader background and prevent parochialism which he felt could be accomplished by moving SES managers to other areas.

While the Director did discuss other options with you verbally and in his memorandum to you dated July 15, 1991, he has decided that your reassignment to the Mid-Atlantic Regional Director position is the best placement and would provide the management skills needed in that Region. Let me reassure you that the proposed reassignment will not be effective until at least 60 days from the approval of the Executive Resources Board.

If I can be of further assistance, please let me know.

AUG 1 1991

#20

my file 8/1/91  
JRS 8/1/91

P30 (245)

## Memorandum

To: Laurretta L. Mintzmyer, Regional Director,  
Rocky Mountain Region

From: Associate Director, Budget and Administration *Edward R. Davis*

Subject: SES Reassignment

This responds to the concerns you raised in your memorandum dated July 15, 1991. I regret that you believe the proposed reassignment violates your rights as enumerated in paragraph one of your memorandum. As you know, one of the key objectives of the Senior Executive Service as established under the Civil Service Reform Act, was to provide greater authority to agencies in managing their organizations including the ability to assign executives where they would be most effective in accomplishing the agency's mission and where best use would be made of their talents. It is the Director's intention to exercise this flexibility to best accomplish the mission of the National Park Service.

As the Director discussed with you and as specified in memoranda to you, your reassignment to the position of Regional Director, Mid-Atlantic Region is in the best interest of the Service at this time. Your skills are needed to deal with the management problems and responsibilities in that Region. However, as I mentioned in my memorandum to you dated July 9, 1991, you have the right to pursue any options from an equal opportunity and constitutional standpoint.

If you believe your rights were violated, we suggest you contact an Equal Opportunity Counselor or an Employee Relations Specialist for specific guidance on the avenues you should follow.

The 10-day deadline for response to the proposed reassignment is a standard timeframe we have used in similar situations. Given the initial discussions between the Director and you regarding the reassignment, we did not feel the time provided for response to be unreasonable or improper.



I am sorry that you feel that the language used to inform you that it would be necessary to propose your removal from the Federal Service was intimidating. Quite the contrary. We were merely providing information that would generally be provided to any employee in a notice of reassignment. The same language has been used in other written communication to employees proposing the intent to reassign them to other positions.

In response to your request, there are no documents, studies or other materials related to the decision to reassign Regional Directors with experience in excess of 10 years. The decision was made after careful consideration of a number of factors, including the amount of time Regional Directors had been in their current positions. However, one of the major considerations was the management of our Regions and the need to put the management skills where they are particularly needed at this time. Another consideration was the need to provide SES managers with a broader background and prevent parochialism which he felt could be accomplished by moving SES managers to other areas.

While the Director did discuss other options with you verbally and in his memorandum to you dated July 15, 1991, he has decided that your reassignment to the Mid-Atlantic Regional Director position is the best placement and would provide the management skills needed in that Region. Let me reassure you that the proposed reassignment will not be effective until at least 60 days from the approval of the Executive Resources Board.

If I can be of further assistance, please let me know.

bcc: 001, 199, 240-R.F.  
FNP:MEJackson:sbj:8/01/91:x208-4577:b:MINTZ2  
BASIC FILE RETAINED IN PERSONNEL (245)



United States Department of the Interior

WASHINGTON, D.C. 20240

7/12/91 Scott Sewell

6/30/91

#41

MEMORANDUM

TO: Director  
National Park Service

FROM: Principal Deputy Assistant Secretary  
Fish and Wildlife and Parks

SUBJECT: 6/14/91 Yellowstone Vision Memo

Scott Sewell

Please clarify to the Regional Director that the review of the Yellowstone Vision document is a product which is considered a non-binding, cooperative working agreement. I appreciated the 6/7/91 briefing on it, but I continue to recommend you keep it an internal, NPS document. As such, any Departmental review seems inappropriate at this time. All documents and input received from other agencies by us were passed straight through for your review.

The only policy recommendation made by our office was to strengthen its air quality provisions.

I found this memo to be confusing, a totally inaccurate characterization of events and decisions, I am unclear as to its purpose, and it is in general, a poor product. Please check with the Regional Director to see if further assistance on this is needed (which it apparently is).



IN REPLY REFER TO  
P30(240)

# United States Department of the Interior

NATIONAL PARK SERVICE

P.O. BOX 37127  
WASHINGTON, D.C. 20013-7127

JUN 25 1991

**# 43**

To: Laurretta L. Mintzmyer, Regional Director,  
Rocky Mountain Region

From: Director *Jim Ridenour*

Subject: SES Reassignment

As you and I have discussed, it is my intention to reassign you to the position of Regional Director, Mid-Atlantic Region, located in Philadelphia, Pennsylvania. I have carefully considered your preferences as we discussed and as you indicated in your response to our recent mobility survey. I have determined that your reassignment to this critical position is in the best interest of the Service. Your reassignment within the Senior Executive Service is in accordance with Public Law 98-615 and 5 U.S.C. 3395. You will retain your career SES status and your current pay level.

This reassignment will be effective no sooner than 60 calendar days following your receipt of this memorandum. If you fail to accept this assignment, it will be necessary for me to propose your removal from the Federal Service. If you decline this assignment and choose to resign from the Federal Service, your resignation will be deemed to be involuntary and not for cause, and you will be eligible to apply for optional retirement.

Please provide me with a written response within 10 work days of your receipt of this memorandum. If you have any questions about this memorandum, please call the Associate Director, Budget and Administration, Edward L. Davis, on FTS 268-6741.

Received:

Signature \_\_\_\_\_

Date \_\_\_\_\_



From Ed Davis



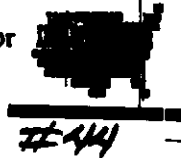
P30(240)

## United States Department of the Interior

NATIONAL PARK SERVICE

R.R. BOX 37127  
WASHINGTON, D.C. 20013-7127

JUN 25 1991



## Memorandum

To: James Coleman, Jr., Regional Director, Mid-Atlantic Region

From: Director *gm Ridenour*

Subject: SES Reassignment

As you and I have discussed, it is my intention to reassign you to the position of Regional Director, Southeast Region located in Atlanta, Georgia. I have carefully considered your preferences as we discussed and as you indicated in your response to our recent mobility survey. I have determined that your reassignment to this critical position is in the best interest of the Service. Your reassignment within the Senior Executive Service is in accordance with Public Law 98-615 and 5 U.S.C. 3395. You will retain your career SES status and your current pay level.

This reassignment will be effective no sooner than 60 calendar days following your receipt of this memorandum. If you fail to accept this assignment, it will be necessary for me to propose your removal from the Federal Service. If you decline this assignment and choose to resign from the Federal Service, your resignation will be deemed to be involuntary and not for cause, and you will be eligible to apply for optional retirement.

Please provide me with a written response within 10 work days of your receipt of this memorandum. If you have any questions about this memorandum, please call the Associate Director, Budget and Administration, Edward L. Davis, on FTS 248-6741.

Received:

Signature

6/28/91  
Date



IN REPLY REFER TO  
P30(240)

*From Ed Davis*  
United States Department of the Interior

NATIONAL PARK SERVICE  
P.O. BOX 37137  
WASHINGTON, D.C. 20013-7137

JUN 25 1991



#46

Memorandum

To: Robert M. Baker, Regional Director, Southeast Region  
From: Director *provident*  
Subject: SES Reassignment

As you and I have discussed, it is my intention to reassign you to the position of Regional Director, Rocky Mountain Region, located in Denver, Colorado. I have carefully considered your preferences as we discussed and as you indicated in your response to our recent mobility survey. I have determined that your reassignment to this critical position is in the best interest of the Service. Your reassignment within the Senior Executive Service is in accordance with Public Law 98-615 and 5 U.S.C. 3395. You will retain your career SES status and your current pay level.

This reassignment will be effective no sooner than 60 calendar days following your receipt of this memorandum. If you fail to accept this assignment, it will be necessary for me to propose your removal from the Federal Service. If you decline this assignment and choose to resign from the Federal Service, your resignation will be deemed to be involuntary and not for cause, and you will not be eligible for discontinued service retirement.

Please provide me with a written response within 10 work days of your receipt of this memorandum. If you have any questions about this memorandum, please call the Associate Director, Budget and Administration, Edward L. Davis, on FTS 268-6741.

Received

Signature

Date

I accept this reassignment to the Rocky Mountain Region as the Regional Director and I appreciate your confidence.

I am excited about the opportunity to assume the responsibility for some of the world's great parks, including the mother park.



Document not  
located at time  
Sandra JUN 18 1991  
request  
**DRAFT**

Memorandum *& Mary Bradford* **#46a**  
 To: Jim Leach, Special Assistant, Assistant Secretary - Fish,  
 Wildlife and Parks  
 From: David Behler, DMDP participant *David Behler*  
 Subject: ~~Follow-up on June 7 meeting regarding the Greater~~  
 Yellowstone Area Coordination Framework Report

Attached is the re-write of the report which was hammered out at the June 7 meeting with DAS-FWP Scott Sewell, NPS Director Jim Ridenour, WMD Lorraine Mintzmyer, GYCC staff Sandra Key, Mary Bradford, and yourself.

In addition, there is a cover memo drafted by Sandra which sums up the results of the meeting.

Sandra tells me that they have heard some news back from USDA, specifically comments by John Beuter, Deputy Assistant Secretary - Natural Resources and Environment. He had three minor comments, which I have scrawled into your copy. (see pp. 3, 4, and 7)

In addition, USDA has some concerns regarding p. 4, Air Quality section, #2 which reads:

"....in case of doubt the federal land manager should err on the side of protecting the air quality related values for future generations."

They will probably point out that the statement almost foreshadows that errors will be made, or encouraged to be made, by federal land managers. The sentence could be rephrased.

From our June 7 meeting, it seemed clear that Scott wished to push this through and communicate to USDA his desire for closure.

However, be appraised that we have some indications that Edward Madigan, Secretary of Agriculture may also be reviewing the document and may propose some additional changes.

*Attachment*  
 (Note: attachment not included in our files)



## United States Department of the Interior

## NATIONAL PARK SERVICE

ROCKY MOUNTAIN REGIONAL OFFICE  
12795 W. Alameda Parkway  
P.O. Box 25287  
Denver, Colorado 80225-0287

IN REPLY REFER TO:



JUN 14 1991

D18 (RMR-D)

## Memorandum

To: Director, National Park Service (WASO-001)  
From: Regional Director, Rocky Mountain Region  
Subject: "Framework for Coordination in the GYA" (The Vision Document)

I am sending you the subject document with the changes suggested by Scott Sewell and others at the June 7, 1991, meeting. As I understand the process, we agreed to:

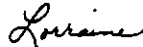
1. At this juncture, Scott does not believe any further review is required within the Department; however, he was to doublecheck.
2. Scott already has received input from other agencies in the Department so we don't need to repeat that step.
3. Scott will contact the Department of Agriculture to communicate the changes the Department of Interior is recommending. Since Congress goes out of session the latter part of this month, and since we are receiving congressional inquiries about the delay in releasing this document, Scott will urge the Department of Agriculture and the U.S. Forest Service to expedite their reviews. We all agreed that there is a strong need to get the brierings completed and release the document as soon as possible.
4. Although not specifically discussed, I am transmitting a copy of our recommendations to the GYCC co-chair, Regional Forester Gary Cargill, to make certain the Forest Service is privy to our recommendations and can help in expediting their review.

We have put the recommended changes in capital letters. These, in all instances, appear in the body of the text and do not include the major headings that are also in caps. The only substantive changes occur on page 4 under the air quality



section, where strong changes in tone are recommended, and on page 6, where we clarify that mineral inventory will not occur in national parks. The rest of the changes are editorial in nature.

We, myself personally, certainly appreciate the effort and interest you have taken with this project. Hopefully, we can conclude it in the near future.



Lorraine Mintzmyer

Enclosure



#49

Memo

... Director, National Park Service

From: Regional Director, Rocky Mountain Region

Subject: "Framework for Coordination in the GVA" (The "Vision")

I am sending you the subject document with the changes suggested by Scott Sewall and others at the 6/7/91 meeting. As I understand the process we agreed to:

- (1) At this juncture, Scott does not believe any further review is required within the Department, however he will doublecheck.
- (2) Scott already has gotten input from other agencies in the Department so we don't need to repeat that step.
- (3) Scott will contact Agriculture to communicate the changes Interior is recommending. Since Congress goes out of session on June 27th and since we are receiving Congressional inquiries about the delay in releasing this document, Scott will urge Agriculture and the Forest Service to expedite their reviews. We all agreed that there is a strong need to get the briefings completed and release the document as soon as possible.
- (4) Although not specifically discussed, I will be transmitting a copy of our recommendations to GYCC co-chair Regional Forester Gary Cargill today to make certain the Forest Service is privy to our recommendations and can help in expediting their review.

We have put the recommended changes in capital letters. These in all instances appear in the body of the text and do not include the major headings that are also in capital letters. The only substantive changes occur on page 4 under Air Quality where strong changes in tone are recommended and on page 6 where we clarify that mineral inventory will not occur in National Parks. The rest of the changes are editorial in nature.

I certainly appreciate the effort and interest you have taken in this project. Hopefully, it will be concluded in the near future.

*Filed under "AAAA Vision Sewall," #8, "Transmittal Letter"*

*Draft by J. Key  
for Honorable  
Send Director to  
recap the June 7, 1991  
meeting with Scott  
Seiball, J. Mintzmeier  
& the Director. Matter  
by 6-13-91 at 10:48A.  
J. Key*

## MESSAGE DISPLAY

#51

GYCC2

From: Key, Sandra H.:R01F08A  
 Postmark: Jun 10, 91 11:32 AM

Delivered: Jun 10, 91 11:27 AM

Subject: Interior Briefings

## Message:

Lorraine, the Director and I briefed Scott Sewall in the Department on Friday. It seemed to go well. Key points coming out of that meeting were: (1) Interior would like to expedite getting the document out, (2) There were only three sensitive points that Scott brought up, (3) Scott indicated that he doubted further review in Interior would be required but he was going to "run some traplines". I am preparing some "suggested changes" for Interior to put forth. Those should be in WASO today for review. If they are approved, we will be trying to get these final comments approved and get the briefings on the Hill and with the Governor's scheduled.

Meeting  
 West Yellowstone, Montana  
 Forest Service/Park Service  
 10:00 am - 3:30 pm  
 June 17, 1991

Who to do the Work?  
 Coordination between members  
 "A Framework for Coordination"

Location  
 Rustler's Roost 251 Firehole Av  
 906-646-7622

*[Signature]* June 12, 1991

#5/a

G/A Report

6.7

JR-

Ch-USFS + 1 + Lorraine + G.C.

Dir. NPS

LM

SAK

M. Bradford

Jim Loach

Scott Samuel

- conference call was done
  - ✓ worked out the language
- Sandra may feel it is "puffed" & some env. groups
  - ✓ not totally puffed
  - ✓ tougher issues for USFS than NPS

G.S. - don't agree w/ scope/process, but NPS did its job...  
what do we see now?

MB - makes clear its coord. USFS/NPS  
not total area mgt.

SS - does it address .... accomplish initial purpose of exercise  
is there any subsequent structure/growth in coord

✓ sign quietly, put into operation w/ little fanfare -  
SS - should we refuse to sign this, becuz it was puffed?

Moseley's (Deputy AS) Come over ..... to S.S.

SS - said let's stay together + salvage the document -  
he said the USFS/Reg. Foresters are doing it all,  
not Washington

2)

Discussion of editing process

March  $\rightarrow$  May

culminating w/ Dir - Chief conference call.

 $\Delta$  the title (delete "Vision")

p.6 Mineral entry -

Ridonour committed to

JR - How to proceed now?SS: Vision doesn't need to go any further  
than here.SS: want to close this by Friday  
- USFS must be told we won't fight crowd.JR - Sean <sup>doesn't</sup> wants a big Hill briefing --  
just one on one courtesy calls.

SS: Miller/Vento strategy?

JR - go back to USFS..... on any  $\Delta$ s.....

SS - we will accept your report

run a couple briefings... if USFS has

let's tighten clean air

SS - will give it back to NPS Mon. or Tues.  
+ summarize it back to NPS.....

## MESSAGE DISPLAY

#57

T Troyer, Jack G.:R01F08A  
C ORRAINE

From: Gary E. Cargill:R02A  
Postmark: May 28, 91 11:15 AM Delivered: May 28, 91 11:14 AM  
Status: Previously read  
Subject: Reply to: Forwarded: 101st Version

-----  
Reply text:  
From: Gary E. Cargill:R02A #102  
Date: May 28, 91 11:15 AM  
JACK- THE VISION STATEMENT IS: "HERE IS A SNAPSHOT OF HOW THE FOREST SERVICE AND THE PARK SERVICE BELIEVE THE LANDS IN THE GYA SHOULD LOOK 50 YEARS FROM NOW:"  
UNDER COORDINATE ROAD MANAGEMENT: ".....BALANCE NEW CONSTRUCTION AND ROAD CLOSURES OVER TIME IN SUCH A WAY THAT THE NET AMOUNT OF MILES OF OPEN ROADS IS VIRTUALLY THE SAME."  
AS WRITTEN NOW, WE WOULD HAVE TO KEEP THE SAME MILES OPEN AND CLOSED.

-----  
Preceding message:  
From: Troyer, Jack G.:R01F08A  
Date: May 28, 91 10:27 AM  
Gary: Here is the final agency version with the changes agreed to during the Chief-Director conference call last Friday. Those changes are also highlighted (any conflict with your notes?) I gathered that Wayne or his alternate, Doug Stockdale, will take the lead in Wash to set up the Dept briefings. NPS is trying to get their Dept briefings set up ASAP because Scott Sewell has been their Dept contact & he'll be leaving soon. Therefore to avoid delays they want to go thru him & are getting their Dept briefings set up next week. I don't think there is anything else I can do right now except help Wayne & Doug as necessary. Jack

-----X-----

on the National Forests



## United States Department of the Interior

OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20240

#65

4-25-91

To: Denis Calvin, Associate Director - Planning & Development

From: David Behler, DNDP participant / Greater Yellowstone Coordinating Committee (GYCC) *David Behler*

Subject: Update on USFS actions on Vision document; Transmittal of Final

Yesterday, I learned a few new things from Jack Troyer, Co-Team Leader, GYCC:

While in Washington, he and Gary Gargill (Reg. Forester, Rocky Mountain Region) shared the final Vision document with top Forest Service officials. Today (4/25) Chief Dale Robertson, Associate Chief George Leonard, Gary Gargill, David Anderson (Rocky Mtn Regional Planning/Budget Chief), and Jack Troyer will hook up a conference call to discuss "what should be done with the Vision document". The discussion will include possible changes.

My request to sit in on the call was denied, due to the sensitive nature of the discussion regarding internal USFS/USDA procedures and strategy. Jack has agreed to tell me the major results of the meeting. I reiterated to Jack that the agreement was for joint briefings of both the Chief-USFS and the Director-NPS, to be followed by joint briefings of AS-FWP and AS-Natural Resources & Environment. I also reminded him that the Secretary of the Interior wanted to personally review the Vision document prior to release to the Hill or other parties. Moreover, I told him that to my knowledge no one in WASO/NPS Directorate had yet received the final. If it is leaked--and all members of the GYCC have a copy--it would be damaging and embarrassing for all concerned, especially the NPS and the Department.

Jack responded that the idea for joint briefings of the two Assistant Secretaries was still good, but that he was surprised the NPS had not gotten the document to WASO.

I contacted both Sandra Key and RMRD Lorraine Mintzmyer. Lorraine is fairly perturbed, and feels that the USFS has violated the agreement for joint briefings of both Director Ridenour and Chief Robertson. She also is upset that it appears the USFS is maneuvering for substantive changes to the final document. She requested that I FEDEX the final to you, and to note that this "final" seems to be coming a final at only the Regional level. I have enclosed several copies, along with some copies of the August 1990 draft for your information.

A few more items from Jack Troyer:

Recent speeches by Chief Robertson have touted a shifting emphasis for the USFS in the '90s to more environmental values a la Leopold and Bob Marshall. The final Vision incorporates a passage from President Bush's statement of policy for the Forest Service's Forest and Rangeland Renewable Resources Planning Act (RPA) for 1990-95 (see attachment).

He also mentioned that there is some word that John Sununu has contacted Agriculture Secretary Edward Madigan and told him to keep close hands on the Forest Service, most likely regarding the Spotted Owl, but perhaps the Vision document as well. The Wyoming delegation has requested a "working meeting" to sit down and revise the final Vision document, but the Forest Service has told them it would be done internally and that they would receive a briefing with the final.

I will keep you informed of developments.

cc: Jim Parham

4/25 12:35pm.

USFS conference call determined that Chief Robertson likes the document. A few editorial changes on behalf of USFS will be sought by Gary Cargill, who will contact Lorraine Mintemeyer. USFS thinks joint briefing of Director Ridenour + Chief Robertson is now unnecessary. Cargill + Mintemeyer to seek a schedule sometime 5/13-17 for joint briefing of AS-FWP and AS-Nat Resource + Environment, and other higher-ups as necessary.

#73

cleared.

ASSISTANT SECRETARY -- FWP  
INTERNAL CORRESPONDENCE CONTROL

DATE: 3-12-91 (Ball)

TO:

HARRIMAN

5 SEWELL

WHELAN

DODDRIDGE

MCELVEIN

2 KIMBRO

HARBAUGH

SMITH 3/13

MYDLAND

STREETER

3 BRADFORD 3/12

4 LOACH

FOR REVIEW/SURNAME/SIGNATURE

FOR YOUR INFORMATION

FOR FURTHER ACTION ---  
(SEE COMMENTS ATTACHED)

4/1/91 Scott said ok to move ahead to  
for advance copy to NPS/RAHO  
(Mintzinger). MB

TO

FISH &amp; WIL

Service

Service

IAN AFFAIR

ian Affairs

&amp; INTER. A

POLICY, MGM

of Budget &amp; f

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bureau or office.

on.

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	OPA Office of
	OES Office of
	OBC Office of
	OEO Office of
	OSD Office of
	DS DEPUTY SE
	TPA Take Pride
	SOL SOLICITOR
	SOL-AD Divisic
	SOL-AI Divisic
	SOL-CW Divisic
	SOL-ER Divisic
	SOL-GL Divisic
	SOL-IA Divisic
	SOL-SM Divisic
	LM ASST. SEC
	LLM Bureau
	LMS Minera
	LSM Office
	WBR Bureau
	WBR Bureau
	WGS Geolog

The mail stops here to the Mail Stop On  
The attached come  
REMARKS (Include

FROM P. Mor

TELEPHONE N/A  
6.34-4





United States Department of the Interior

BUREAU  
2401 E  
WASHINGTON, D.C.

ADVANCE

## Memorandum

To: Director, National Park Service  
Chief, Forest Service

Through: Assistant Secretary--Fish and Wildlife  
Assistant Secretary--Water

From: Director, Bureau of Mines

Subject: Review of the Joint National Park Service (NPS) and Forest Service (FS) Document "Vision for the Future - A Framework for Coordination in the Greater Yellowstone Area" (ER 90/720)

The subject document was reviewed by Bureau of Mines personnel as part of the Bureau's mission to help ensure that the United States has an adequate and dependable supply of minerals to meet our defense and economic needs at acceptable environmental and economic costs. Specific review comments regarding the "Vision" document are contained in Attachment A.

This document raises significant public policy issues concerning the Department of the Interior's responsibilities for land-use planning. Moreover, the process followed, leading to the proposed recommendations, undermines the Department of the Interior's, the Department of Agriculture's, and the administration's ability to present a balanced, comprehensive approach to natural resource management. The Bureau has strenuously objected to the closed process used to generate this document. Failure to involve various expertise within our respective Bureau jurisdictions at the outset, and the denial of our participation once the process began, produced a technically flawed document because it fails to address legitimate land-use issues and excludes values required to serve the national interest.

Generally, the "Vision" document itself presents an incomplete view of resource use and planning in the Greater Yellowstone Area (GYA). While the "Vision" may not be a regional plan, its statement of principles sets a specific direction for all GYA land plans. "Naturalness" is cited as the overriding management consideration and will serve as the yardstick by which every management plan in the GYA is measured. Taken at face value and strictly applied, the inventorying, development, and utilization of most resources and the multiple-use concept could be considered contrary to the "naturalness" theme. This certainly would preclude activities such as exploration and development of mineral resources, drilling and exploration for oil and gas, timber harvesting, grazing, and other public land uses. These activities represent legitimate land-use issues that are integral to the Secretary of the Interior's stewardship responsibilities.



# United States Department of the Interior

BUREAU OF MINES  
2401 E STREET, NW.  
WASHINGTON, D.C. 20241

January 31, 1991

## Memorandum

To: Director, National Park Service  
Chief, Forest Service

Through: *Scott Sewell*  
Deputy Assistant Secretary--Fish and Wildlife and Parks *MAY 8 1991*  
Assistant Secretary--Water and Science *John M. Haynes Nov.*

From: Director, Bureau of Mines

Subject: Review of the Joint National Park Service (NPS) and Forest Service (FS) Document "Vision for the Future - A Framework for Coordination in the Greater Yellowstone Area" (ER 90/720)

The subject document was reviewed by Bureau of Mines personnel as part of the Bureau's mission to help ensure that the United States has an adequate and dependable supply of minerals to meet our defense and economic needs at acceptable environmental and economic costs. Specific review comments regarding the "Vision" document are contained in Attachment A.

This document raises significant public policy issues concerning the Department of the Interior's responsibilities for land-use planning. Moreover, the process followed, leading to the proposed recommendations, undermines the Department of the Interior's, the Department of Agriculture's, and the administration's ability to present a balanced, comprehensive approach to natural resource management. The Bureau has strenuously objected to the closed process used to generate this document. Failure to involve various expertise within our respective Bureau jurisdictions at the outset, and the denial of our participation once the process began, produced a technically flawed document because it fails to address legitimate land-use issues and excludes values required to serve the national interest.

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A second factor we believe is incompatible with efficient public land use and resource management is the uncertain boundary of the total affected region. The GYA is typically referred to as the Greater Yellowstone Ecosystem whose boundary is the subject of an ongoing discussion, but "...is generally considered to be the contiguous mountainous region in and around Yellowstone Park." This region includes the Yellowstone and Grand Teton Parks that occupy about 2.6 million acres and national forest lands totaling 9.1 million acres. The general region also includes 900,000 acres of other Federal lands; 900,000 acres of Indian reservation; 700,000 acres of State lands; and 4.8 million acres of private lands for a grand total of about 19 million acres.

Management of the GYA Ecosystem according to the "Vision" principles, will impact the management of private, State, and Indian lands in the region, as well as, all other Federal lands. In the absence of specific legal authority, such action could easily be construed as improper or illegal and might subject Federal agencies to legal action. Alternatives such as land purchase or exchange, which could alleviate some public concerns, are not included as a part of the document. More discussion of alternatives is needed to ensure a comprehensive approach to the multiple land-use issues.

We are particularly concerned with the major precedent that would result from this "formalized" coordination effort towards stressing single-use management. The point is made several times in the "Vision" that it is not a legal document and is not intended to implement regulations promulgated under the National Environmental Policy Act (NEPA). However, as a "set of principles," it may indeed wield far more influence over management of the entire GYA than any single NEPA document. Assume that each of the six forests in the GYA closely adheres to the coordination process described in Chapter 1 of the "Vision." Then all 9.1 million acres of forest including areas currently managed under multiple-use guidelines would be subjected to the "naturalness" test, as defined in the "Vision" document (p. 3-10) to mean "that state in which landscapes appear, and ecological processes operate, much as they would without the effect of modern man even though man and his activities occur." Any type of development activity could be disallowed solely because of its unnatural character. All doubts regarding FS commitment to the process were erased by the Notice of Amendment for Revision of the Targhee National Forest Plan published in the June 15 and December 31, 1990, Federal Register. In these notices, compatibility of the existing forest plan with the "Vision" document was listed as one topic for "reexamination." We point this out because the June announcement was made several months before the originally scheduled "Vision" document release date of November 1990.

The Bureau of Mines is concerned that through time the multiple-use lands around Yellowstone and Grand Teton Parks will become a buffer zone or "de facto" future park through coordinated land management practices that would totally limit timber harvest, livestock grazing, exploration, mining, oil and gas development, hunting, and numerous outdoor recreational opportunities. Implementation of the "Vision" process as currently described and the potential extension of this principle to areas surrounding other national parks in the United States, mean that a radical shift in land management policy in this country could be instituted by field-level agency managers. The NEPA procedures already ensure that environmental information be available

to public officials and citizens before decisions are made and before actions are taken.

The Bureau's position is that this document would have an unwarranted influence over land planning in the region by making any type of development, including mineral resource development, subservient to the GYA objectives as identified in the "Vision." The process and the document are so fundamentally flawed as to make them unacceptable to sound public policymaking. To have adequate data upon which to make value judgments, an open process to inventory all natural resources, their categorization, and cost-benefit analysis of management alternatives should be implemented.

The Bureau is prepared to conduct a major multiyear minerals assessment program in the GYA. Mines, prospects, and mineralized areas need to be located and evaluated. Recoverability of mineral resources at the most important sites needs to be assessed and socioeconomic impacts of development need to be estimated. A geographical information system (GIS) minerals data base would be added to and made available to all GYA land managing agencies. Additionally, the Bureau would estimate the potential contribution to the Nation of minerals required for national security and emerging advanced technologies. For example, deposits containing platinum group elements which are key to our clean air goals, nickel, cobalt and chrome occur in the GYA. Attachment B provides general information on the mineral resources within the GYA.

In closing, the management of our natural resources is a fundamental responsibility of the Department of the Interior in which we share a commitment. The "Vision" document and the process by which it was developed is contrary to sound land management and undermines the effectiveness of the administration's stewardship policy of the public lands. We need to do a better job to ensure that public policy and land management practices are formulated and carried out in a balanced and comprehensive fashion. The Bureau stands ready to assist in this matter.

  
Director

Attachments

Annotated -  
 Preliminary Review 10/90  
 Revisions to well changes  
 3/20/91



***Vision for the Future***  
***A Framework for Coordination***  
***in the Greater Yellowstone Area***

DRAFT



NATIONAL PARK SERVICE  
ROCKY MOUNTAIN REGIONAL OFFICE  
12705 W. Alameda Parkway  
P.O. Box 75287  
Denver, Colorado 80225-0287



IN REPLY REFER TO:

Memorandum

FEB 27 1991

To: Regional Directorate, Rocky Mountain Region L.M.  
From: Regional Director  
Subject: Congressional Calls Report--Feb. 1991

*Deny - again  
Dug #3 to Squad  
Then we can follow  
up in 3pm. Again Fri AM  
① Pages 1 & 11 below done  
② Page 10 & 11 blue to Senator*

February 14

#82-

Julie Calla, Senator Hank Brown of Colorado - Brown will be testifying in favor of addition of funds to acquire the Baldpate tract. Julie gave me copy of letter to Congressman Campbell regarding the road situation and cable in right of way at Dinosaur. We need to reply to Congressman Campbell on this letter and send a copy to Senator Brown. Brown will probably request funding for the Cache La Poudre Study. *OK*

Russ Shay of Senator Wirth's office, Colorado - Russ asked for my thoughts on the concessions legislation that is pending in the Congress. He also asked about the Ute Study and said there is still considerable interest in it. He also had a copy of the above mentioned letter regarding Dinosaur and I promised to have Denny Huffman give him a call and brief him on the circumstances regarding roads in Dinosaur. I called and left a message at Denny Huffman's hotel asking that he do so. Denny was in WASO also for training. We should also send a copy of our reply to Campbell to Senator Wirth. *R*

Wirth will probably drop in a bill in the Senate on yucca House. In discussions of making Dinosaur a National Park, Russ said Senator Wirth was interested in this legislation but that the issue of water rights would be raised by the subcommittee members regarding any legislation. Russ indicated I should try to schedule a meeting with Senator Wirth to discuss upcoming legislation and status. He particularly was referring to Black Canyon and our position regarding NP status. *(C)*

He suggested I talk at length with Charlie Estes regarding the Florissant Visitor Center. He was under the impression Charlie had problems with the amount of money the Center was costing. Russ indicated Wirth would try to get Congressman Skaggs to help on the VC funding because of his influential position on the

*\* \* \* - Need to do right away. Will be in Hqs.*

*\* - Can work on as needed  
Gives by*

1



appropriations Committee. However, he also suggested that we need to get Hefley interested and pushing the project as well. Wirth will definitely push this on the Senate side.

Wirth will probably push for the Rocky Mountain Baldpate I land acquisition. Russ also asked that we provide an estimate for the Senator of what a comprehensive boundary study would cost. Wirth may push to add on funding for it.

Wirth may also push again for funding for trails with emphasis on Rocky Mountain NP.

Dan McAuliffe, Congressman Campbell, Colorado - Campbell will drop in legislation to expand boundary of Yucca House, authorize Curecanti as unit of NP System. In discussion of Dinosaur as National Park, McAuliffe said the Moffat County Commissioners were against this because of their road conflicts with Huffman. However, he indicated the City of Craig has offered to work with the Commissioners to bring them around. He also said there was some interest in designating the Yampa a Wild and Scenic River.

On Black Canyon he indicated the Congressman would drop in an identical bill to the one he introduced last year. He said the Congressman understood our position on the legislation and that his bill would just be a starting point for introduction only and he recognized there would be changes.

Regarding Anasazi, he said the Congressman had a problem with the SLM regarding the direction the Commission is taking. He said that Campbell would be talking to Cy Jamison about getting a private individual to head up the group.

He said he was sure that Campbell would be supporting the proposal to add on funds for the Florissant VC development. He also indicated that Campbell would be proposing the addition of funds for the Curecanti operating increases. He also wants to add on funds for the Black Canyon Visitor Center. He said that Vento had committed to supporting this addition during his visit there last year. He may also be requesting funds for the Great Sand Dunes VC planning.

Jackie Lowry, Congressman Skaggs, Colorado - I briefed her on the probable requests that would be forthcoming from the Colorado delegation. She made no real commitments, of course, but said that he would be working closely with them.

Doug Denevento, Congressman Allard, Colorado - You could tell this is a new Congressional member. He appreciated the briefing and said the Congressman had yet to develop his legislative agenda.

He suggested we get in touch with the Fort Collins office and also schedule a meeting with Allard in WASO soon working through Doris Wilson who is Allard's appointment secretary.

Heather Huvck, Subcommittee on National Parks and Public Lands -

I briefed Heather on all the legislative proposals that might be forthcoming. She indicated it promises to be a busy and tough year to get legislation through the Congress. A lot of it will be related to the costs short term and long term of additions to the System.

She would like to receive a copy of our recommendation on the Anasazi legislation that I told her we were preparing regarding Mark Michel's proposed legislation.

In discussing the Virginia City study, she called our attention to the call for a review of the thematic studies that were legislated in the Arizona wilderness bill.

Heather would like a copy of the map that shows the proposed boundary addition at Devils Tower.

Heather would also like a copy of the memo that I sent to the Director regarding oil and gas legislation being proposed by the BLM.

February 15

Dan Naatz, Congressman Craig Thomas, Wyoming - He requested a copy of the Devils Tower boundary adjustment proposal. Dan said Craig would be working with the rest of the Wyoming delegation to request some add ons for Wyoming.

Rick Healy, Subcommittee on National Parks and Public Lands - Rick appreciated the briefing and said since there would be so many efforts to introduce legislation we should concentrate with Heather but not hesitate to call him when we needed to reach Vento on material. He further said Mining In Parks Act will be examined in this session of Congress.

February 19

Matt Zable, Senator Pressler, South Dakota - He and the Senator more than likely will be attending the dedication of the north unit VC at Badlands as the Ben Reifel VC.



Whit Postburgh, Senator Paschle's Office, South Dakota - They will probably be dropping in legislation on the Wounded Knee site.

Millard Wyatt, Senator Hatch, Utah - Will support additions for Canyonlands operational needs and also Phase III of Needles VC development. He also agreed that the situation in Zion is getting to the crisis stage and we need to do something about the transportation system.

He said he always supported the Utah State Office and if we could get Weidner to change his mind about it he thought Hatch would support its restoration.

Patty McDonald, Senator Wallon, Wyoming - Patty will be Wallop's Chief of Staff and although I shared with her the thoughts regarding Wyoming, she indicated that a lady called Mandy Arney would be working on Public Lands issues. I met her and she sat in on the briefings with Jim O'Toole.

Jim O'Toole, Senate Subcommittee on Public Lands, National Parks, and Forests - Requested my priority on legislation for the Region overall. I will need to supply this. He also had invited Mandy and Laurie Goodman of Senator Simpson's office to sit in on my briefing for him.

Brant Ericson, Senator Simpson, Wyoming - Brant said he is still Senator Simpson's chief legislative aide and that Laurie Goodman is given special assignments like the Vision Document to pursue in behalf of the Senator. He did not indicate what the Senator would be pursuing as a whole, but did highlight the Senator's interest in getting the CDST funded in 92. He also indicated the Senator would oppose the Jackson Hole Visitor Center until such time as the agreed to Visitor Center is constructed in Cody, Wyoming. He supplied me with a copy of the Fishing Bridge decision which refers to this Visitor Center. I have Mike Snyder checking to determine if that provision was contained in the final Fishing Bridge decision. It evidently is as far as Simpson is concerned.

Pat Joyce and Senator Burns, Montana - Senator Burns himself was present and it was obviously to bend my ear about the visitor center/museum proposal. We discussed this in some detail and Pat Joyce indicated they would be submitting a scaled down proposal. I said we would be open, of course, to look at it, but we are still concerned that it be consistent with the master plan. Later on in the day the Director reached me to ascertain what had occurred in my meeting with them because he was going to meet with Burns the next day. The report from the Director's meeting was that we would meet and respond to a proposal but that he also thinks it should

be consistent with the GMP. Pat Joyce will try and schedule this proposed meeting on March 22 to coincide with the Appropriation Hearings. I have advised Barbara Bocher of this possibility and the scope of discussions. She will be in the Region the few days prior and will be ready to go along to Washington to attend the meeting. *2/27*

When we discussed the above proposal we also discussed the probable effect of such a massive structure upon the battlefield. I was asked to supply a summary of the viewshed impact on the museum to Burns' office. We may have to do some kind of computer modeling to be able to ascertain this. We need to discuss an approach to this. *st*

Burns' office would also like to receive a copy of the proposed boundary map contained in the GMP. *st*

Burns said he would be dropping in bill to authorize Pompey's Pillar as a unit of the National Park System. This is interesting because in a later call with Neal Sigman, he said there is money in FY 91 for BLM to acquire this for administration by them.

Pat Joyce wants a copy of the revised Statement for Management on Custer that contains the change to take out the proposed massive VC/Museum as a "threat." *Don't done* *st*

Bob Weidner, Senator Garn's Office, Utah - Bob expressed pleasure that we were getting along with development in Utah. He said the Senator would be adding on funding for Canyonlands Operations of the Needles VC as well as the final phase of construction at Needles.

In discussion of the restoration of the National Park Service Utah State Office, Weidner indicated they would not have a problem with a lower graded informational type, but he remains unconvinced about a higher graded position. Walt Dabney was along with me on the calls to the Utah delegation offices and he chimed in as well. It appears to me we are going to have to do a lot of homework on this before Bob will be convinced. Guess we need to do a position description and then talk to the delegation about it.

Bob was pleased with my activity in regard to the Burr Trail EIS. I told him of my proposed briefings of Estes and Sigman regarding this proposal. He asked that I give him a call back after those meetings and let him know how they went. *(N)*

We discussed the establishment of Dinosaur as a National Park. Bob is still unconvinced on this but did agree that a float trip on the Yampa might sway him if he actually saw that it was truly nationally significant. I told him I would connect him with the Supt. to plan a possible trip in June so he can see the diversity of the area. *LM* *car* *stuff*

We discussed the need for the Zion Transportation System and the overcrowding that is occurring, as well as the proposed IMAX Theater development. He seemed pleased that we were trying to connect the two proposals so Grafe and Wiase must have done their homework well. However, later on in the week my optimism for a working solution to this dilemma was torpedoed by the letter from Odyssey indicating the two proposed sites for staging areas in Springdale were unacceptable particularly in light of the proposed location off Zion Avenue and because the shuttle system would not be mandatory or year round. I have Weidner on call list to update him on recent happenings on this issue.

We discussed the need for testimony in favor of a much increased level of authorization of the FLM when the Bill comes up for reauthorization in front of the Public Works Committee. Weidner asked for any information we could supply regarding this as well as a summary of roads needs in Utah. *2*

Weidner also asked the status of the phaseout of the Moab Bike Race now that the road into Dead Horse Point State Park is repaired. I said I would check into and advise him accordingly since the agreement was that it would move from Arches to that road once it was repaired to the State Park. *2*

Scott Kearn, Congressman Owens' Office, Utah - He was late in coming in so I didn't have an opportunity to go over the statements with him because we were already late for the next appointment. He is to review them and if he has questions, give me a call.

Tom Williams, Senate Subcommittee on Public Lands - He indicated that Senator Wallop has indicated he wants to be more involved in Committee deliberations. This may result in potential conflicts between the majority and minority side regarding legislative initiatives. Williams indicated that he understood Ridenour would be submitting legislation to authorize Anasazi as a unit of the System in the Servicewide legislative program. This is news to me because it was not included in the listing we received at the Regional Directors' meeting. *Ch* *W*

Charlie Bates/Cheri Cooper, Senate Subcommittee on Interior - Cheri is the new Jeff Cilek and seems to be a pretty sharp, balanced lady.

Charlie Estes would like a map of Rocky Mountain NP showing where the existing Visitor Centers are and including the proposed location of the Fall River Entrance VC. He also said that the funding for trails that was in FY 91 was at their instigation, not Wirth's. \*  
2

In discussing the proposed Great Sands Dunes VC addition, Charlie said we Regional Directors ought to be directing people and members of Congress toward "smaltzy" resource management projects instead of so many visitor centers. I said I would try, but they don't sell as well as VC's.

In discussion of the Zion Transportation System, Charlie suggested we consider a two-fleet system--one for off season and one for the full visitation season.

He suggested I needed to be prepared in the Hearings to testify on what we have done with the Yellowstone winter operations funding that was appropriated in 90 and 91. \*\*  
De

Debra Weatherly, Congressman McDade's Office - Because of schedule conflicts, Debra was unable to meet at the time scheduled. I did talk to her on the phone, however, and she would like a copy of the briefing statement we have on Flagg Ranch. \*

She also requested information about operational funding and how the percentage levels given in 90-91 worked. She evidently is not sure that it's really working. We will need to work with DSabin on how to provide this information so it will depict Servicewide trends. \*

Rob Wallace, Senate Energy Res. Committee - Rob said he would be relying quite a lot on Jim O'Toole for activities on the Subcommittee legislatively. However, he did invite us to keep him in the loop on issues as we saw fit.

Regarding the Jackson Hole Scenic Preserve, he indicated they would be going through a menu listing to work with the County Commissioners et al on how best to preserve the ranch lands because there just isn't enough money to provide for the acquisition of easements as proposed by the group. They had met with the group during the President's Day recess.

Rob suggested we should follow up on Wallop's suggestion that we have a mini train in Yellowstone. I told Rob I would have to review the last Transportation Study that was done in 1974 to see what that document proposed as far as transportation systems were concerned. \*  
gpc  
dpc

Rob indicated that Wallop would be working with Simpson to get funding added on for the CDSR in FY 92 budget.

When we discussed the deficiency in the Bison Management EIS, Rob suggested this was a Montana issue and the Wyoming delegation would not be interested in cashing in some chips for the funds needed. Guess I should have thought of this. By the time I talked to Rob I had already met with most of the Montana staff so perhaps we need to follow up and send a copy to Burns et al. *No. will not need to do it.*

Fishing Bridge Campground Relocation probably will be pursued in 92 by the Wyoming delegation and requesting the appropriate funding for planning and construction.

Rob said the Wyoming delegation would probably also be testifying in favor of a much increased level of funding for the FLEP.

#### February 21

Jim Foley, Congressman Pat Williams Office - Jim says Williams proposes to solve the Custer legislation before June 25. He is not sure what Williams will do about the name change as yet. He does know that Williams supports the GMP and the level proposed therein and would not propose a VC/Museum as proposed by Marlenee and Burns. He says they will let the Custer legislative agenda sort out a little before they decide what way they should go on it.

When I discussed my probable strategy on Glacier Concessions, Foley asked to be kept up to date on how it comes out.

Funding for a study of Virginia City will be a priority for Williams for addition to the FY 92 program.

Foley indicated he would be sending us a copy of what Williams will be requesting in 92. However, he said they may be including something on the Crown of the Continent proposal. They have a draft bill drawn up on this and they have sent a copy of it to Lusk to review.

Gary Wiens of Congressman Marlenee's office - When I got there, Curt Christiansen of the minority staff was there also.

Christiansen proceeded to launch into a diatribe on the Vision Document and said that "We will be monitoring this process. We would like public comment on the final document."

He also launched into a familiar theme by then regarding all Lusk speaking out on issues outside the Park. He showed me the article

which I already had seen quoting Gil from his speech regarding a wilderness along the whole Rocky Mountain front. He indicated that things such as this will be what Marlenee will scrutinize in the confirmation hearings of whoever succeeds Connie Harriman. I told him I was unaware she was leaving! He said Marlenee will be pushing for accountability by the new Assistant Secretary that people under their jurisdiction should be speaking the party line and not expressing their own views! He also launched into the "rumor" that there was a 3-way swap proposed involving Yellowstone, Alaska and WASO. I told him it was just that---a rumor---that Barbee wasn't going anywhere!

They indicated to me that H.R. 770 has been introduced by Marlenee to authorize the Memorial and a study regarding the name change. They said the matter of boundary change may be added to it at a later date. They stressed their concern that GMP's needed to be "flexible" to deal with things like the proposed massive visitor center/museum. They also indicate that Ridenour had responded that the Custer GMP needed to be "revisited." I will be checking this out when I'm with him at Grand Teton.

I talked to them about the need for funding to do the Bison EIS at Yellowstone. No indication which way they would recommend to Marlenee.

David Saybolt. Congressman Orton. Utah - You could tell this is a new operation but I like the way this young man talked. He suggested we needed to get acquainted with Sheldon Kinsel in their Provo Office. He also said that he will consult with the rest of the Utah delegation on requests for funding et al and will support their initiatives. (24)

Barbara Wainman. Congressman Regula's Office - Since Regula will have to know about all the requested add on's I left a full set with Barbara and only concentrated on a couple I knew Regula would be concerned about, i.e. Flagg Ranch, Winter Operations in Yellowstone, roads and the reauthorization. She indicated Regula would be testifying in favor of the increased funding needed for roads from FLMP. One of our problems in the next few months will be that Barbara is pregnant and will be gone on maternity leave immediately after the hearings. We will need to cultivate her interim successor.

Bill Simmons. Congressman Hansen's office. Utah - We talked about the need for low water facilities at Glen Canyon. He said that Hansen supported that need but had talked to the budget people in the state of Utah and they indicated they might help out on money for low water facilities. I have requested for sending to Bill a (24)

summary from Glen Canyon of what we have accomplished to date with the low water funds in 91, and then a listing of what is still yet to be accomplished to send to Simmons for Hansen to talk to the State.

I gave him a full briefing on the situation regarding the IMAX theater and the need for the transportation system. He said it really gave him a true perspective of what the situation is. I left copies of all the exhibits regarding the IMAX (development proposal just outside boundaries of ZION) with Bill. On 2/25 I talked to Bill and he said that Hansen was not inclined to sign Owens' letter (to the World Odyssey people) or get involved in private matters until the Town Council has acted. He also said he would be contacting the Senate side to see if they are going to sign the Owens' letter. I have also briefed Hatch's office (Wyatt) subsequently regarding the developments.

Discussing the need for the Utah State Office, Simmons suggested we should try to get the Governor to write a letter to the delegation expressing the need for reinstitution of this office. *L.P.*

February 22

Debra Yates, Senator Rumpers' office - I left the whole package with her for the Senator. It was good to meet her. She is Charlie Yates' wife.

Neal Simon, House Subcommittee on Interior Appropriations - He has asked me to send him a list of my priorities as opposed to what the members might be requesting. *L.P.*

In discussions of the Burr Trail EIS funding, Neal said he would give our briefing statement to Yates, expressing our support for this approach. Then he will contact me and advise if I need to schedule a telephone call briefing of Yates through Mary Bain.

David Steele, Senator Deconcini's Office - David said the Senator is concerned about the need for funding for Glen Canyon operations. He said to be ready for questions regarding our proposed fee package on Glen Canyon. *L.P.*

He also said he wanted to visit Pipe Spring soon because he was unaware of its existence. I briefed him on the water level problem and he wants to get out there to review it personally. It probably would be good if we had Harry Grafe call and invite him personally. *L.P.*

He said that Deconcini was concerned about all the legislation that is being introduced regarding concessions and proposed changes. I walked him through the pros and cons and then offered to meet

him, perhaps in Phoenix, along with Lancaster and Everhart to fully brief him on all the ramifications of the concessions policy changes and proposed legislation. He will advise us when he proposes to be in that vicinity. *\* Jerry send reply by 5:30 to John*

Other items during WASO Trip

Call with Tom Mace of Conservation Fund - Tom was calling to see if there were some way he could get an administrative permit to float the Yampa River. He said it would be a business trip jointly with the Nature Conservancy (Tom's wife is administrator in Nature Conservancy). He said they were trying to help on the Yampa water issues and designations and this would help in their efforts. He indicated they were working with the town of Craig on this. He also said the Conservation Fund would be interested in helping us acquire the Mantle Ranch if we wanted them to get involved. I called Dinosaur and talked to Acting Supt. Eason regarding the permit issue. He hopes to get back to me early this week. *\* L.M. W. Huff. send*

IGBC Summer Trip - I need to get with Glacier soon on planning for this trip. *\* L.M.*

Glen Canyon fee package - The Director was asked many questions in the Vento hearings by Owens and Hansen regarding our efforts to collect fees to try and help the sanitation situation in Glen Canyon. The Director asked me to dust off our old package and see how it fits the current situation and get it going in WASO again so he can respond to the Committee and perhaps in Appropriations hearings. *\* L.M.*

Hidden Valley Ski SOR - I checked into this package's whereabouts and it was not in the Director's office for signature as reported. I alerted the Director and Bernadette that we needed to move this on. They will pursue.

Target Parks in 92 - I checked with Gene Hester regarding why Glacier and Grand Teton dropped out of this program in the 92 budget. Gene is to call me back soon and give me a rundown and explanation so I can share it with the Superintendents. *\* C. L. L. send*

I need you to thoroughly look through this report so I can discuss followup with you at squad meeting next week.

Lorraine Mintzmyer





MAR 11 1991  
 DEPARTMENT OF AGRICULTURE  
 OFFICE OF THE SECRETARY  
 WASHINGTON, D.C. 20250

11 FEB 1991

The Honorable Alan K. Simpson  
 United States Senate  
 Washington, D.C. 20510

Dear Senator Simpson:

Our meeting on October 4, 1990, to discuss the draft Vision document for the Greater Yellowstone Area, was certainly valuable to me in understanding your concerns and the importance of this matter to the citizens of Wyoming. I will give this matter my personal attention as the analysis moves forward, and I will review the Vision document prior to final publication.

This entire effort is very sensitive. In preparing the interagency Vision document, the aim has always been to have open, easily available public involvement. The Forest Service remains committed to this. The final stage of formal and informal public comment on the draft Vision is being completed. Seven of the eight local workshops that you refer to are now complete. The status report you requested for the public involvement meetings is enclosed. I hope your recent discussion with Shoshone National Forest Supervisor Barry Davis was helpful in bringing you up to date on this effort.

Also enclosed for background information is a chronology of the steps taken prior to publication of the draft Vision document.

The diversity of views reflected during these local workshops includes many of the concerns you expressed to me. The Forest Service and I remain committed to ensuring that all Americans can enjoy the variety of uses and benefits of this special area and that private rights will be respected to the fullest. You will be kept fully informed of progress on future drafts of the Vision document.

Sincerely,

James R. Moseley

JAMES R. MOSELEY  
 Assistant Secretary  
 Natural Resources and Environment

Enclosures 2

VIA REGISTERED MAIL  
 J. Trace  
 #88  
 ML-1  
 XPTT  
 Yell, GSF  
 Planning

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Supervisor and Superintendent Meeting Notes  
February 1, 1991

-#92

The eight unit managers convened in Billings with us last Friday to agree on a schedule and process to produce a rewritten Vision statement in accordance with the direction set by RF's and RD in Denver on December 19th. Following is the schedule and some notes on other issues that were raised.

**SCHEDULE AND PROCESS FOR A MAY COMPLETION DATE.**

- Step 1. Begin with a 15 page rewrite Brian just prepared. Each manager will then carefully review the rewrite & public comment & send comments to Jack & Sandra by Feb 15.
- Step 2. Jack & Sandra will consolidate and hire an outside writer through a personal services contract (less than \$2500). The contractor will take the 15 pages, the unit manager comments as integrated by Jack & Sandra, & a summary of public comment prepared by the team leader office and submit a 15 page document written in as clear and unambiguous language as possible. One person discussed who seems to have the respect of all concerned is former Billings Gazette reporter Bob Ekey who is now available for such work. We will contact him.
- Step 3. Team leader staff and unit managers will meet in Jackson March 20-21 and use the new 15 page edition for a word by word workover.
- Step 4. This new draft will be sent to RF's and RD for the regional review. AT THE SAME TIME UNIT MANAGERS WILL WORK WITH CONSTITUENTS AND SHARE THIS DRAFT ORAL WITH THEM. This is the key time to assure the release of the final is a surprise.
- Step 5. After regional review ask the contractor to re-edit to check for overall smoothness, back to RF's and RD to make sure the final edit doesn't cause heartburn and on to the printers by May.

**GENERAL UNIT MANAGER DISCUSSION AND CONCERNS**

As the discussion proceeded to figure out how to get to a successful final document, a number of concerns were raised. A summary follows.

This is now probably the most important time since the GVCC was formed for it to function effectively. However, what has recently been the increasing time between GVCC meetings has not allowed enough time for the group of 12 to thoroughly discuss the big picture in strategic terms. Therefore the unit managers recommend time be set aside to do that recognizing that realistically it probably cannot happen before the next GVCC mtg in Idaho Falls May 21-22. One concern related to the overall strategy and questions they are getting but feel uncomfortable in dealing with are....

- Will late March and April be enough time to properly work with all groups prior to release of the final & do they understand our long term strategy well enough to do so effectively? Since the final vision will be finished but likely still at the printers by the May 21-22 GVCC mtg, recommend discussing release strategy at that time & have a common response to the question of why public participation wasn't allowed during the rewrite.

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1 discussion and common response to their constituents who keep pressing expanded QVCC membership and future QVCC procedures.

How will we function after the Vision is released and how to prepare a set of priorities for the things we commit to do?

Discuss procedures after closure of the Billings office & have process in place to emphasize that it does not represent a lessening of commitment to coordinate etc. Perhaps announce other unit staff assignments have been made...

Also dealt with the data request sent to each forest by the QV Asso of Consultants regarding the new riparian study they are beginning. Do not want to put out different definitions. There was also some confusion regarding the visit by the Big Four Agency heads to Jackson in late Feb and whether and how the Vision might come up. Finally, they reviewed the draft letters to be sent to the delegation and edited a draft press release proposed to be used or the letter goes out to governors and delegation. Jack

#94

001 01st day - 004 days follow

Excerpt of deputy  
Assistant Secretary Beuter, DDA

THURSDAY 31 JANUARY

6:00 A.M.	2:00 P.M.	Scott Sewell in a report re JRM G. Fish Wildlife Service re: yellowstone vision
	2:30	re: Sup 208-7400
	2:45	car for pick-up
9:00	3:00	Pete Roussopoulos here re: airport on trip to Russia. Just needs JTB's seal to release report. Staying @ Ramada Inn-Bullhorn 703 528-6000
9:30	3:30	Mark Gray + David Ford - NFPA re: Youth Task Force on Spotted Owl
10:00	4:00	Coffee + issues / Car Schallau
	4:15	
10:30	4:30	
	4:45	Car on again (JRM)
11:00	5:00	Reception at Am Foresty Assoc in APT's Library 1516 P St NW in DC honoring Jim Moberg + John Beuter
11:30	5:30	Arriving (on airplane conditions) only JTB JTB on ongoing report
12:00	6:00	
12:30 P.M.	6:30	
1:00	7:00	had dinner - Timber Mount Prog for wife - yesterday
	7:10	car pick up to USAF
1:30	7:30	car on again (car on again)

#94a

THURSDAY 31 JANUARY

8:00 A.M.	<p>Room 3163 - <i>Managers</i></p> <p><i>Looff (Concessions)</i></p> <p>2:00 <i>Sen. Sen. - (Presque Isle)</i></p> <p>P.M. <i>West. Sen. Sub. &amp; Wildlife - res.</i></p>
8:30	<p>Yellowstone Vision - (on on on)</p> <p>4:30 208-7400 AP (Dr. Bunker)</p> <p>(Out and up)</p> <p>4:45 Car for pick up</p>
9:00	3:00
9:30	<p>3:30 <i>Mark Rees &amp; Frank Jones - (Kitts)</i></p> <p><i>Opel / Yunker Pack Jones - (Kitts)</i></p> <p>4:00 <i>Secretary Yunker - response</i></p> <p><i>and</i></p>
10:00	4:30
10:30	4:30
11:00	<p>4:5 - Car on Apem</p> <p>6:00 <i>Looff - (on on on)</i></p> <p>1:57 P. Plant</p>
11:30	5:30
12:00	6:00
12:30 P.M.	6:30
1:00	<p>7:00 <i>Car for Pick Up -</i></p>
1:30	7:30

1:45 Car on Apem

#96

Jan. 31, 1991

- Brief Dick Martin on the upcoming 638 meeting.
- Met w/ Scott and Mary Bradford during which Scott discussed where we are w/ the YELL - Vision document and his meeting w/ Dep A & letters from the Forest Service.
- Talk w/ Margie, Dept 3 Secretary in YELL about Scott's Feb. trip.

~~# 97~~Scott Sewell - Yellowstone  
Dep of Interior

1/31/91

1. Cargill, Overbay, Timmi Neekels.
2. Brief w/ Mott (p. A1-A2)
  - (A) Reviewed intensively
  - (B) NPS - single use mentality
  - (C) Impression is USFS is in bad position
    1. Will withhold comments until sure OK with FS
    2. Sewell responsible for cancelling national hearing.
3. Guesses we will make changes
  - (A) Will send his concerns.
  - (B) One concern is participation by Bureau of Mines.
  - (C) Concerned about inflammatory language (???)
  - (D) Have not communicated with NPS
  - (E) Contention among three and see

Natural Service  
 Salt Mine Mt.  
 Park Service / FWS

←
4. Park Service views this as a decision document.
  - A. Building a coalition
  - B.
  - C. Timing
    - ① Started 86-87
    - ② Problem w/ timing in relation to 1992
    - ③ From dept standpoint (NPS)

(C)  
1/31/91

D. Beliefs NPS had undue  
influence, -- may be politically embarrassing

↓  
an environmental initiative that will  
be embarrassing.

⇓  
Concern is with ecosystem approach  
and participation of ~~some~~  
"certain people."



United States  
Department of  
Agriculture

Forest  
Service

Washington  
Office

14th & Independence SW  
P.O. Box 96090  
Washington, DC 20090-6090

Date: January 29, 1991

BRIEFING MEMORANDUM FOR JAMES R. MOSELEY, Assistant Secretary, NRE/  
JOHN BEUTER, Deputy Assistant Secretary, NRE

THROUGH: DALE ROBERTSON // GML  
Chief

FROM: JAMES C. OVERBAY // JCO  
Deputy Chief, NFS

SUBJECT: DRAFT VISION FOR THE FUTURE - A FRAMEWORK FOR COORDINATION  
IN THE GREATER YELLOWSTONE AREA

ISSUE:

You are scheduled to meet on January 31, 1991, with Scott Sewell, Principle Deputy Assistant Secretary, Fish and Wildlife and Parks, Department of Interior, to discuss a document entitled, "Draft Vision for the Future - A Framework for Coordination in the Greater Yellowstone Area." It is commonly known as the Vision document.

This document and the cooperative effort between the Forest Service and the National Park Service in the Greater Yellowstone Area are sensitive subjects. Controversy over this matter has been manifest in various letters, congressional inquiries, your meeting with the Wyoming delegation in 1990, and the public's response (pro and con) during the public review period of the draft Vision.

DISCUSSION:

The draft Vision document resulted from a coordinated effort between the Forest Service and the National Park Service. It was published jointly by the Greater Yellowstone Coordinating Committee (GYCC)—a Forest Service and National Park Service interagency committee working together since the 1960s.

It was released for full public review on August 14, 1990. The public review and comment period ends January 31, 1991. Public workshops began in November 1990. The last one was held on January 24, 1991, in Bozeman, Montana. A status report on the meetings and workshops is enclosed for your review (Enclosure 1). Notably, the Governors of Wyoming, Montana, and Idaho co-signed a January 15, 1991, letter endorsing the cooperative effort by stating, "We hope our perspectives, representing the people living in and caring for this world's treasure, can assist you in successfully accomplishing your task."

GYCC History — To fully appreciate the current controversy over the Vision document requires some background on the GYCC and its work in the Greater Yellowstone Area (GYA).

The GYA lies within three States, one National Park Service Region, two National Parks, three Forest Service Regions, and six National Forests. In the early 1960s Forest Service and National Park Service managers recognized the need for coordination in managing the Forests and Parks in the GYA.

MEETING PREPARATION FOR SCHEDULED  
MEETING OF 1/31/91.

~~CONFIDENTIAL~~

The GYCC was created at that time and presently consists of the following managers:

**Forest Service Representatives**

Three Regional Foresters  
 Northern - John Mumma  
 Rocky Mountain - Gary Cargill  
 Intermountain - Stan Tider

**Six National Forest Supervisors**

Custer  
 Beaverhead  
 Gallatin  
 Targhee  
 Bridger-Teton  
 Shoshone

**National Park Service Representatives**

One Regional Director  
 Rocky Mountain - Lorraine Mintzmyer

**Two National Park Superintendents**

Yellowstone  
 Grand Teton

In the early 1960s, natural resource issues were not the major focus of attention and controversy that they are now. Starting in the late 1960s, the grizzly bear became a topic of national interest. By the early 1970s, with the creation of the Interagency Grizzly Bear Study Team, there was growing recognition that some resources in the GYA would require cross-boundary management.

In October 1985, the House Subcommittees on Public Lands and National Parks and Recreation held a joint Subcommittee hearing on the GYA. The 210-page report produced by the Congressional Research Service (CRS) as a result of these hearings, entitled "Greater Yellowstone Ecosystem, An Analysis of Data Submitted by Federal and State Agencies," was released a year later in December 1986. The findings of the CRS are a matter of disagreement to this day.

In part, the report stated there was a relative lack of coordinated information for the entire GYA, and that this lack of coordination was harmful to the GYA's fundamental features. This conclusion is often misconstrued as the only finding of the CRS report. The complete findings of the report were much broader and touched on several resource management issues (besides information sharing) that needed to be coordinated between the Forest Service and the National Park Service. A brief summary of the report is enclosed (Enclosure 2).

The report and the hearings, along with increasing management concern and public interest, provided the impetus for intensified coordination of GYA management. The arena of discussion seemed to begin to focus on legislative remedies. This provided impetus to actively seek administrative solutions.

**The Aggregation** - The GYCC began in 1985 to bring together relevant information for GYA Forests and Parks. In 1987, it published the 240-page "Aggregation of National Park and National Forest Management Plans." The purpose was to illustrate the relationship and goals of the GYA Forests and Parks and to provide an overview of their management. To do so it displayed the current condition and extent of resources and then illustrated the future condition of the GYA as the plans were each implemented over the next 10-15 years. It identified subject areas with good coordination and those needing followup.

Through the Aggregation the GYCC also announced it would followup by overseeing an interagency review and analysis of remaining issues and new issues resulting from public review of the document. The final result would be amendments of Forest Service and National Park Service planning documents, as needed.

The Vision - The first step to accomplish the review and analysis was the creation of an interagency document to describe the desired future condition of the GYA through coordinated management goals and how they can be achieved. The draft Vision provides this description and sets the stage to complete applicable plan amendments, if needed. As such, it provides the overall view of the GYA, how the various effects of agency plans on region wide resources are considered, and the structure to resolve inconsistencies that may occur.

The Vision is not a regional plan. It is not a decision document. It is a statement of principles. It does not make specific land allocation decisions, and does not seek to change the separate missions of the National Forests or Parks. Management principles suggested in the Vision can be accomplished within the existing legal framework without either agency going outside its historic and legal mandates or missions.

Some public concern has been expressed about many of the multiple uses in the GYA and the effect the Vision might have on socio-economic values. Yet the Vision clearly provides strong consideration of both of these factors. Pages 3-1 through 3-5 of the document are a brief narrative description or vision of the desired future of the GYA. The following paragraph from page 3-1 provides an applicable summary:

"The GYA will continue to provide a diversity of livelihoods. Opportunities for recreation and commodity development, including timber harvesting, grazing, and minerals will be provided for on appropriate federal lands. The agencies will ensure that proposed developments are designed in harmony with the resources of the GYA."

Other paragraphs state:

"There will be a sustainable timber industry in which timber management will be performed to meet land management objectives and provide for the integrity of the ecosystem and natural appearance of the area."

"Livestock and agricultural industries will continue to be important in the economy as well as in maintaining the largely rural appearance and character of the GYA."

"Oil, gas, and mineral development will continue with full protection of valid existing rights."

These are important uses which are a valued part of the future of the GYA wherein they occur in a context that recognizes the other renowned GYA values. The final Vision document will be influenced by what we have learned from public comment on the draft.

The Regional Foresters recognize that major revisions of the document will be required as a result of public and congressional concern over the draft. These revisions will be made with oversight by this office.

A Recent Chronology - Some claim that the draft Vision document and its development is a surprise to them. The enclosed chronology (Enclosure 3) indicates the continuous efforts to inform and work with the public on this sensitive matter.

**SUMMARY:** Several points to keep in mind are:

- o The draft Vision document was distributed widely on August 14, 1990.
- o The comment period was extended from October 14, 1990, to January 31, 1991. All public meetings and workshops were concluded on January 24, 1991. Written comment will be accepted until January 31.
- o The final Vision document is tentatively expected to be distributed to the public subsequent to May 1991.

- o The Governors of Wyoming, Montana, and Idaho cosigned a January 15, 1991, letter (attached) supportive of successfully accomplishing the task.
- o Members of the environmental organization Greater Yellowstone Coalition (GYC) will eventually develop a vision document that may be used to initiate legislative action.
- o Members of commodity groups who oppose the interagency Vision document at this time may decide later to influence its contents rather than oppose it, especially if Congress pursues legislation for the GYA.
- o The Vision is not a decision document and in no way changes the multiple-use mandate of the Forest Service, nor will it lead to wholesale revisions of Forest plans.
- o There is no GYA-specific statutory requirement for the GYCC's cooperative effort on the Vision document. Conversely, no such specific mandate is necessary. This effort is fully within the authority and mandate of the Forest Service and the National Park Service. It is a pragmatic far-sighted approach to interagency cooperation in managing a world renowned resource—an approach that must be carried out evenhandedly, being sensitive to the social values of those in the area.

Reviewed by: \_\_\_\_\_

BRIEFING MEMORANDUM FOR JAMES R. MOSELEY

Enclosure 1

**MEETINGS AND WORKSHOPS WORKSHOPS:  
STATUS REPORT  
GREATER YELLOWSTONE AREA VISION STATEMENT**

The eight local GYA workshops and public meetings are now complete. Each workshop involved a two-hour afternoon session focused on small discussion groups facilitated by agency personnel. Each session was productive and met the objective of enhancing understanding of the process and producing excellent suggested changes to the document. Attendance varied at the afternoon sessions from 20-100 people and averaged about 50 individuals. Attendance at the evening meetings ranged from 70-667.

**EVENING MEETINGS**

The evening meetings all followed the same format. The local Forest Supervisor introduced the meeting and in conjunction with the National Park Service Superintendent presented a short program on the objectives of the coordination process. The remainder of the evening was designed for formal public comment. Each individual who wished to make a statement did so. Recorders summarized the comment on flip charts and allowed each speaker to check the contents for accuracy. After a closing statement, agency personnel remained to allow opportunity for individuals to ask further questions.

**CODY, WYOMING** – Attendance 150. Speakers 30. November 27, 1990.  
Comment was balanced.

**RIVERTON, WYOMING** – Attendance 250. Speakers 65. November 28, 1990.  
Comment was weighted toward support of the document as now written. Several speakers attended from the National Outdoor Leadership School in Lander.

**CHEYENNE, WYOMING** – Attendance 70. Speakers 20. November 29, 1990.  
Comment weighted toward support of the process. Governor Sullivan's staff read his letter from a year ago on the goal booklet that was released for comment at that time. He noted a formal response from the Governor would be forthcoming in January 1991.

**JACKSON, WYOMING** – Attendance 372. Speakers 43. December 5, 1990.  
Balanced audience viewpoints. Speakers' comments slightly weighted toward a critical posture toward the draft.

**BILLINGS, MONTANA** – Attendance 225. Speakers 50. December 10, 1990.  
Audience and speakers heavily weighted against the document and process. Many speakers were from the organization "People of the West," all of whom are seriously concerned about the document.

**ENNIS, MONTANA** – Attendance 150. Speakers 40. December 12, 1990.  
The comment received was very critical including that from Congressman Marler. Many of the speakers were concerned about livestock issues, some of which were outside the Greater Yellowstone Area.

**IDAHO FALLS, IDAHO** – Attendance 195. Speakers 81. January 10, 1991.  
Balanced comment from many viewpoints.

**BOZEMAN, MONTANA** – Attendance 667. Speakers 145. January 24, 1991.  
The speakers were about evenly balanced between pro and con positions. The group in general was against the Vision document.

The eight meetings produced oral statements from 472 individuals and organizations. They were split fairly evenly in their viewpoints on the document. A substantial majority seem to favor the completion of the process to a final document, but many of those people do not like the document as now written. A total of 2,079 people attended the evening sessions.

BRIEFING MEMORANDUM FOR JAMES R. MOSELEY

Enclosure 2

CRS REPORT:  
SUMMARY OF FINDINGS  
DECEMBER 1986 CONGRESSIONAL RESEARCH SERVICE REPORT  
ON THE GREATER YELLOWSTONE ECOSYSTEM

**Issues:** Major issues that led to the Congressional oversight hearings — timber management vs. grizzly bears; oil and gas drilling vs. geothermal features; increased visitor use vs. grizzly bears; and emphasis on animals vs. emphasis on people and the local economy.

**Other issues** — proliferation of second homes, proposed water projects, below cost grazing, powerline proposal, producing and proposed hard rock mines, lack of cumulative effects analysis for combined activities on the different administrative units.

**Synopsis of Findings:**

- Existing coordinating committees are inadequate to provide coordinated management of the GYA. Make all government agencies members of GYCC.
- Existing administrative organizations and boundaries have no ecological basis, and hamper coordinated management.
- Data on activities and their locations are incomplete and inconsistent, especially for the non-commodity resources. The data are not organized so that they can be used easily to analyze activities and their effects, and make management choices. Examples - vegetation that is not in suitable base; actual vs. permitted grazing; type and distribution of recreation use; grizzly bear mortality. USGS might be a logical data clearing-house for the GYA.
- Recreation is the most important economic activity on federal lands in the region; mining (especially phosphate) is next most important. Many of the commodity resource programs on the National Forests are of minor importance (i.e., in number of jobs).
- Economic values used by the Forest Service seem to be unrelated to the various activities' economic importance.
- The most significant effects of development on the ecosystem are associated with access (roads, trails, etc.). Road management is not integrated among the administrative units.
- Both location and timing of developments and human presence are important factors influencing impacts of these activities. Need to determine the GYA carrying capacity for human use. Consider human use zoning.
- Grizzly bear management situation zones do not portray the relative importance of different habitat or the degree of use. Scrap the management situation concept, and adopt a system of "zones of density" of grizzly bear use.
- Need focused management of areas in grizzly bear "mortality clusters" (i.e., areas where high mortality has been occurring) regardless of what management situation zone they are in. Need better enforcement and tracking regarding grizzly bear deaths.
- The National Park Service and U.S. F&WL Service should have separate research branches like the Forest Service does.
- Legal mandates for coordination and cooperation include NEPA, NFMA, the ESA, FLPMA, RPA, the National Historic Preservation Act.

**CHRONOLOGY OF EVENTS  
PRIOR TO PUBLICATION OF THE DRAFT VISION DOCUMENT**

The following chronology portrays the continuous efforts to inform, work with, and learn from the public.

1. June 1988. The GYCC creates the "team leader" office to provide the staff work necessary to implement the needed coordination.
2. October 1988. First GYCC discussion of the proposed coordination process. About 40 members of the public were in the audience (Oct. 20-Jackson, WY).
3. January 1989. The process was discussed and approved during an open GYCC meeting in Billings (January 9). Representatives of Wyoming commodity groups attended and presented their concerns orally and in writing.
4. April 1989. The public participation plan was approved during GYCC meeting in Cheyenne, WY. The meeting also included a panel discussion with State of Wyoming cabinet officers and presentation of a paper for the Governor.
5. Summer 1989. GYCC staff met with interest groups and received some written comment.
6. September 1989. Supervisors and Superintendents draft preliminary goals utilizing public comment to date. Proposed Federal Register notice is drafted to notify national publics of proposed process.
7. September 26-28, 1989. Team Leader staff Jack Troyer and Sandra Key brief Forest Service Chief and Staff, NPS Deputy Director and Staff, 10 national interest groups at an open meeting, and Wyoming, Idaho, and Montana delegation staff and other committee staff prior to release of Federal Register notice.
8. November 1989. The draft preliminary goals are approved by GYCC and written in form of a small booklet designed for mailout to publics seeking comment.
9. December 5-6, 1989. Team leader staff brief Chief & Staff, NPS Directors Staff, and Congressional Staff on goal booklet prior to release for comment.
10. December 15, 1989. Release of goal booklet seeking public comment.
11. January-March 1990. About 4800 booklets were mailed out resulting in 590 letters and 4850 specific comments sent to the GYCC. Intensive public participation included 15 public meetings, 20 public speaking engagements, 6 press releases, 20 State and federal agency briefings, and numerous media interviews. On March 9 the GYCC Co-Chairs met specifically with a group of Wyoming commodity group representatives.
12. March-July 1990. The agencies prepare the draft Vision utilizing analysis of public comment and staff from all levels of both agencies.
13. July 11, 1990. Team leader staff brief Chief, Associate Chief, and some staff and frontline NPS staff on draft Vision prior to release of the document. The document with cover letter and briefing package sent to the Assistant Secretary's office.
14. July 16, 1990. The Vision (pre-release printing because main printing not available) delivered to appropriate congressional offices.
15. July 17, 1990. The Vision released to the media and limited copies as requested by agencies, interest groups, etc.

Enclosure 3 Continued

3

16. August 14, 1990. The large mailing of draft goes to public with letter asking for comment within 60 days (October 14). GYCC meeting in Helena draws some press coverage and includes discussion with Governor Stephens and his cabinet officers. Concern continues to build among Wyoming commodity groups about possible negative effects on multiple use of the National Forests.
17. September 6, 1990. The GYCC responds to requests to extend the comment period and allow more notice for proposed GYA workshops. The comment period is extended to January 31, 1991, and the 8 GYA workshops were rescheduled.