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Forest Conference III [1]

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***Clallam County
Economic Development Council:***



Creating Economic Change In the New Environment

Clallam County Quick Facts

Population: (1992 est.)	60,000
Forks	3,310
Port Angeles	18,040
Sequim	3,870
Unincorporated	34,780

Per Capita Income: (1990)	\$16,040
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Major Industries:

Lumber and wood products/logging, fishing, tourism, retirement, aerospace/aviation

Employment: (1991)

Manufacturing	2,509
Construction	1,011
Transportation/Utilities	755
Trade	4,513
Services	3,755
Government	4,569
Other	917

Total wages paid: (1991)	\$344,916,552
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Number of Businesses: (1991)	4,659
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Retail	1,233
Service	1,164
Contracting	841
Manufacturing	198
Transportation/Utilities	88
Wholesaling	964
Finance, Insurance, Real Estate,	72
Other	99

Unemployment Rate: (1992)	9.5%
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Transportation:

Air, truck, ship, barge, public transit

Assessed valuation: (1991/92)	\$2,141,191,844
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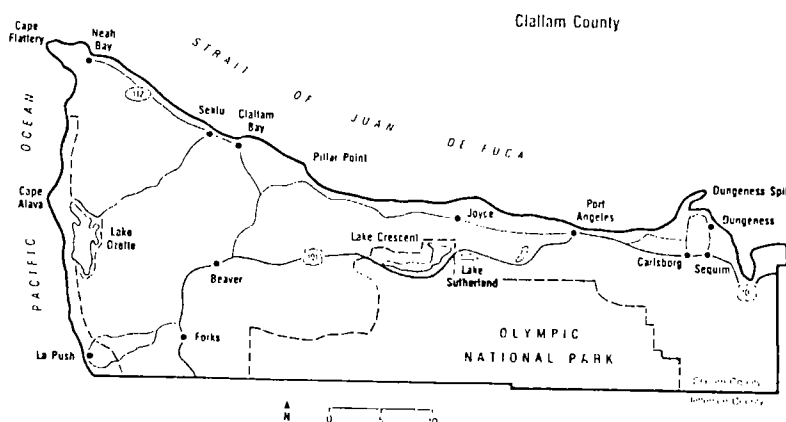
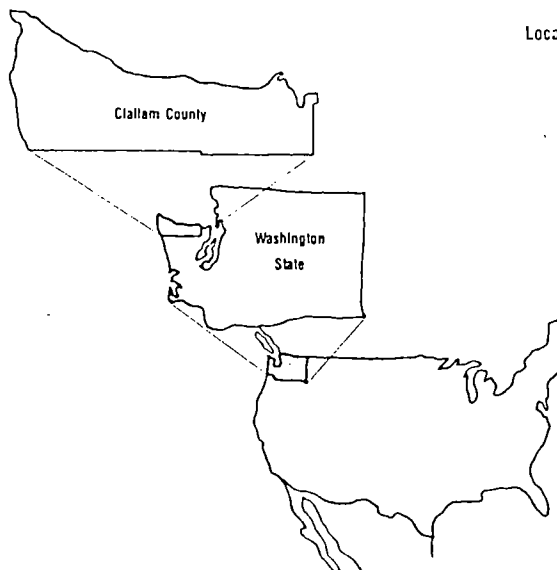
Taxable Retail Sales: (1991)	\$495,515,000
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Building Permit Value: (1991)	\$105,735,790
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Olympic National Park

Visitation: (1991)	3,359,703
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Locator Map



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THE ECONOMIC DEVELOPMENT COUNCIL'S MISSION

The Clallam County Economic Development Council seeks to make Clallam County a national model demonstrating that economic development and environmental concerns are not mutually exclusive goals. We envision a place of natural beauty and sustainable resources, where communities are vital, business is innovative, the workforce is highly skilled, international links to Canada and the Pacific Rim are strengthened, and the Olympic Peninsula is recognized worldwide in leading the way to create innovative solutions.

CLALLAM COUNTY BACKGROUND

○ **The County is a study in contrast.** The County has a total population of about 60,000, with a wide range in incomes and life experiences. In the County, there are three incorporated cities and four tribal nations.

The City of Sequim, (pop. 3,870) located on the eastern part of the County in the "sunbelt" (17 inches of rain per year), has a significant retirement population. The Sequim and Dungeness Valley areas are the fastest growing areas in the County. Agriculture has been the economic base of the eastern part of the County, but the economic base has shifted to residential development, retirement industry, health related services, medical research, marine and environmental research and computer-based consulting.

The City of Forks, (pop. 3,310) located on the western end of the County, is in the "rainbelt", and it is known for its ability to grow trees in a temperate climate that receives more than 144 inches of rain per year. Forks currently suffers the greatest economic distress because it has been the most severely impacted by the timber harvest reductions. Forks has been a resource dependent community. Although the entire County has been affected by the drastic reduction in timber supply, Forks has become a national focal point in the "owls vs. jobs" controversy.

The City of Port Angeles (pop. 18,040) is the hub of commerce for the County, and has the most diverse economic base of the three cities. It contains most of the major employers, including three mills, several manufacturers, County government, health providers, and educational institutions. Port Angeles has a natural deepwater harbor on the Strait of Juan de Fuca and uses its water access for commercial and sport fishing, export, paper, wood chips and other wood products, and ship repair.

The Jamestown S'Klallam Tribe is located on the east end of Sequim; The Lower Elwha S'Klallam Tribe is on the outskirts of Port Angeles; the Makah Tribe is at the western-most part of Clallam County, in Neah Bay; and the Quileute Tribe is on the coast, west of Forks. All tribes, except the Quileute, have self-governance. This is remarkable given the fact that only 10 tribes within the United States Bureau of Indian Affairs have self-governance, and Clallam County has three. Fishing is an issue that affects all of the tribes' economy, and all but one (the Makah Tribe) have expressed interest in establishing gaming facilities.

- **Most of the land mass on the Olympic Peninsula is composed of forest.** Clallam County is comprised of 1,725.5 square miles, and of that, about 90% is forest land. Of this 90%, roughly half is private ownership, and the other half is public ownership.

The Olympic National Park comprises 483.14 square miles within Clallam County that are permanently set aside and cannot be developed.

The U.S Forest Service lands are the chief source of old growth timber, and the harvest of these lands has dropped most severely.

The State Department of Natural Resources manages commercial timber lands in trust for State and local government agencies. Some of that acreage in Clallam County has been designated by the State legislature as an Experimental Forest where new forest management practices can be tested. The Olympic Natural Resource Center has been funded by the State legislature for \$5.6 million to do environmental research. One project underway is the study of the rainforest canopy which is expected to do the only research of its type in the North American continent.

Privately-owned tree farms Trees are grown on a 60 year rotation basis and harvested like a crop. However, harvesting has been limited by spotted owl circles, market prices and export restrictions.

- **Scarcity of fish is a major problem.** The reduction in the availability of fish is having a major economic impact on the economic viability of the entire County, but most dramatically affecting the coastal communities and the four Indian Tribes.

Ten times more coho salmon were caught off Vancouver Island than were caught off the Clallam County coastal areas. The quota for Clallam County was 129,000 fish, while 1.2 million were caught in Canadian waters. Most of these fish were raised in Washington hatcheries and migrated north. One fishing town, Seiku, was entirely shut down last summer and the economy was devastated.

- **80% of County businesses have 10 or fewer employees.** Small businesses are essential to the vitality of the County.

The support for small businesses has been scattered and piecemeal. This has resulted in unpredictable technical assistance from year to year. Access to business capital is tight and few low-interest loans through the SBA have been made. Small businesses need to be expanded and strengthened to create a vibrant economic base.

○ **Companies want to relocate in Clallam County.** Requests from companies wanting to relocate on the Peninsula are increasing, and calls have come in, especially from California.

Infrastructure needs to be in place to respond to these requests. Support from the Economic Development Administration will be especially crucial for roads, buildings, electricity and waterlines.

○ **More people are discovering the Olympic Peninsula, and it is becoming a destination place.**

The Visitor and Convention Bureau reports that amount of tourist dollars has increased by 89% between 1985 and 1990. The EDC's goal is to get CEO's to move here with their companies before they retire, and we want to make sure we coordinate with tourism bureaus to ensure that they have a good visit.

Improving and maintaining Highway 101 is essential for commerce and tourism. It is the only highway that links the Olympic Peninsula to other major highways. Nearly all products are moved on and off the Peninsula by truck.

WHAT THE ECONOMIC DEVELOPMENT COUNCIL NEEDS FROM ITS ELECTED OFFICIALS

GENERAL

1. Elected officials need to understand that the outcome of legislation may not match the INTENT.
 - Talk to people who are affected FIRST.
2. Don't play one group off against another just to get votes...we have enough polarization.
 - Recognize we think consensus building is important.
 - Be a catalyst for positive change.
3. Stop turf battles between agencies; locals get caught in the cross fire.
 - Help the State agencies and Federal agencies work more effectively with local EDC's.
 - Eliminate contradicting regulations among various agencies. The combined impact of regulations lead to expense, confusion, and paralysis.
 - Encourage bureaucrats to work with us, not against us; they should be allies, not adversaries.
4. TAKE THE TIME TO DO IT RIGHT!

SPECIFIC ASSISTANCE WE NEED FROM WASHINGTON D.C.

1. HELP ON TIMBER ISSUES: LET THE FORESTS GO BACK TO WORK

We want the rest of the U.S. to allow us to make our contribution to economic vitality. Clallam County would like to see the upcoming Forest Summit held in our County.

Bring senators and representatives from other regions of the U.S. to Clallam County. We would like them to tour tree farms and the Olympic National Park, to meet with community leaders, tribal representatives, timber workers, and environmentalists, to better understand the complexity of this issue.

People need to understand that trees are what the Olympic Peninsula does best. They continue to grow. Sustainable, daily growth of trees standing on commercial acreage in the Olympic Peninsula's four counties produces enough wood for the construction of 411 houses. Clallam County would like to help educate legislators on the importance of timber and the products derived from it.

Clallam County has already taken a leadership role in creating new solutions to the owls vs. jobs controversy. The Olympic Peninsula is the site of the States's designated Experimental Forest and Olympic Resource Center. Federal legislative support for these two programs was the only successful timber legislation approved by the 1992 Congress.

Explore ways to bring some balance to the Endangered Species Act as it comes up for re-authorization.

The economic impact of restrictions must be taken into account to create a better balance. **The key is predictability of supply.**

Support the Forks Industrial Park.

We want Clallam County to become a *finished wood-products supplier*, instead of a *raw materials supplier*. The Forks Industrial Park project is the key to restructuring the economic base of the West End because it will get the maximum value from a restricted resource. The Forks Industrial Park, a project sponsored by the City of Forks in concert with the EDC, State agencies, and the Economic Development Administration is being design as a value-added wood manufacturing facility. It will dry green lumber so that any number of wood products can be manufactured in Forks. **It will create family wage-earning jobs.**

Clallam County has lost a significant source of income because Federal forest lands are locked up. Local communities have had to shoulder the entire burden. The Federal government does not pay property tax, but it has historically paid local governments 25% of gross revenues of timber sales. When there are no sales, Federal lands contribute no income to community needs.

2. HELP ON FISHING ISSUES

Support the U.S. position for coho salmon fishing in the current U.S./Canadian negotiations.

The U.S. position calls for a decrease in the harvest level of coho salmon on the west coast of Vancouver Island. The EDC has initiated a county wide group; THE CLALLAM COUNTY NETWORK, composed of four Chambers of Commerce, the four Tribes, the National Park and the Visitor and Convention Bureau to work together on economic issues that have county-wide impact. A letter is being forwarded to our U.S. representative on the Pacific Salmon Commission to support the U.S. position. THIS IS A FIRST, because tribes and non-tribal community members are working together to solve problems that affect us all. The Network is currently creating a comprehensive habitat management strategy.

3. SUPPORT EFFORTS TO STRENGTHEN THE INFRASTRUCTURE DEVELOPMENT.

Support funding through EDA and the HUD Community Development Block Grant Program.

Public sector investments trigger private sector investments necessary to diversify the economy.

4. SUPPORT EFFORTS TO STRENGTHEN THE SMALL BUSINESS ADMINISTRATION.

Support a comprehensive Small Business Development Center.

Public-Private partnerships such as SBA, Community College, Federal, State, and Local service providers create visible storefront resources. This approach brings user-friendly accessible information to people.

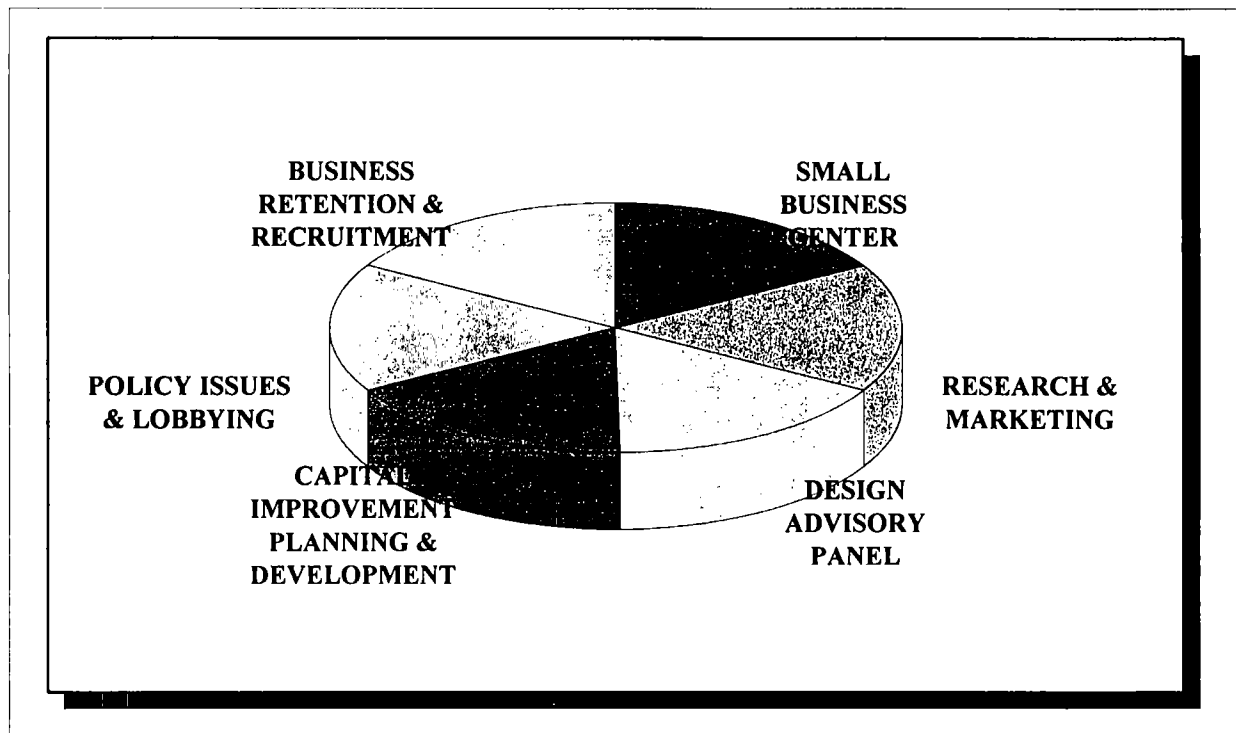
5. SUPPORT EFFORTS THAT CREATE A STRONGER WORKFORCE.

A trained workforce is an essential ingredient in attracting new companies to diversify the economy. It is important that economic development efforts work in concert with local educational institutions and training programs.

THE EDC'S COMPREHENSIVE PROGRAM DESIGN

The EDC's goal is to coordinate and maximize diverse resources so that we may provide services that have continuity. The program model shows our primary functions and indicates that we operate in a multi-layered environment having "clients" that may have competing or complimentary needs. While we recognize that public funding is becoming more scarce, we believe that they should be less categorical and more flexible. We could do more with less in this time of austerity if we didn't have to piece projects together.

THE EDC'S COMPREHENSIVE PROGRAM DESIGN



COUNTY CLIENTS:

Small Business
Existing Employers
Press
Realtors
Bankers
Consultants

Local Government:

County
Cities
Port
PUD

STATE CLIENTS:

New Companies
Legislators
Dept. of Trade &
Economic Development

Dept. of Community Development
Dept. of Natural Resources
Dept. of Transportation
Consultants

NATIONAL CLIENTS:

New Companies
Congress
Trade Organizations

Economic Development Administration
Small Business Administration
Consultants

INTERNATIONAL CLIENTS:

Treaty Panels
Industry & Trade Groups
Canadian Economic Development & Trade Groups

EDC ORGANIZATIONAL ACTIVITIES

BUSINESS RETENTION & RECRUITMENT

- Build Relationships with Existing Companies (complete inventory)
- Identify Opportunities Given Local Resources/Strengths
- Target Industries
- Actively Go After Key Companies
- Negotiate Deals
- Plan Facilities
- Design Financing Packages
- Expedite the Development Process

SMALL BUSINESS CENTER

- Library (Resource Center)
- Classroom
- Entrepreneurial Training Program
- One-on-One Financial/Business Counseling
- Micro-loans

RESEARCH & MARKETING

- Comprehensive county & state data presented in user-friendly format
- EDC brochure & collateral material
- Investor's Guide
- Countywide generic brochure
- Countywide listing of professional skills & resources

ECONOMIC POLICY ISSUES & PLANNING

- Funding for Comprehensive Economic Development Process
- Fishing: Restoration, Fairness
- Timber: Predictable Supply
- Workforce Training: Technical Skills

CAPITAL IMPROVEMENTS, PLANNING & DEVELOPMENT

- Grant Management/Zoning Regulations/Master Planning
- Industrial Park Development
- Commercial/Downtown Revitalization
- Infrastructure: Roadways & Utilities

DESIGN ADVISORY PANEL

- Review architectural designs and land development plans for their aesthetic value.
 - develop standards and guidelines
 - develop role of panel
 - gain political support from communities



EDC Update

By Deborah Maher

The Clearinghouse Concept

You may have heard that I have been working to double the CCEDC's budget for 1993—and I have! This may sound like an off-the-wall idea in these times of cut-backs and austerity, but in reality it makes good sense. It makes sense because, now more than ever, both the public sector and the private sector need to invest in stabilizing and strengthening our county's economy. The EDC is the organization that can help create a stronger tax base to provide public service, and jobs that will create a stronger economy.

The EDC was intended to be a public/private partnership, but in recent years the financial support has come primarily from the public sector. During the coming year, our goal is to seek funding from the business community to match the contributions from the public sector in order to create a true partnership. I am happy to report that most public sector funding sources have doubled and even quadrupled their contributions to the EDC for 1993. Their vote of confidence is most gratifying.

Also, I am pleased that the Vision 2020 Task Force has asked that the EDC become the Clearinghouse for all economic development activities in the County. This means we will be playing a stronger coordinating and problem-solving role on issues

related to economic development.

The EDC is the organization that will provide comprehensive business services including: a complete listing of available buildings for industrial or commercial enterprises, listings of appropriately zoned sites, listings of developers and contractors who can build-to-suit. We have already taken steps to create a Real Estate Task Force to help with these areas.

In addition, new and existing companies must have access to capital. We will create a Finance Task Force composed of representatives of local banks, foundations, private investment funds, and public funding entities so that businesses will have access to a full-range of financial services.

Not only do we need to provide this information to companies, but we need to have our industrial parks up and running. They need to be well maintained, have roads, utilities, lighting, and sites need to be ready for construction. Once the EDC starts actively promoting the County instead of responding to inquiries, we must be ready to receive companies. The EDC will actively work to retain existing jobs, attract new companies that will pay family-wages, and build the necessary infrastructure and buildings so new companies will have a place to come.

The last five months have been

spent laying the foundation for 1993. The Forks Industrial Park is on its way. The partners for a comprehensive economic development and small business center have been identified. Coordination for Port Angeles downtown and waterfront redevelopment is underway. A network of all organizations concerned with economic development has been formed. Relationships are being built with private sector business leaders. Outreach efforts are in place to attract new companies. And links with political leaders in Olympia and D.C. are even stronger. The momentum has started, and we're going to keep it going!

Deborah Maher is the executive director of the Clallam County Economic Development Council.

Please put it in writing.

We love your phone calls reacting to the PBJ—but please put your views in writing so we can share them with our other readers.

Include your name and phone number. We do not reprint letters sent to other papers. Write to P.B.J. P.O. Box 1750, Sequim, WA 98382. Thanks!



Jennifer M. Belcher
Commissioner of Public Lands

Statement by Jennifer Belcher
Washington State Commissioner of Public Lands
To the Clinton Forest Conference

Mr. President. You bring us renewed hope that your leadership and vision can help us to resolve the conflicts which plague our rich forest ecosystems. We're encouraged by your presence and the time that members of your cabinet have spent seeing for themselves the northwest forests and the complexity of the issues we face.

As you bring the resources of your administration to bear on finding comprehensive solutions, we hope that you will recognize that ecosystems know no ownership boundaries. Our rivers, wildlife, fish and forests are part of vast ecosystems that cross federal, state, tribal and private boundaries. Our forest problems don't exist solely on federal lands; neither do the solutions. The Forest Conference and its aftermath must recognize issues affecting state and private forest lands, and include our views in the solutions you craft.

If we attempt to develop a solution that relies wholly on federal lands, we will simply create new problems for states as land managers and as regulators. Significantly reducing the harvest on federal lands to provide for recovery of the owl means in very real terms that state and private lands will then be pressured to increase harvest levels in order to make up the lost timber supply. We cannot meet these expectations for increased harvest levels and still fulfill the public's environmental protection goals for nonfederal lands. Increased harvest on nonfederal lands will exacerbate environmental problems and create new regulatory demands on private landowners.

Threats to our forest ecosystems did not originate solely on federal lands, as evidenced by estimates of 80-90% loss of original old growth forests, most on private lands. In addition, actions to protect other at-risk species, such as salmon and the marbled murrelet, are linked as much to habitat on nonfederal as on federal lands.

Although the recent political conflict began as a debate over management of federal old growth, the listing of the spotted owl as threatened under the Endangered Species Act (ESA) in 1990 expanded the political battle automatically onto state and private lands.

The ESA's prohibition against "taking" of a listed species applies to all lands. This includes incidental "taking" by logging in spotted owl habitat, whether on federal, state, or private land.

Although the major effect of the owl's listing is on federal lands, the "take prohibition" has led to harvest restrictions on close to 200,000 acres of state and private lands in Washington State alone. Approximately 760 owl sites are currently known on all ownerships in Washington State. About 130 of these sites, or 17%, are located on state or private lands. But well over half the 760 sites have protected territories on or extending onto state and private lands.

To support owl protection on state lands alone, Washington residents are contributing \$100 million each year in lost timber revenue to schools, universities, and counties. We need to assess opportunities to ease these costs even while state lands contribute their fair share towards owl recovery.

ESA protection for marbled murrelet and salmon stocks will further increase the effects on nonfederal lands.

I believe, along with other knowledgeable participants in this debate, that "ecosystem management" rather than managing disjointed pieces of the whole, is our best hope for a comprehensive solution. Ecosystems, just like spotted owls and salmon, are not confined within federal lands. All ownerships must be part of an ecosystem approach.

I don't believe wholesale weakening of the Endangered Species Act is desirable or likely. Therefore, the Act's requirements on state and private lands must be acknowledged and incorporated into any proposed solution. Otherwise, despite claimed "solutions" the conflict will continue.

Further, seeing state and private forests reveals aspects of a potential solution not otherwise visible:

- Implementation of Washington State's proposed Olympic Experimental State Forest to test "new forestry" on 260,000 acres of second growth, young plantations, and already fragmented old growth.
- Creation of a multi-species recovery plan for state and private lands, including state regulations that could largely replace the cumbersome federal "take prohibition".
- Increased use of commercial thinning combined with longer harvest cycles in second growth on state and some private land. These lands offer vastly more potential for thinning than do federal lands.
- Joint ecosystem planning between federal, state, and private landowners, including shared objectives, terminology, data collection and monitoring methods, etc.
- Increased investment in conservation practices on nonindustrial private lands through the state's Stewardship Forestry Program to improve production of timber as well as ecological values on these important lands.
- Watershed restoration work on state and private lands to increase the ecosystem value of such work while also increasing the potential for job creation.
- Encouragement for additional measures on private lands to increase conservation benefits and to move timber supplies increasingly to "value-added" manufacturing with the greatest economic benefits to our local communities.

Mr. President, please recognize our expertise in this debate and work with us to ensure that the promise of the Forest Conference does not lead to only a half-a-forest solution. Let's develop a true ecosystem approach that works.



LOCAL GOVERNMENT CENTER 1201 COURT STREET N.E., P.O. BOX 12729, SALEM, OREGON 97309-0729. (503) 585-8351

FOREST CONFERENCE (APRIL 2, 1993) OREGON COUNTIES' PERSPECTIVE

For many of Oregon's 36 counties, the following statement is substantially true: "No federal forest revenues, no county government". The attached chart and tables, explained below, are evidence. Federal forest policy decisions will always have a significant impact on Oregon and its counties as long as the federal government continues to own 52% of the State.

Oregon's counties have a long-term partnership with the federal government in management of the two systems of federal forests in this state - O&C and national forest. Both systems require attention at the Forest Conference.

The **O&C system** provides important general revenue to 18 counties to fund essential local services. Hardest hit by recent revenue reductions have been preventative health care, law enforcement, and youth services. These impacts come at the same time that economic dislocation has caused a sharp increase in needs for these services. In addition, management of the O&C system has benefitted in recent years from nearly a billion dollars of direct investment by Oregon counties in the form of "plow-back" to BLM of one-third of forest revenues statutorily dedicated to counties.

In general, the 31 Oregon counties that receive **national forest** receipts use 75% of this revenue for roads, which directly benefits visitors to the forests as well as those who move the forest products that create wealth for the federal treasury and society as a whole. While vast lands remain in federal ownership, it has been understood that with shared revenue counties would put related infrastructure in place to serve the needs of the nation. Counties' important role in infrastructure fits perfectly with President Clinton's emphasis on infrastructure as a means to economic

revitalization.

In addition, for both federal forest systems, counties directly provide essential services, including law enforcement and corrections, search-and-rescue, and solid waste disposal.

Rural communities have developed near these forest lands and help define Oregon's way of life. Residents of these communities are an integral part of the nation's most wealthy and spectacular forests. It is these communities that have been the first to feel the shock of our current forest policy crisis. (See, for example, "Social Impacts of Alternative Timber Harvest Reductions on Federal Lands in O and C Counties", Lee, et. al., Northwest Policy Center, University of Washington, June, 1991).

Attached Chart and Tables

- "Forest Receipts as Percent of Total County Budget (FY 91-92)" illustrates the dependence of Oregon counties on forest revenues. This is very understandable given the enormous extent of public, non-taxable ownership in the State. Fifteen counties rely on forest receipts for greater than 25% of their budget revenues. Of these 15, 11 are in federal forests affected by northern spotted owl protection measures.

- "For Operation of County Government in Oregon - County Fiscal Year 1992-93" compares forest revenue with ad valorem property taxes, the other principal source of operating revenues for counties. Over 96% of forest revenue comes from the two federal systems. Some counties have had to be dramatically reliant on forest receipts, e.g., Josephine, Jackson, Douglas, Curry, and Grant, which are all in heavily federal forested areas. In fact, removing the three relatively urbanized metropolitan counties - Multnomah, Clackamas, and Washington - from the calculations, forest revenues as a percentage of property taxes for county government services is a whopping 139% statewide!

- "For Operation of County Government in Oregon - County Fiscal Year 1989-90" gives a recent historical perspective, and tells essentially the same story as that of fiscal year 1992-93.

- "U.S. Forest Service Receipts to Counties by County Fiscal Year for Distribution to Road Funds and Schools" and "Schedule Annual Payments to Counties from O&C Lands" give year-by-year receipts by county from the two federal forest systems. The major stake Oregon counties have in a sound and reasonable resolution of the forest policy gridlock is obvious.

- "Timber Supply ('Pipeline') in National Forests in Oregon Affected by Northern Spotted Owl Protection Measures" illustrates a potentially disastrous effect of this gridlock. All eight national forests in Oregon affected by spotted owl protection measures have far less than optimal flows of future harvest. US Forest Service Region Six has had an informal goal since 1985 of two and one-half years' supply of timber sold and harvestable at any one time in each forest. Before then the goal was three year's supply. This has been reasonable given the length of contracts and the need for a predictable, steady supply of product for mills. Yet, as the table shows, no "owl" forest has an optimal pipeline. Indeed, all but two have a year's supply or less. Given the continuing trend of harvesting well exceeding sales, as indicated in the "1st Quarter 1993" figures, the supply in many areas will be virtually gone by the end of this federal fiscal year. This will have an obvious impact on employment and quality of life in much of Oregon. As for revenues to counties, the federal interior appropriations "spotted owl safety net" applies only if there are cash receipts from the forest. In other words, once the supply is gone, county revenues are gone. This is true, of course, regardless of increased stumpage prices.

Policy Objectives

Oregon counties are seeking three policy outcomes from the Forest Conference.

- 1) Federal policy should continue management of the forests rather than set-asides. Management gives more control to pursue the goals and values sought. It also creates family-wage jobs, which fits perfectly into objectives stated by President Clinton. A stable forest industry is an essential part of the solution.

2) As a means to ensure community stability in the face of falling federal forest revenues, Oregon counties need a stable, adequate flow of revenues to provide essential public services. This is especially important during periods of economic and social instability, such as this one. Counties make three recommendations regarding **national forest revenues**:

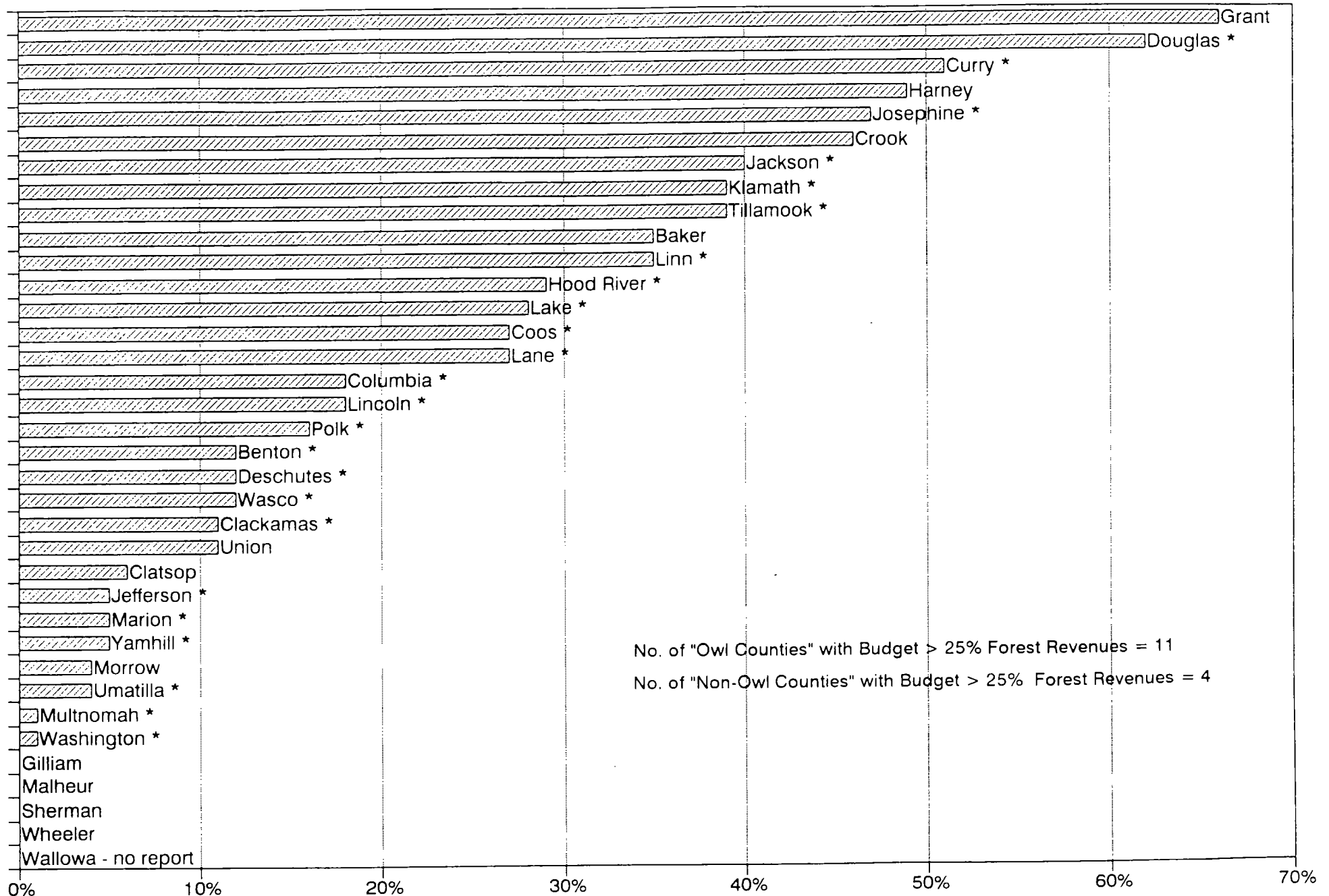
- a) Change the federal statutory revenue distribution formula for national forest receipts from 25% of gross receipts to counties to 50%.
- b) Retain dedication in federal law of national forest revenues to county roads and schools, and retain the current distribution percentages of those revenues at the state level.
- c) Provide a real guarantee of reasonable revenues to counties, if the timber supply is exhausted. Funds will be needed to maintain important services that benefit the federal forest systems as well as our citizens.

The O&C Counties Association will comment separately on their objectives regarding **O&C forest revenues**.

3) If a federal forest policy change creates instability to local communities, it should include an infusion of sufficient funds for economic diversification, education, and retraining, as well as provide for federal hiring and contracting preferences for local displaced workers. Costs to deal with displacement at its beginning are far lower than with displacement left untreated.

Oregon's counties are eager to help reach a speedy and sound resolution to this crisis. We have extensive on-the-ground experience, problem-solving perspective, and an important, long-term stake in the outcome. We are available to serve on work groups, round tables, task forces, or any other forum chosen to resolve this crisis. Our courthouses and communities are open to you.

Forest Receipts as Percent of Total County Budget (FY 91-92)



No. of "Owl Counties" with Budget > 25% Forest Revenues = 11

No. of "Non-Owl Counties" with Budget > 25% Forest Revenues = 4

"*" County affected by Northern Spotted Owl Protection Measures

AOC 3/93 (Based on "County Services and Revenues in Oregon FY 91-92", Portland State University)

FOR THE OPERATION OF COUNTY GOVERNMENT IN OREGON (COUNTY FISCAL YEAR 1992-93)

COUNTY	PROPERTY TAX IMPOSED(a)	EASTERN OREGON SEVERANCE TAX(b)	WESTERN OREGON SEVERANCE TAX(b)	O&C RECEIPTS	NAT'L FOREST RECEIPTS(c)	STATE FOREST RECEIPTS(d)	TOTAL FOREST REVENUE RECEIVED	FOREST REVENUE AS PERCENTAGE OF PROPERTY TAXES IMPOSED				
								COUNTIES AFFECTED BY SPOTTED OWL	EXCEPT URBAN TRI-COUNTIES(e)	COUNTIES NOT AFFECTED BY SPOTTED OWL	ALL COUNTIES	EXCEPT URBAN TRI-COUNTIES(f)
Baker	\$2,123,652	\$16,082	-	-	\$769,331	-	\$769,413			36.96%		
Benton*	7,666,717	-	\$250,466	\$2,547,319	263,040	\$26,220	3,109,065	40.5%				
Clackamas*	32,600,527	-	127,346	5,631,162	4,020,356	0	9,178,886	28.2%				
Clatsop	3,571,093	-	347,104	-	-	411,235	758,339			21.2%		
Columbia*	2,056,635	-	347,089	1,867,430	-	122,270	2,336,789	113.6%				
Coos*	4,466,611	-	431,761	5,348,464	456,716	100	6,237,041	139.6%				
Crook	1,595,026	28,175	-	-	3,557,631	-	3,596,006			225.5%		
Curry*	632,274	-	72,241	3,306,795	3,168,525	-	6,569,561	1039.0%				
Deschutes*	7,920,716	24,493	-	-	2,726,443	-	2,752,936	34.6%				
Douglas*	3,427,746	-	456,949	22,736,309	12,626,101	64	35,793,443	1044.2%				
Gilliam	654,580	267	-	-	-	-	267			0.0%		
Grant	760,472	26,191	-	-	9,278,404	-	9,304,505			1223.5%		
Harney	929,672	2,127	-	-	3,927,140	-	3,929,267			422.7%		
Hood River*	1,165,903	-	14,179	-	1,672,776	-	1,686,957	144.7%				
Jackson*	1,200,247	-	97,459	14,205,158	3,613,111	-	17,915,726	1492.7%				
Jefferson*	2,364,959	16,366	-	-	489,176	-	505,562	21.4%				
Josephine*	697,769	-	8,430	10,950,753	1,741,766	0	12,700,969	1620.2%				
Klamath*	4,471,169	240,966	-	2,121,255	9,619,582	950	12,282,755	274.7%				
Lake*	1,073,049	170,762	-	-	4,696,484	-	5,067,266	472.2%				
Lane*	11,947,935	-	606,316	13,842,550	19,153,336	99,465	33,701,669	282.1%				
Lincoln*	7,663,329	-	651,891	326,347	2,978,794	137,275	4,294,307	54.6%				
Linn*	8,534,069	-	491,646	2,393,211	5,359,521	27,720	9,272,096	106.6%				
Malheur	2,075,594	401	-	-	6,564	-	6,965			0.3%		
Marion*	26,563,606	-	168,901	1,323,516	2,366,934	21,695	3,901,048	13.7%				
Morrow	4,371,067	24,026	-	-	397,406	-	421,434			9.6%		
Multnomah*	101,205,533	-	52,103	968,106	601,207	-	1,641,416	1.6%				
Polk*	2,900,677	-	322,115	1,956,062	5,519	94,090	2,379,606	82.0%				
Sherman	1,093,961	0	-	-	-	-	0			0.0%		
Tillamook*	2,609,716	-	225,562	507,651	1,563,064	432,720	2,749,017	97.8%				
Umatilla	4,962,727	39,636	-	-	1,060,976	-	1,100,612			22.2%		
Union	2,043,859	40,942	-	-	663,811	-	704,753			34.5%		
Wallowa	861,942	42,447	-	-	751,499	-	793,946			90.0%		
Wasco*	3,896,065	17,503	-	-	1,662,654	-	1,680,157	43.1%				
Washington*	44,861,140	-	170,171	571,107	-	43,750	785,026	1.7%				
Wheeler	127,474	29,463	-	-	1,170,636	-	1,200,299			941.6%		
Yamhill*	7,191,567	-	166,607	652,694	442,521	-	1,284,022	17.9%				
Total	\$314,711,436	\$720,001	\$5,230,576	\$90,651,931	\$102,405,450	\$1,419,574	\$200,427,534	61%	150%	90%	64%	139%

* Counties affected by northern spotted owl protection measures

(a) Property tax levy after offsets and constitutional tax rate limitation

(b) E.O.S.T. and W.O.S.T., private land severance taxes, operate as offsets to the property tax levy. E.O.S.T. amounts are approximations

(c) "National Forest Receipts" lists only the 75% that is used by counties and not initially passed on to schools

(d) An approximation of the portion of county forest trust land revenues used by counties for their operations

(e) Counties affected by northern spotted owl protection measures, except the urbanized tri-counties (Multnomah, Clackamas, & Washington)

(f) All counties, except the urbanized tri-counties (Multnomah, Clackamas, & Washington)

FOR THE OPERATION OF COUNTY GOVERNMENT IN OREGON (COUNTY FISCAL YEAR 1988-90)

FOREST REVENUE AS PERCENTAGE OF PROPERTY TAXES LEVIED

COUNTY	PROPERTY TAX LEVY(a)	EASTERN OREGON SEVERANCE TAX(b)	WESTERN OREGON SEVERANCE TAX(d)	O&C RECEIPTS	NAT'L FOREST RECEIPTS(c)	STATE FOREST RECEIPTS(d)	TOTAL FOREST REVENUE RECEIVED	COUNTIES AFFECTED BY SPOTTED OWL	COUNTIES NOT AFFECTED BY SPOTTED OWL	ALL COUNTIES
Baker	\$2,012,154	\$9,275	-	-	\$992,515	-	\$1,001,790		49.79%	
Benton*	6,913,487	-	\$134,552	\$3,068,502	396,335	\$230,225	3,849,624	55.7%		
Clackamas*	6,657,510	-	32,113	6,100,066	4,703,383	550	10,836,122	162.6%		
Clatsop	3,223,746	-	168,910	-	-	532,670	701,580		21.8%	
Columbia*	1,753,817	-	238,554	2,264,168	-	118,000	2,620,722	146.9%		
Coos*	3,565,649	-	270,817	6,484,754	668,504	64,700	7,488,775	210.0%		
Crook	1,589,450	23,030	-	-	2,605,253	-	2,628,283		165.4%	
Curry*	540,564	-	52,604	4,011,755	4,813,168	-	8,877,527	1642.3%		
Deschutes*	5,892,037	15,051	-	-	2,396,516	-	2,411,567	40.9%		
Douglas*	3,041,466	-	353,073	27,532,729	17,111,541	4,360	45,001,703	1479.6%		
Gilliam	586,384	193	-	-	-	-	193		0.0%	
Grant	776,194	21,837	-	-	7,770,341	-	7,792,178		1003.9%	
Harney	1,162,074	1,952	-	-	3,069,980	-	3,071,932		264.3%	
Hood River*	979,396	-	12,500	-	1,953,449	-	1,965,949	200.7%		
Jackson*	1,059,493	-	20,411	17,223,068	4,866,807	-	22,110,286	2067.4%		
Jefferson*	1,911,224	13,175	-	-	444,490	-	457,666	23.9%		
Josephine*	590,423	-	2,616	13,277,260	2,608,802	0	15,886,678	2691.1%		
Klamath*	4,786,551	134,940	-	2,571,920	12,623,183	74,400	15,404,443	321.8%		
Lake*	839,281	128,396	-	-	3,900,296	-	4,028,692	480.0%		
Lane*	11,238,796	-	337,476	16,783,424	25,922,120	140,230	43,183,252	384.2%		
Lincoln*	6,940,997	-	390,207	395,680	4,173,164	461,400	5,420,451	78.1%		
Linn*	6,553,481	-	306,647	2,901,653	8,618,015	11,530	11,838,045	180.6%		
Malheur	1,790,329	136	-	-	7,310	-	7,446		0.4%	
Marion*	24,965,504	-	60,595	1,604,702	3,136,124	58,320	4,869,742	19.6%		
Morrow	4,434,517	25,529	-	-	369,556	-	395,095		8.9%	
Multnomah*	84,271,600	-	23,720	1,198,031	881,241	-	1,902,992	2.3%		
Polk*	2,736,124	-	169,877	2,374,080	7,734	215,140	2,766,831	101.1%		
Sherman	1,059,906	0	-	-	-	-	0		0.0%	
Tillamook*	2,369,807	-	117,334	615,502	2,240,862	545,100	3,518,796	147.2%		
Umatilla	4,307,701	16,523	-	-	996,806	-	1,013,329		23.5%	
Union	2,009,614	21,368	-	-	879,344	-	900,712		44.8%	
Wallowa	657,742	24,650	-	-	1,723,201	-	1,747,851		203.8%	
Wasco*	4,070,181	15,063	-	-	1,938,559	-	1,953,622	48.0%		
Washington*	21,969,540	-	99,252	692,440	-	8,400	800,092	3.6%		
Wheeler	111,589	15,558	-	-	877,229	-	892,767		799.4%	
Yamhill*	6,811,508	-	103,566	791,360	620,185	-	1,515,111	22.2%		
Total	\$234,442,156	\$466,677	\$2,915,037	\$109,911,094	\$123,116,023	\$2,475,025	\$238,883,866	103.9%	84.2%	101.9%

* Counties affected by northern spotted owl protection measures

(a) Net property tax levy after offsets

(b) E.O.S.T. & W.O.S.T., private land severance taxes, operate as offsets to the property tax levy. E.O.S.T. amounts are approximate.

(c) "National Forest Receipts" lists only the 75 percent that is used by counties and not initially passed on to schools.

(d) An approximation of the portion of county forest trust land revenues used by counties for their operations.

U. S. FOREST SERVICE RECEIPTS TO COUNTIES BY COUNTY FISCAL YEAR FOR DISTRIBUTION TO ROAD FUNDS AND SCHOOLS

COUNTY	CFY 1969	CFY 1970	CFY 1971	CFY 1972	CFY 1973	CFY 1974	CFY 1975	CFY 1976	CFY 1976 (FT)	CFY 1977	CFY 1978	CFY 1979
Baker	387,345.47	420,389.18	220,601.66	328,476.93	437,070.73	455,137.28	186,569.25	524,978.20	128,508.27	1,176,567.05	1,047,602.18	1,898,418.71
Benton	130,735.54	90,016.32	83,655.61	104,748.33	158,014.80	138,129.42	108,966.86	172,870.17	44,130.47	308,946.49	361,314.40	388,240.64
Clackamas	1,736,872.42	1,773,277.30	1,255,000.41	1,618,593.77	2,563,521.93	2,647,882.05	1,970,577.46	2,641,999.36	997,562.16	3,715,462.59	4,074,082.40	5,385,791.20
Clatsop	-	-	-	-	-	-	-	-	-	-	-	-
Columbia	-	-	-	-	-	-	-	-	-	-	-	-
Coos	175,451.51	148,919.59	127,397.01	166,312.15	239,498.36	232,828.43	201,243.92	308,321.39	79,132.13	480,565.49	619,477.13	777,288.54
Crook	432,961.43	429,097.45	290,194.62	369,601.71	754,794.83	1,019,720.19	639,799.88	1,020,247.43	396,823.82	2,093,554.57	2,124,626.88	2,373,585.29
Curry	1,267,093.31	1,213,313.33	986,376.54	1,288,066.24	1,807,941.89	1,804,217.57	1,603,260.26	2,409,913.87	620,259.85	3,445,446.35	4,652,800.00	6,278,585.57
Deschutes	812,540.65	738,607.79	490,616.91	1,247,816.26	1,018,391.97	1,754,711.13	1,025,003.97	2,186,878.10	585,869.25	3,686,619.42	3,382,469.13	4,407,929.57
Douglas	3,652,917.53	3,395,859.38	2,564,885.74	3,869,627.91	5,524,373.58	3,780,986.45	4,822,700.40	5,651,364.38	1,965,162.90	9,309,983.72	12,823,517.71	14,980,841.79
Gilliam	-	-	-	-	-	-	-	-	-	-	-	-
Grant	1,110,324.97	819,825.27	627,174.43	1,113,608.36	1,683,357.90	1,964,519.97	1,037,899.19	2,042,057.04	742,392.64	4,360,641.46	4,422,112.04	5,894,636.08
Harney	438,941.90	362,810.37	260,187.24	426,770.66	722,736.24	913,831.21	535,284.69	948,837.62	344,429.58	1,905,700.72	1,968,304.35	2,453,740.57
Hood River	723,400.20	738,654.55	522,667.21	673,610.20	1,068,168.18	1,103,085.91	820,508.37	1,100,597.94	415,537.61	1,546,900.62	1,694,028.69	2,241,602.27
Jackson	1,031,696.05	749,852.04	789,479.97	1,456,110.61	1,554,267.45	1,283,705.96	1,281,005.63	1,561,107.32	409,592.87	2,969,851.02	4,265,413.04	5,272,131.75
Jefferson	151,924.29	141,066.00	94,813.64	224,133.75	194,885.79	317,141.93	190,834.57	388,109.37	107,900.76	648,283.02	601,782.28	780,900.37
Josephine	688,534.19	649,935.14	536,179.93	711,331.98	973,010.37	959,682.46	858,265.62	1,275,158.36	328,738.58	1,852,220.59	2,505,134.59	3,365,635.75
Klamath	1,742,105.12	1,767,565.05	1,165,766.74	1,894,907.78	2,454,738.38	2,906,719.00	1,997,518.32	3,371,916.15	765,431.95	5,673,392.38	7,649,844.46	9,862,793.58
Lake	950,616.24	854,942.80	559,629.69	997,107.89	1,277,797.39	1,258,384.14	1,266,083.86	1,974,498.30	561,925.59	4,336,667.62	4,160,294.42	4,881,065.25
Lane	6,952,306.23	6,215,150.47	4,944,871.26	7,564,322.18	9,677,708.72	8,719,701.48	7,908,288.31	9,561,289.14	4,130,871.68	20,750,798.58	22,358,438.25	24,089,679.80
Lincoln	1,367,173.70	941,452.27	874,927.56	1,095,459.03	1,652,471.77	1,444,507.88	1,139,536.34	1,807,814.17	461,500.62	3,217,527.69	3,767,169.76	4,052,249.82
Linn	2,231,787.04	2,166,548.09	1,655,177.94	2,695,958.52	3,228,986.54	3,026,031.93	2,760,395.22	3,066,005.00	1,567,408.67	7,280,262.41	7,462,555.77	7,967,871.55
Malheur	2,318.30	2,402.13	1,304.67	2,029.21	2,724.23	2,885.37	1,239.17	3,297.79	851.48	7,241.43	6,613.61	11,556.52
Marion	894,283.90	880,643.45	659,292.85	1,015,118.49	1,130,269.23	1,251,388.27	1,081,564.73	1,262,001.75	597,563.49	2,609,763.61	2,710,081.92	3,033,246.48
Morrow	81,255.10	75,278.81	62,562.27	56,717.59	112,350.25	130,895.19	65,335.13	102,522.51	63,114.20	354,098.53	320,440.19	306,464.86
Multnomah	244,647.83	249,791.56	177,635.22	228,935.15	363,030.79	374,898.03	278,860.40	374,052.47	141,119.73	525,339.17	575,917.56	762,075.71
Polk	0.00	0.00	1,631.96	2,043.44	3,082.55	2,694.63	2,125.72	3,372.35	860.90	6,026.93	7,048.52	7,576.12
Sherman	-	-	-	-	-	-	-	-	-	-	-	-
Tillamook	739,816.29	509,422.49	473,425.78	592,794.24	894,241.09	781,705.27	616,667.84	978,310.94	249,744.20	1,748,397.20	2,044,847.56	2,199,482.36
Umatilla	239,592.33	224,272.18	180,822.48	168,571.67	325,570.57	376,982.69	186,332.77	300,760.55	177,550.72	1,007,685.32	875,402.58	873,258.24
Union	362,404.07	395,370.55	219,246.05	290,893.01	409,810.27	431,047.94	178,735.18	462,964.17	136,150.39	1,143,646.20	998,004.29	1,661,215.49
Wallowa	469,185.44	545,326.70	282,081.08	417,973.22	454,803.57	423,183.10	146,129.62	196,949.82	95,040.68	898,731.52	1,137,242.70	1,287,468.14
Wasco	708,974.15	723,900.49	512,620.36	660,661.89	1,047,756.05	1,082,006.51	804,828.89	1,079,566.10	407,290.64	1,516,200.02	1,660,408.11	2,198,798.61
Washington	-	-	-	-	-	-	-	-	-	-	-	-
Wheeler	150,702.57	148,193.43	103,394.16	125,432.58	255,209.76	335,177.77	205,749.96	328,653.47	134,384.37	715,870.83	711,908.25	781,206.46
Yamhill	204,018.68	140,483.13	130,556.34	163,474.50	246,604.31	215,570.37	170,058.11	269,788.19	68,871.81	482,154.40	563,881.88	606,089.97
Total	30,081,926.45	27,512,367.31	20,854,177.33	31,571,209.25	42,237,189.49	41,139,359.53	34,091,369.64	47,376,203.42	16,725,722.01	89,774,546.95	101,552,764.65	121,081,427.06

* Allocation for receipts in July, August, and September, 1976, the transition period between the former federal fiscal year (July 1 to June 30) and the newly-adopted federal fiscal year (October 1 to September 30)

COUNTY	CFY 1980	CFY 1981	CFY 1982	CFY 1983	CFY 1984	CFY 1985	CFY 1986	CFY 1987	CFY 1988	CFY 1989	CFY 1990
Baker	1,054,658.77	1,515,470.70	395,310.32	810,580.45	770,525.00	1,024,704.73	1,215,704.53	1,180,488.75	1,166,952.44	1,323,353.74	1,566,686.75
Benton	320,328.86	355,822.61	144,667.65	191,035.87	266,220.79	275,561.20	389,971.46	351,991.74	480,786.51	528,446.17	339,359.55
Clackamas	7,051,759.24	5,589,030.87	2,263,865.43	3,673,916.03	4,008,636.28	3,455,841.66	5,439,415.44	5,375,219.66	6,699,342.05	6,271,190.12	6,121,434.53
Clatsop	-	-	-	-	-	-	-	-	-	-	-
Columbia	-	-	-	-	-	-	-	-	-	-	-
Coos	530,602.39	484,720.33	177,792.41	266,228.33	343,358.64	458,517.08	553,818.19	581,317.68	731,616.94	891,339.44	618,194.92
Crook	1,686,274.56	2,409,837.58	878,587.66	1,135,816.60	2,349,519.24	2,302,340.28	3,985,146.39	3,499,060.57	3,683,105.30	3,473,671.17	3,640,526.91
Curry	3,860,511.12	3,045,758.32	1,009,451.43	1,706,393.38	2,049,793.64	3,346,825.21	3,497,343.56	4,127,380.26	4,896,447.74	6,417,556.95	4,667,604.77
Deschutes	3,081,603.06	4,644,890.78	2,217,856.70	4,529,196.18	5,101,836.32	5,020,738.42	4,841,864.15	4,439,341.74	3,550,339.78	3,195,354.11	4,175,755.99
Douglas	10,350,747.47	9,703,431.02	6,407,238.04	6,648,905.18	10,545,547.48	9,531,261.75	11,737,183.60	18,991,965.90	16,091,516.02	22,815,389.17	24,278,440.18
Gilliam	-	-	-	-	-	-	-	-	-	-	-
Grant	3,594,530.83	2,519,990.47	1,400,667.73	2,541,461.07	5,497,223.33	6,422,048.94	9,104,247.68	8,178,289.95	9,302,181.98	10,360,455.43	10,810,104.00
Harney	1,584,608.98	1,604,838.53	719,932.77	1,061,413.79	2,391,311.39	2,627,425.88	4,136,315.75	3,613,514.72	3,976,643.72	4,093,306.36	4,318,696.55
Hood River	2,944,850.30	2,328,012.19	941,988.48	1,530,065.80	1,670,282.33	1,438,500.96	2,269,063.57	2,242,781.98	2,791,428.97	2,604,597.74	2,542,447.47
Jackson	3,432,233.66	4,446,796.53	1,784,642.56	3,949,041.24	2,826,751.66	4,210,541.41	4,661,099.91	5,467,483.26	5,538,023.24	6,489,076.27	4,532,283.16
Jefferson	577,859.60	819,285.67	388,804.51	780,951.14	877,537.17	861,430.40	848,216.80	783,753.77	652,208.77	592,652.58	748,815.04
Josephine	2,075,794.71	1,707,368.43	577,092.28	1,015,129.44	1,140,276.74	1,850,958.41	1,942,307.14	2,290,227.05	2,678,836.38	3,478,401.72	2,518,474.29
Klamath	7,799,094.10	6,575,955.15	2,902,569.81	7,566,550.48	9,894,489.27	10,219,303.68	11,746,531.26	13,041,089.14	15,612,206.70	16,830,911.09	13,300,540.48
Lake	3,351,236.24	4,891,491.28	2,652,206.93	3,784,013.85	4,547,127.75	4,345,128.63	4,233,154.94	7,039,096.31	6,274,381.47	5,200,394.59	6,191,278.80
Lane	21,198,685.62	19,362,259.95	11,027,033.19	13,090,189.17	14,973,433.80	18,147,177.25	22,291,776.25	25,344,183.91	29,549,624.56	34,562,827.57	29,502,433.18
Lincoln	3,352,779.32	3,729,215.78	1,518,175.88	2,004,774.69	2,795,939.04	2,894,288.78	4,095,274.67	3,698,894.10	5,063,423.12	5,564,217.79	3,570,203.90
Linn	7,340,559.27	6,263,994.80	3,904,708.30	4,587,788.94	4,685,211.92	6,242,994.66	7,298,969.75	8,522,511.24	9,867,966.44	11,490,686.74	10,125,217.34
Malheur	6,457.28	8,472.46	2,418.81	4,871.73	5,516.88	7,179.10	8,961.93	8,444.02	8,697.11	9,747.38	11,199.04
Marion	3,075,849.32	2,566,127.58	1,434,064.47	1,822,388.77	1,898,308.61	2,275,359.63	2,848,799.32	3,198,422.69	3,768,060.84	4,181,497.75	3,764,604.04
Morrow	227,168.07	281,928.15	99,471.58	219,769.17	278,368.78	237,044.88	216,029.40	302,343.95	340,020.45	492,755.16	432,619.40
Multnomah	998,611.83	791,465.12	320,311.11	520,271.94	567,967.83	489,635.07	771,568.22	772,184.17	965,436.05	908,321.26	887,771.58
Polk	6,250.90	6,943.52	2,823.04	3,727.88	5,195.03	5,377.30	7,609.90	6,868.76	9,382.07	10,312.10	6,616.58
Sherman	-	-	-	-	-	-	-	-	-	-	-
Tillamook	1,814,744.76	2,015,825.95	819,579.19	1,082,266.97	1,514,106.21	1,567,228.95	2,201,797.63	1,987,362.32	2,718,556.24	2,987,815.71	1,917,079.73
Umatilla	637,171.76	803,223.28	276,437.38	608,809.00	760,630.22	660,707.38	608,982.86	837,307.42	934,374.88	1,329,074.10	1,181,511.67
Union	969,237.40	1,438,459.08	373,169.88	781,527.38	696,666.97	847,984.74	907,936.01	972,552.36	954,893.29	1,172,458.85	1,317,545.67
Wallowa	2,043,328.78	1,575,902.79	774,755.15	1,100,860.56	1,259,958.51	1,215,470.38	1,275,445.36	1,146,822.88	1,543,971.63	2,297,601.39	2,328,158.62
Wasco	2,881,270.56	2,283,279.73	923,879.61	1,500,630.54	1,637,625.81	1,410,210.58	2,221,539.40	2,195,966.06	2,739,172.78	2,584,745.07	2,523,439.34
Washington	-	-	-	-	-	-	-	-	-	-	-
Wheeler	559,485.03	787,427.86	286,149.22	395,739.29	768,873.37	744,473.94	1,243,517.69	1,123,562.03	1,188,790.10	1,169,638.96	1,202,226.74
Yamhill	500,071.57	555,481.56	225,843.47	298,229.77	415,602.40	430,183.91	607,356.15	548,205.11	752,335.31	826,913.19	530,574.40
Total	98,908,365.36	95,112,708.07	46,851,494.99	69,212,544.63	86,543,842.41	94,566,445.19	117,206,948.91	131,868,633.50	144,530,722.88	164,154,709.67	149,671,844.62

COUNTY	CFY 1991	CFY 1992	TOTAL 1980-1989	TOTAL 1969-1992
Baker	1,176,072.24	1,025,774.27	10,457,749.43	21,437,947.60
Benton	405,191.95	377,386.85	3,304,832.86	6,516,540.26
Clackamas	5,941,365.11	5,360,475.16	49,828,216.78	97,632,114.63
Clatsop	-	-	-	0.00
Columbia	-	-	-	0.00
Coos	672,800.42	608,953.54	5,019,311.43	10,475,695.96
Crook	5,168,846.46	4,757,108.42	25,403,359.35	50,914,849.24
Curry	4,795,924.73	4,251,367.01	33,957,461.61	75,049,632.90
Deschutes	3,277,578.32	3,637,925.77	40,623,021.24	73,051,735.47
Douglas	18,888,630.26	16,837,469.10	122,823,185.63	255,169,946.66
Gilliam	-	-	-	0.00
Grant	10,754,045.58	12,371,204.51	58,921,097.41	118,675,000.85
Harney	5,089,341.41	5,236,186.68	25,809,311.89	51,735,111.68
Hood River	2,471,323.38	2,230,371.06	20,761,572.32	40,654,475.98
Jackson	4,968,202.99	4,817,481.03	42,805,689.74	79,747,870.63
Jefferson	599,890.63	652,234.93	7,182,700.41	13,025,416.78
Josephine	2,602,307.90	2,322,380.94	18,756,392.30	40,903,382.99
Klamath	13,313,713.01	13,226,108.94	102,188,700.68	183,281,762.02
Lake	4,279,170.20	6,528,644.62	46,318,231.99	86,396,338.80
Lane	28,185,683.44	25,537,784.74	209,547,191.27	425,646,518.73
Lincoln	4,264,378.19	3,971,724.69	34,716,983.17	68,345,080.56
Linn	9,412,452.72	8,479,360.79	70,205,392.06	143,331,411.59
Malheur	9,109.04	8,752.17	70,766.70	144,290.86
Marion	3,531,351.32	3,182,578.80	27,068,878.98	54,672,631.31
Morrow	376,524.43	529,874.34	2,694,899.59	5,764,952.39
Multnomah	885,460.47	801,608.60	7,105,772.60	13,976,916.87
Polk	7,900.13	7,358.00	64,490.50	122,828.33
Sherman	-	-	-	0.00
Tillamook	2,291,458.60	2,110,751.71	18,709,283.93	36,857,429.23
Umatilla	1,018,317.53	1,414,634.27	7,456,718.28	16,007,983.85
Union	944,077.94	885,080.59	9,114,885.96	18,951,077.77
Wallowa	1,117,680.04	1,001,997.80	14,234,117.43	25,036,069.48
Wasco	2,454,314.97	2,216,871.58	20,378,320.14	39,975,957.85
Washington	-	-	-	0.00
Wheeler	1,640,000.04	1,561,113.73	8,267,657.49	16,666,881.61
Yamhill	633,500.60	590,028.49	5,160,222.44	10,175,877.62
				0.00
Total	141,176,614.05	136,540,593.13	1,048,956,415.61	2,080,343,730.50

SCHEDULE ANNUAL PAYMENTS TO COUNTIES FROM O&C LANDS

County	Benton	Clackamas	Columbia	Coos	Curry	Douglas	Jackson	Josephine	Klamath	Lane
Acres	92,496	91,805	11,079	122,001	93,506	706,321	437,997	366,600	67,305	374,215
% of receipts	2.81%	5.55%	2.06%	5.90%	3.65%	25.05%	15.67%	12.08%	2.34%	15.27%
1916-1969	\$9,105,130	\$17,273,875	\$6,370,986	\$18,677,597	\$10,081,725	\$78,640,246	\$49,728,997	\$15,877,078	\$7,087,121	\$47,451,285
1970	829,204	1,631,005	610,002	1,741,037	1,000,776	7,392,031	4,624,077	3,564,700	690,513	4,505,941
1971	893,431	1,768,630	661,588	1,386,490	1,170,776	8,009,590	5,010,390	3,862,504	743,801	4,882,493
1972	1,061,450	2,090,509	701,060	2,220,668	1,382,462	9,462,397	5,919,191	4,563,102	883,913	5,768,095
1973	1,326,060	2,619,087	972,129	2,784,254	1,722,462	11,821,283	7,394,790	5,700,642	1,104,264	7,206,028
1974	1,623,881	3,207,308	1,190,461	3,409,572	2,109,311	14,476,232	9,055,591	6,900,953	1,352,271	8,324,433
1975	1,386,673	2,730,812	1,016,568	2,911,530	1,301,201	12,361,664	7,732,325	5,961,234	1,154,742	7,535,434
1976	1,661,296	3,281,208	1,217,010	3,438,131	2,157,911	14,809,776	9,264,238	7,141,309	1,383,423	9,027,755
FY chg. %	830,721	1,640,748	608,999	1,744,219	1,079,051	7,405,542	4,632,529	3,571,216	691,775	4,514,277
1977	2,919,876	5,885,521	2,184,536	6,256,680	3,370,658	26,564,371	16,617,313	12,810,287	2,431,463	10,192,136
1978	2,424,742	4,789,080	1,777,569	5,091,094	3,149,575	21,615,571	13,521,602	10,423,800	2,019,130	13,176,443
1979	1,719,354	5,370,965	1,993,547	5,709,675	3,532,256	24,241,924	15,164,509	11,690,317	2,264,515	14,777,412
1980	2,742,757	5,417,189	2,010,704	5,758,814	3,562,656	24,450,557	15,295,018	11,790,927	2,284,004	14,904,591
1981	2,724,456	5,381,044	1,997,288	5,720,389	3,538,885	24,287,413	15,192,965	11,712,254	2,263,764	14,805,142
1982	1,104,277	2,181,046	809,541	2,318,588	1,434,381	9,844,176	6,158,014	4,747,212	919,576	6,000,321
1983	1,326,719	2,620,388	972,612	2,735,638	1,723,318	11,827,156	7,398,465	5,703,475	1,104,312	7,209,607
1984	1,854,071	3,611,956	1,359,212	3,892,890	2,403,313	16,528,287	10,339,252	7,970,527	1,543,960	10,075,327
1985	1,717,571	3,392,356	1,259,145	3,606,288	2,231,009	15,311,444	9,578,057	7,383,722	1,430,291	9,333,653
1986	2,018,745	(3,987,107) 3,909,677	(1,474,931) 1,475,553	4,238,646	(2,622,211) 2,605,792	17,996,284	(11,237,554) 11,096,921	(8,678,443) 8,624,238	(1,481,595) 1,631,807	10,970,189
1987	1,922,662	3,797,428	(1,409,398) 4,036,905	4,036,905	(3,489,987) 2,496,408	17,139,744	10,721,743	(8,211,114) 8,265,394	1,601,078	10,448,060
1988	3,059,247	6,042,285	2,228,657	6,423,330	3,921,045	27,271,936	17,059,930	12,977,482	2,547,558	16,624,449
1989	3,088,502	6,100,066	2,264,168	6,484,754	4,011,755	27,532,729	17,223,933	13,277,260	2,571,920	16,783,424
1990	2,900,724	5,729,188	2,126,509	6,090,488	3,767,844	25,858,768	16,175,924	12,470,017	2,415,550	15,763,009
1991	2,714,540	5,361,460	1,990,020	5,699,570	3,526,000	24,199,030	15,137,670	11,669,630	2,260,500	14,751,260
1992	2,547,319	5,031,182	1,867,430	5,348,464	3,308,795	22,708,309	14,295,153	10,950,753	2,121,255	13,342,550

Amounts in parenthesis are amounts actually earned before mineral receipt withholding.

SCHEDULE ANNUAL PAYMENTS TO COUNTIES FROM O&C LANDS

County	Lincoln	Linn	Marion	Multnomah	Polk	Tillamook	Washington	Yamhill	Total
Acres	9,220	86,166	20,712	4,247	42,205	27,570	11,695	41,645	2,563,604
% of receipts	.36%	2.64%	1.46%	1.09%	2.16%	.56%	.63%	.72%	100.00%
1916-1969	\$ 1,169,415	\$ 8,466,109	\$ 4,611,164	\$ 3,620,551	\$ 7,044,502	1,831,329	\$ 2,038,600	\$ 2,326,381	\$ 312,983,580
1970	106,233	779,040	430,833	214,437	237,396	165,251	135,232	212,466	29,402,279
1971	115,108	944,124	466,826	241,309	690,647	179,057	200,763	230,216	31,867,200
1972	135,907	997,235	551,501	304,525	815,919	211,535	237,301	271,973	37,666,827
1973	169,887	1,245,835	688,935	514,379	1,019,320	264,268	297,302	339,773	47,190,752
1974	208,042	1,525,639	843,724	629,904	1,248,250	323,620	364,073	416,083	57,789,348
1975	177,653	1,302,786	720,480	237,893	1,065,916	276,349	310,892	355,305	49,347,960
1976	212,835	1,560,791	863,165	644,417	1,277,911	331,077	372,461	425,670	59,120,860
FY chg. 4yr.	106,427	700,464	431,620	322,237	638,562	165,563	186,247	212,854	29,563,042
1977	381,764	2,799,599	1,548,263	1,155,090	2,290,581	593,854	668,086	763,257	106,045,424
1978	310,643	2,278,044	1,259,830	940,558	1,863,858	483,223	543,625	621,286	86,289,736
1979	348,387	2,554,838	1,412,903	1,054,838	2,090,322	541,935	609,677	696,774	96,774,149
1980	351,385	2,576,825	1,425,062	1,063,916	2,108,311	546,599	614,924	702,770	97,607,012
1981	349,041	2,559,632	1,415,554	1,056,818	2,094,244	542,952	610,821	698,081	96,955,742
1982	141,473	1,037,470	573,752	428,349	848,839	220,069	247,578	282,946	39,298,109
1983	169,971	1,085,229	689,327	514,635	1,019,827	264,399	297,499	339,942	47,214,154
1984	237,532	1,741,903	963,325	718,195	1,425,194	369,495	415,681	475,065	65,981,185
1985	220,045	1,613,661	892,404	666,246	1,320,268	342,292	385,078	440,089	61,123,528
1986	(255,819)	1,896,615	1,048,886	(763,988)	(1,537,691)	402,312	452,602	517,258	(71,841,455)
1987	246,319	1,806,344	998,963	745,802	1,477,918	383,164	431,060	492,640	71,443,023
1988	391,932	2,874,168	1,589,502	1,186,683	2,351,592	609,672	685,881	783,865	(68,442,133)
1989	395,680	2,901,653	1,604,702	1,198,031	2,374,080	615,502	692,440	791,360	68,347,121
1990	371,623	2,725,235	1,507,138	1,125,192	2,229,738	578,080	650,340	743,246	(108,870,003)
1991	347,770	2,550,310	1,410,400	1,052,970	2,086,620	540,970	608,590	695,540	108,629,214
1992	326,347	2,393,211	1,323,518	988,106	1,958,082	507,651	571,107	652,694	109,911,094
									103,228,614
									90,602,913
									90,651,931

Amounts in parenthesis are amounts actually earned before mineral receipts overpayment withholding.

TIMBER SUPPLY ("PIPELINE") IN NATIONAL FORESTS IN OREGON
AFFECTED BY NORTHERN SPOTTED OWL PROTECTION MEASURES

National Forest	Federal Fiscal Yr.	Volume Sold (1)	Volume Harvested (1)	Volume Remaining (1) (2)	Volume Remaining As Percentage of Aver Annual Harvest (3)
DESCHUTES	1990	160	199		
	1991	131	161		
	1992	108	152	78	46% (or 1/2 year)
	(1st Quarter 1993)	29	26	74)	
MT. HOOD	1990	322	230		
	1991	143	207		
	1992	43	129	89	47% (or 1/2 year)
	(1st Quarter 1993)	6	23	84)	
ROGUE	1990	142	130		
	1991	52	93		
	1992	7	63	138	145% (or 1 1/2 years)
	(1st Quarter 1993)	0.4	17	115)	
SISKIYOU	1990	137	117		
	1991	58	83		
	1992	2	51	79	94% (or 1 year)
	(1st Quarter 1993)	0.3	4	73)	
SIUSLAW	1990	404	176		
	1991	70	153		
	1992	9	101	252	165% (or 1 yr. 8 months)
	(1st Quarter 1993)	0.7	15	240)	
UMPQUA	1990	418	429		
	1991	74	264		
	1992	15	147	274	98% (or 1 year)
	(1st Quarter 1993)	2	21	243)	
WILLAMETTE	1990	539	535		
	1991	364	389		
	1992	104	261	424	107% (or 1 year)
	(1st Quarter 1993)	37	60	398)	
WINEMA	1990	92	215		
	1991	125	152		
	1992	46	88	92	61% (or 1/2 year)
	(1st Quarter 1993)	48 (4)	23	148)	

(1) Million board feet.

(2) Portion of volume remaining may not be available for harvest due to species protection measures.

(3) Volume remaining divided by average annual harvest of last three years

(4) Fire salvage sales



LINN COUNTY BOARD OF COMMISSIONERS

RICHARD STACH
Commissioner

DAVE SCHMIDT
Commissioner

JOEL FOSDICK
Commissioner

Linn County Courthouse
P.O. Box 100, Albany, Oregon 97321
(503) 967-3825 FAX: 926-8228

RALPH E. WYATT
Administrative Officer

April 2, 1993

Ms. Katie McGinty, Director
Office on Environmental Policy
The White House
Washington, D.C. 20501

Dear Ms. McGinty:

The attached publication produced by the Society of American Foresters (SAF) titled Briefings On Forest Issues is being submitted for your review. Mr. William Banzhaf, Executive Vice-president of SAF, asked that I review this publication to determine if there was consistency between the Oregon counties' positions and that of the SAF.

I find that the positions represented in this publication are professional in style and substance, and are quite consistent with the policies developed by our own Association of Oregon Counties. Therefore, I am tendering this to you in hopes that it might provide some help in developing national forest policy.

I want to personally thank you for yours and your staff's great effort in making this Forest Conference happen. I am very hopeful that this step will engender fair and proper action that will bring some stability back to rural counties, communities and families.

If there is any way that I can assist you in the future, please do not hesitate to let me know.

Sincerely,

David R. Schmidt
Linn County Commissioner

cc: Mr. William Banzhaf



BOARD OF COMMISSIONERS
P. O. BOX 100
ALBANY, OREGON 97321



DAVE SCHMIDT
Commissioner

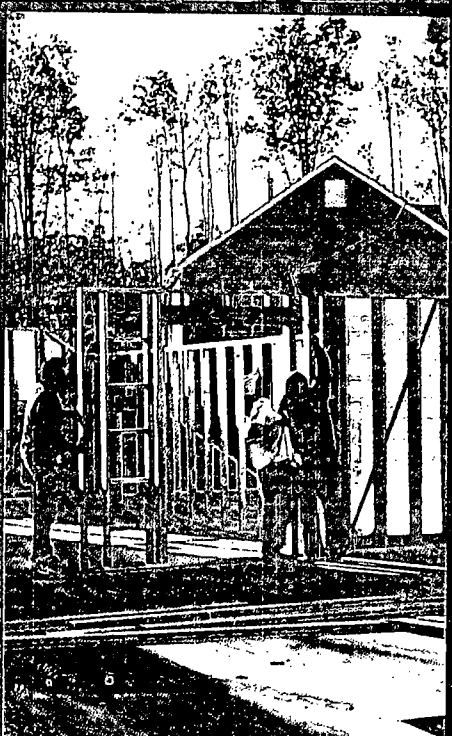
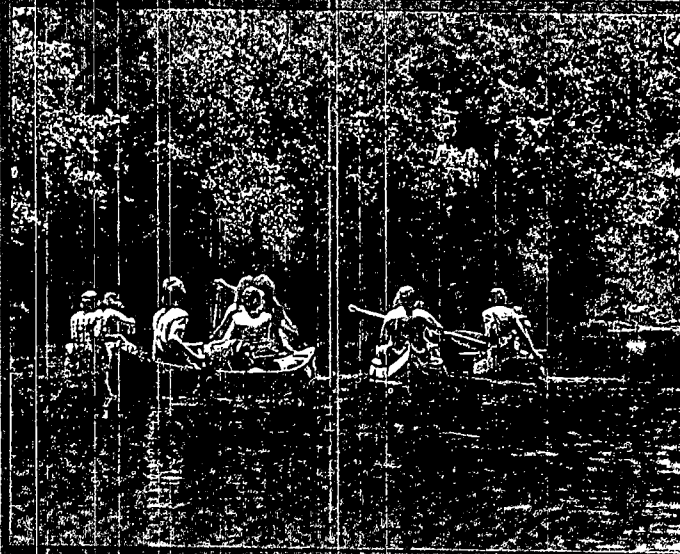
LINN COUNTY BOARD OF COMMISSIONERS

County Courthouse / Room 201
4th & Broadalbin, SW
P.O. Box 100, Albany, Oregon 97321
Phone (503) 926-3825
Fax (503) 926-8228

Ms. Katie McGinty
Office on Environmental Policy
The White House
Washington, D.C. 20501

BRIEFINGS ON FOREST ISSUES

*Society of
American
Foresters*



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SOCIETY OF AMERICAN FORESTERS

BRIEFINGS ON FOREST ISSUES

JANUARY 1993

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About the Society of American Foresters

whose members “advocate and practice land management consistent with ecologically sound principles”.

Background

Gifford Pinchot and six other pioneer foresters founded the Society of American Foresters (SAF) in 1900. The Society, with about 18,000 members, is the national organization representing the forestry profession in the United States and includes public and private practitioners, researchers, administrators, educators, and forestry students. It is also the accreditation authority for professional forestry education in the United States.

The objectives of the Society are to advance the science, technology, and practice of professional forestry in America, and to use the knowledge and skills of the profession to benefit society.

SAF members subscribe to a code of ethics, the foundation for their professional behavior in relations with the land, the public, their employers (including clients), and with each other. Stewardship of the land is the cornerstone of the forestry profession. As such, SAF members advocate and practice land management consistent with ecologically sound principals.

The Society publishes the *Journal of Forestry*, *Forest Science*, *Southern Journal of Applied Forestry*, *Northern Journal of Applied Forestry*, *Western Journal of Applied Forestry*, and *Proceedings* of the Society’s national convention.

The Policy Process

The Society’s Forest Policies, approved by referendum, guide positions the Society takes in contributing its professional knowledge to public deliberations on forestry issues. Subsequent position statements adopted by SAF define specific forest resource issues and offer scientifically based solutions embodying the best judgement of forestry professionals. Positions are not bound by corporate or agency policy, financial interests, or public opinion. Rather, they represent the views of a national organization with members in all 50 states.

The Society’s position-taking procedure assures analytical, objective, and democratic analysis of forestry issues. Interdisciplinary task forces study and prepare reports on resource issues. Task force members represent the various disciplinary and philosophical segments of the forestry profession and are selected for their knowledge about the issue. Position statements draw from task force reports and are reviewed by forest policy and science experts and the Society’s governing council before being adopted.

Additional information on the contents of these briefings on federal forest policy and on other forest policy issues may be obtained from:

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Section I

FOREST POLICY



Forest Policies of the Society of American Foresters

The Society of American Foresters is the national organization representing the forestry profession in the United States. The Society's forest policies guide the positions the Society takes in contributing its professional knowledge to public deliberation on forestry issues.

Forests affect nearly every aspect of our lives. Forest resources provide the raw materials for our homes, our workplaces, the books and newspapers we read, and the packaging that contains our food and other products of our labor. Forest ecosystems supply our water, maintain our climate, help purify the air, protect soils, and provide for wilderness experiences. Forests provide habitat for wildlife, and serve as preserves of biological diversity, and as sources of food, fuel, and medicine for people throughout the world. They shape the recreational landscape, help stabilize our farms, and enhance our cities.

The actions of humans affect the benefits forests can provide. If forest resources are to be sustained and enhanced, these actions must be directed at achieving desired outcomes in diverse ecosystems, environmental conditions, and social regimes; they must anticipate the effects of population growth and social change on future human needs. The present and future benefits from forests of the world depend upon careful use of the knowledge that guides the actions we take.

Forestry is the science and art of attaining desired forest conditions and benefits. As professionals, foresters develop, use, and communicate their knowledge for one purpose: to sustain and enhance forest resources for diverse benefits in perpetuity. To fulfill this purpose, foresters need to understand the many demands that forests must satisfy and the potential for forest ecosystems to satisfy these demands now and in the future.

Expanding Knowledge

The Society of American Foresters promotes public policies that advance knowledge about the capabilities of forest resources and responses of forest ecosystems to specific actions and policies. The Society has a responsi-

bility to ensure that knowledge about forests grows vigorously to serve society's needs, thereby improving decisions affecting forests and resolving uncertainty about the future consequences of forest activities.

Resource Inventory—The Society promotes policies and programs that improve knowledge about the extent, quality, distribution, potential, and values of forest resources. The world's forests are complex and diverse. The variability of soils, climates, topographies, and gene pools, of access to urban areas and markets, and of human population and use, create marked differences in biological and social potentials, even over short distances and times. New technologies, institutions, and economic conditions may create even greater differences and possibilities. Such variations determine the impacts of policies and activities on the benefits that forest resources can sustain. The Society promotes the advance of forest assessments and the improved interpretation and use of the information they provide.

Research—The Society advocates policies that strengthen forestry research. Research improves and develops new knowledge about the effects of different activities, social and biological conditions, and policies on forest quality and productivity. Such knowledge is vital for sustaining and enhancing the benefits that forests provide and for resolving conflicts about forest policy and management on scientific grounds.

The Society promotes the growth of knowledge about forest ecosystems and their management. Through journals, conferences, special committees, and task forces, the Society sponsors the evaluation and dissemination of research results, applies the results to contemporary policy issues, and assesses the priorities of forestry research agendas. The Society advocates cost-effective funding for research activities and for the development of scientists in areas of social priority.

Planning—The Society promotes long-term planning of forest activities. These activities can have enduring effects. They must be chosen and implemented with

the best available understanding of their future impacts on forest ecosystems, resources, and people. Planning provides the means for using scientific knowledge and methods systematically to choose, implement, evaluate, and improve forestland allocations and practices.

The Society advocates resource planning and evaluation to help foresters, landowners, and the public understand the reasons for and the effects of specific decisions. It supports organizations that plan effectively and remain responsive to new knowledge and societal needs. It encourages its members to participate in public discussions of forest plans, their basis, and their implications.

Transforming Knowledge into Abilities

The Society of American Foresters has a responsibility to improve the education of forestry professionals, to strengthen communications between them and the people they serve.

Education—The Society promotes policies that will improve the quality and effectiveness of professional and technical education throughout the world. Such education is the best way to develop the skills of resource professionals and to improve their responsiveness to the future complexities of the world's forest ecosystems. The Society helps to recruit promising men and women of all backgrounds into forestry education programs. Through its accreditation and recognition process, the Society regularly evaluates these programs and recommends improvements. It also provides continuing education opportunities for individuals to learn about new scientific and technical advances, to understand the social context in which they are applied, and to improve their managerial skills. The Society supports policies that increase the success of these educational endeavors.

Public Deliberation—The Society supports policies that strengthen informed interaction and discussion between resource professionals and the public. Forest plans and policies combine public perspectives, landowner inter-

ests, and professional advice. Their value depends upon the nature of the dialogue from which they arise. The Society promotes the quality of, and mutual access to, information that productive discussion requires. It advocates improved opportunities for cooperation between resource professionals and the public.

Applying Abilities

The Society of American Foresters supports policies that increase the effectiveness of resource professionals in applying their knowledge to the beneficial protection and management of forest resources.

Protection—The Society advocates policies that strengthen the protection of forests against the threats of unprescribed fire, pests and diseases, atmospheric pollution, and abusive treatment. The Society encourages wide dissemination of information about the extent and variety of forest resources destroyed by fire and other agents, the costs, both monetary and social, of forest loss, and the means to avoid them. It is committed to protecting forest resources consistent with public and landowner interests. It supports the development of model protection policies and programs. The Society also encourages coordination among protection agencies, between landowners and protection agencies, and at all levels of local, state, and federal government charged with establishing protective controls.

Management—The Society promotes professional ethics and public policies that ensure skillful management for all forest ecosystems, types of ownership, and desired uses. Forest ecosystems can be managed to produce timber, water, forage, energy, and minerals; they can be protected to maintain landscapes for watershed, recreation, and aesthetic values, and to maintain wilderness, fish and wildlife populations, and species diversity. They are managed to achieve any and all mixes of these values. Applying forestry practices in such complex ecosystems requires professional judgment that combines the biophysical possibilities of a specific site, the objectives of the landowner—private or public—and the interests of the public at large. The Society endorses ethical stan-

dards of performance to which its members are held accountable. It advocates policies that (1) respect these standards, (2) recognize the need for professional judgment, and (3) support its effective exercise.

Shaping Policy

The Society of American Foresters has a responsibility to shape policies that affect sustainable forest resources and the future benefits they will provide. It promotes policies that (1) encourage conservation of, or investment in, forest resources to satisfy future expectations, (2) resolve conflicts about forest uses and forestland allocations to make future investments more secure, (3) promote the equitable distribution of forest benefits to strengthen public support for forest resource conservation, and (4) increase cooperation between and among foresters and forestry institutions throughout the world who are developing mutually beneficial approaches to these challenges.

Investment in Forest Resources—The Society promotes policies that encourage investment in forests for the future. The benefits that forests provide depend upon the resources that the landowner and the public commit to sustain and enhance future forest capabilities. A number of factors—uncertainty about the future, weak returns to landowners who are environmentally responsible, limited funds, population pressures and forest fragmentation, competitive governmental jurisdictions—discourage the types and levels of private investment the public may want. Budgetary and other financial policies can have similar effects on public lands. Unfulfilled expectations become sources of conflicts that further weaken investment.

The Society advocates tax policies that respect the long-term nature of forestry investments. It advocates programs for forestlands that reflect the material, environmental, and social benefits these resources create for present and future generations. It supports property rights and regulations that encourage investment and deter resource degradation. It supports policies that limit the negative effects of population growth on

the integrity of the forestland base, forest habitats, and forested landscapes. And the Society advocates cooperation—among governmental and private owners of forestland, between landowners and those their activities affect, and among diverse governments and agencies—to increase investment in forest resources in mutually advantageous ways.

Conflict Resolution—The Society supports policies that help to resolve conflicts among diverse interests in the world's forest resources. Both the public and the landowner have come to expect greater opportunities for use and development than these forest resources can sustain. Conflicts become costly for all involved because they discourage investments in resource-enhancing activities that would better satisfy everyone's expectations.

The Society promotes forums to resolve differences among competing interests for the management, use, and allocation of forest resources. It encourages the involvement of forestry professionals and the application of their knowledge in conflict resolution. It advocates policies that remove the technical, financial, and institutional constraints that prevent forests from realizing their full potential.

Equity—The Society promotes the equitable distribution of forest opportunities and benefits. Forests must be protected from uses they cannot sustain and nurtured by activities that enhance their capabilities. Throughout the world, people who in different circumstances might conserve forest resources lack the opportunities that would allow them to do so. Poverty erodes people's will and ability to conserve the forest. Groups who are not represented in public decisions about forest resources have little reason to support policies they cannot influence.

The Society promotes policies that secure people's support in sustaining and enhancing forest resources. It supports policies that increase job opportunities in forest regions, particularly in the area of forest improvements, and that strengthen the viability and

the diversity of forest enterprises so as to prevent forest fragmentation and conversion. It advocates public decision-making processes that adequately represent the full range of the racial, gender, class, and ethnic diversity of those with potential interests in forests and forest resources.

International Cooperation

The Society is committed to constructive international efforts to address problems of forest degradation and its local and global impacts. Many local forestry issues have become international concerns because of the growing interdependence of environmental conditions and trade among nations, the global pressures and opportunities related to population and economic growth, and expanding knowledge about mutual forestry problems that all nations face. The Society encourages cooperation—in education, research, planning, development, and policy-making—

between the foresters and forestry institutions of the United States and nations abroad. It promotes increased financing of such collaborations in the common search for means to achieve sustainable rural, regional, national, and international development and to strengthen strategies for the conservation of forest ecosystems throughout the world.

The Professional Responsibility

These forest policies must be flexible and responsive to changing public interests. The Society encourages forestry professionals to discuss these policies with interested groups and with one another and to suggest changes that may better reflect public needs and professional knowledge. To improve the responsiveness and effectiveness of the profession itself, the Society is committed to achieving a social diversity among forestry professionals that represents the diversity of American society as a whole.

Section II

ISSUE STATEMENTS



ISSUE Air pollution has become a threat to sustaining the long-term health and productivity of America's forest ecosystems.

BACKGROUND The first Clean Air Act was enacted in 1970. The law's premise was that air pollution threatened the public's health and welfare, and therefore should be actively regulated at the national level. The 1970 law was proactive in its approach—it attempted to reduce the level of pollutants in areas of serious degradation, and also attempted to prevent significant deterioration in air quality in other regions of the country by setting ambient air standards for major pollutants.

The Clean Air Act first was amended in 1977. These amendments set into law a land classification system and also established air quality increments for various pollutants that applied to each land classification. This classification system included Class I lands, where no deterioration in air quality was allowed; Class II lands, where only moderate change was allowed; and Class III lands, where air quality was allowed to deteriorate to a second, less stringent standard. Class I lands included areas within the National Park System and also federally designated wilderness and primitive areas located on National Forests.

In 1980, with increased public concern over air pollution and the increasing threat of acid rain, the federal government formed the National Acid Precipitation Assessment Program (NAPAP) to study the long-term effects of air pollution on environmental health. With respect to acid precipitation, NAPAP concluded that most forests in the U.S. and Canada are healthy; however, some evidence suggested that acidic deposition may intensify the effects of natural stresses.

More specifically, NAPAP concluded that natural stresses caused the decline and growth reduction of sugar maple in the Northeast and pines in the Southeast. However, pollutants (primarily acid rain) may have contributed to the mortality of red spruce at high elevations in the northern Appalachians.

In recent years, ozone has replaced acid rain as the pollutant that poses the greatest threat to forest health. Also, the decline of pine forests in southern California has been linked to ozone pollution.

But, even with NAPAP's findings, scientific knowledge of the effects of air pollution on our forests is incomplete. Congress enacted the Forest Ecosystem and Atmospheric Pollution Research Act of 1988, which authorized a long-term study of the effects of air pollutants on forest ecosystem health. With the passage of the 1990 Clean Air Act Amendments, Congress reauthorized NAPAP to conduct additional studies.

The 1990 Clean Air Act Amendments have been described as "a compromise that attempts to balance environmental and economic concerns and competing regional interests." The 1990 law attempted to solve the problems that have confounded air pollution policies in the past. Air pollution regulations have frequently pitted one region against another, and escalated debates and controversy between the United States and Canada.

Clean air laws also affect localized forest management opportunities. For example, federally designated wilderness areas are Class I lands, where visibility cannot be impaired. While Class I designation will help to protect the health of wilderness ecosystems, it limits other forest management activities on adjacent areas such as prescribed burning and log hauling, which produce "fugitive dust."

POSITION The Society of American Foresters recommends the continuing development and funding of a strong scientific base to sharpen the understanding of the link between air pollution and forest deterioration. The Society also recognizes the need to look beyond physical sciences for answers to the sociopolitical questions involved in regulating air quality. The Society recommends that organizations, both public and private, pursue cooperative efforts to help industries, agencies, and interest groups jointly to develop policies that are mutually beneficial.

Below-Cost Timber Sales

ISSUE The National Forest Management Act of 1976 (NFMA) requires that economic efficiency standards be included in the USDA Forest Service's timber program. In the 1980s, critics of this program contended that many of the timber sales were below-cost operations that failed to meet measures of economic efficiency. The immediate issue surrounding the below-cost timber sales debate is whether national forest timber sales should be required to recover their costs, or should be permitted to operate in ways that are not cost-effective in the short term but which may produce a long-term social benefit.

BACKGROUND The Organic Administration Act of 1897 mandated the establishment of the National Forest System "for the purpose of securing favorable conditions of water flows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States." The Organic Act further stipulated that the price of timber from the national forests be at or above the appraised value after advertisement. However, the straightforward focus to produce timber and water gave way to more complex and diverse goals and objectives for managing national forests. This "multiple use" approach altered how economics is applied to the national forest timber program and related activities.

The timber sale program was drastically changed with the Multiple-Use Sustained-Yield Act of 1960, which directed multiple-use management for the national forests. The act mandated that national forest management be directed "to the relative values of the various resources, and not necessarily the combination of uses that will give the greatest dollar return or the greatest unit output."

The below-cost issue became a national issue in the early 1980s. The concern behind the issue was that the USDA Forest Service was conducting timber sales in which the costs exceeded the monetary returns from the sold timber. Since alternative values and uses for forest resources may yield a higher net public benefit than financially inefficient timber sales, some people argue that wilderness, wildlife, and water values should not be compromised at the taxpayer's expense

by financially inefficient timber sales. Conversely, others believe that timber sales contribute to achieving broader social goals, such as housing and jobs, and may actually help meet certain water, wildlife, and recreation management objectives. In this case, cost reduction, not elimination, of the timber sale program would be the appropriate action.

Poorly understood in the below-cost timber sale controversy is what constitutes a cost in the economic analysis performed by the Forest Service. Benefit/cost analyses performed by the timber sale program include the costs of reforestation, timber sale preparation, road building, support of other forest uses, mitigation of other environmental impacts, and providing 25% of gross sale receipts to counties in lieu of taxes. Whether these costs should be credited or debited in a benefit/cost analysis is a major element of the policy debate.

As a result of the below-cost timber sale controversy, the Forest Service developed the Timber Sale Program Information Reporting System (TSPIRS). TSPIRS was implemented for all Forest Service lands in fiscal year 1989, and includes both monetary and nonmonetary benefits and costs from the timber management program.

POSITION The below-cost timber sales controversy is part of a much larger debate about how resources should be allocated and managed on national forests. Timber sales are not isolated events, but components of a forest's timber sale program. This program, in turn, is part of overall forest management strategy portrayed in the forest plan. As a silvicultural treatment, a timber sale can produce benefits to other resources, and its costs should be weighed against the total benefits it produces. Some sales are justifiable as below-cost because they increase net public benefits; others cannot be justified and should not occur. Therefore, timber sales should be evaluated on a program basis in the context of the forest plan. Legislation should not force a strict cost-recovery approach to selling federal timber, but should instead encourage managers to make and explain cost-efficient timber sale program decisions through proven accounting and analytical tools and the NFMA forest planning process.

Biological Diversity of Forest Ecosystems

ISSUE The earth is losing biological diversity at an alarming rate. This loss of biodiversity may significantly affect the economic, social, and environmental structure of our planet. The loss of biodiversity reflects the increased demands that humans are placing on the earth's resources.

BACKGROUND Biological diversity refers to the variety and abundance of species, their genetic composition, and the communities, ecosystems, and landscapes in which they occur. It also refers to ecological structures, functions, and processes at all of these levels. Biological diversity occurs at spatial scales that range from local to regional to global.

The benefits of biological diversity are both straightforward and esoteric. For forest ecosystems, the greater the biodiversity the greater the genetic and species variation within a plant community—which yields benefits such as improved tree quality and growth, weather tolerance, forest pest resistance, and retention of plant species with unknown but potential benefits to society. An example of a benefit to society of maintaining biological diversity is the Pacific yew tree, initially regarded as having little commercial worth. Today, however, it is highly valued because its bark yields taxol, a cancer drug.

Forest management activities that produce various benefits (i.e., wood, recreation opportunities, wildlife habitat, water) also affect biodiversity within a forest landscape. However, the potential effect of forest management on biological diversity is more a function of scale, spatial arrangement, and application timing than of the activities themselves. For example, regenerating forest stands by clearcutting may reduce biological diversity when applied over a large, continuous area. However, clearcuts within a homogeneous area of late-successional forest landscape will increase biodiversity because an early successional plant community becomes established.

Maintaining biological diversity means managing the forest on a regional or landscape level. This is a challenge, because at such a spatial scale there likely will be a diversity of ownerships, each with its own set of goals and objectives that may or may not promote biological diversity across the landscape. Any policy that addresses biological diversity needs to take into account the forest ownership pattern, and integrate maintenance and enhancement of biological diversity with other goals of forest landowners, public or private.

Only the USDA Forest Service is required by law to manage its lands for biological diversity. The National Forest Management Act of 1976 states that the USDA Forest Service should develop forest plans to provide for diversity of plant and animal communities to meet overall multiple-use objectives. In 1991, several bills were introduced in Congress (none enacted) to address the growing concern about biodiversity. The legislation called for establishing a national policy for conserving biological diversity, supporting research initiatives, and establishing mechanisms to carry out a national policy.

POSITION The Society of American Foresters believes that biological diversity is essential in healthy, productive forests. A knowledge of biological, social, and management systems is necessary to understand the biodiversity issue and to plan and implement measures to address it. To be successful, management for biological diversity should be done on a regional basis using an interdisciplinary approach that considers the objectives and goals of the landowners. The Society also believes that the forestry profession, which includes professionals trained in a variety of specialties from research scientists to economists to field technicians, is uniquely positioned to develop and implement strategies to sustain biological diversity across forested landscapes.

Budgets and Appropriations ---

ISSUE The federal budget deficit has emerged as an important political issue. The issue raises questions whether budget cuts for natural resource agencies will limit their ability to pursue sound natural resource management to produce the variety of multiple goods and services the public is demanding.

BACKGROUND From the 1960s until the present, numerous laws have directed the federal natural resource management agencies to develop and implement detailed multi-resource management plans incorporating ecological, economic, and social criteria. The Multiple-Use Sustained-Yield Act of 1960, the National Environmental Policy Act of 1969, and the National Forest Management Act of 1976 are examples of legislation that, along with public involvement in agency planning, has created a better balance between commodity and noncommodity outputs, such as wildlife, wilderness, and recreation.

The Multiple-Use Sustained-Yield Act characterizes this new approach. It directs the USDA Forest Service to manage the national forests “with consideration being given to the relative values of the various resources and not necessarily the combination that will give the greatest dollar return or greatest unit output.” Along with appropriations for the USDA Forest Service, the budgets and programs within the Department of the Interior have also expanded and diversified to meet public demand.

However, the need to increase funding and support to natural resource agencies occurs while the federal deficit is a major problem. The budget deficit has continued to rise in recent years despite attempts to decrease it.

For example, the Emergency Deficit Control Act of 1985 established maximum spending limits with across-the-board cuts through yearly sequestrations if

those spending limits are not met by federal agencies. Nevertheless, the deficit continues to increase.

Between 1978 to 1986, appropriations for natural resource management programs within the federal government generally decreased in real dollars—12% for the Forest Service, 21% for the Bureau of Land Management, and 19% for the Fish and Wildlife Service. From 1986 to 1992, appropriations generally leveled off or increased slightly for these agencies.

Resource management agency budgets are complex, so analysts must look closely at funding levels of specific programs to get a more realistic picture of their adequacy. These fiscally restrictive times have brought creative funding alternatives. For example, federal agencies have implemented a number of private/public cost-share programs to help support resource management projects. In recent years, excess receipts from record timber harvest levels have been reinvested in Forest Service recreation, timber, fish, and wildlife programs.

POSITION The Society fully supports efficiency and effectiveness in public expenditures, i.e., each dollar spent on each public program should provide no less than the same level of net public benefit. Regardless of the budget level, the Society believes that funding should be equitably distributed between short-term operating and long-term capital investments and between commodity and noncommodity resource management on both public and private lands. Critical to successful management is sufficient research funding targeted to provide support and knowledge to manage the nation’s forests and rangelands.

Clearcutting

ISSUE Clearcutting is a forest regeneration method in which all trees within a prescribed area are removed during a harvest operation. Its primary goal is to create the conditions needed to re-establish even-aged stands of valuable shade-intolerant hardwood and softwood species. However, clearcutting has come under close scrutiny by policy makers and the public because of perceptions that clearcutting unacceptably damages the environment.

BACKGROUND Clearcutting is one of several silvicultural (tree-growing) regeneration systems that may be employed to meet many objectives, such as wildlife habitat, water quantity, and forest pest management, in addition to timber production. Other silvicultural systems include group and single-tree selection, shelterwood, and seed tree methods. Many interests believe clearcutting should be limited under any circumstance. Others argue that it is the most appropriate silvicultural tool to meet many management objectives in a financially sound, scientifically correct manner.

Clearcutting has spurred local controversy for more than 100 years. In the late 1960s, however, clearcutting battles on the Monongahela National Forest in West Virginia and the Bitterroot National Forest in Montana reached national proportions and were major factors motivating Congress to enact the Forest and Rangeland Renewable Resources Planning Act of 1974 and the National Forest Management Act of 1976.

As with all silvicultural methods, improper application of clearcutting on certain sites may be responsible for undesirable environmental impacts, such as a change in desirable wildlife habitat, loss of biological diversity, increased soil erosion and stream sedimentation and lower aesthetic quality.

However, clearcutting can be an environmentally appropriate and economically justifiable silvicultural

method for forest management. Clearcutting is the scientifically proper way to regenerate shade-intolerant species, and is the only way to control some insect and disease problems. It also creates openings for browse that improves wildlife habitat for many species. Negative aesthetic impacts can be mitigated by limiting clearcut size and by shaping clearcuts to fit the site topography.

During recent sessions of Congress, a number of legislative initiatives attempted to limit clearcutting. One version would have limited clearcut size and harvesting practices within areas released from wilderness designation. Another would have prohibited clearcutting on national forests and other specified public lands.

The planning processes currently utilized by the Bureau of Land Management and USDA Forest Service, for example, determines the appropriate circumstances for utilizing clearcutting on federal forests. In June 1992, the USDA Forest Service announced "a reduction in clearcutting as a standard commercial timber harvest practice on the National Forests as part of a new policy that emphasizes an ecological approach to forest management." The Forest Service decision allows clearcutting only under one or more of seven specific circumstances. It is an example of how the clearcutting issue can be managed without the need for statutory prescriptions.

POSITION The Society believes clearcutting, properly used, has a role in forest management. It is the proper silvicultural method for regenerating shade-intolerant species and the optimum method to achieve other management objectives. However, it can have undesirable effects if not used correctly. Professionals must apply clearcutting under appropriate ecological, economic, and social conditions. The Society emphasizes that clearcutting, though at times unsightly, does not cause wholesale environmental degradation.

Community Stability

ISSUE The concept of community stability has long been a vital concern to the American forestry profession. The principles of sustained-yield forestry were thought to ensure economic stability for forest-dependent communities and towns. However, the stability of forest-dependent communities has become severely threatened as public timberland in surrounding areas is being increasingly managed for noncommodity uses and environmental protection.

BACKGROUND From the beginnings of the USDA Forest Service, natural resource management has been guided by a sustained-yield approach. Gifford Pinchot, the first chief of the USDA Forest Service, believed in sustained-yield management, where a forest was managed for a continuous supply of resources from the forest for the betterment of society. This concept was adopted by the Forest Service and practiced on the newly created national forest reserves, and resulted in the establishment of permanent local communities whose economic and social vitality was linked to the forest industries that utilized the steady and expected supply of national forest timber.

Although providing community stability was one of the early Forest Service's primary goals, it was not until the Sustained Yield Forest Management Act of 1944 that the stability of forest-dependent communities was incorporated into law. A forest-dependent community is a "geographic or political subdivision, in some proximity to forests, which is significantly affected socially or economically by the use of forest resources." The act stated that "in order to promote the stability of forest industries, of employment, of communities, and of taxable forest wealth," the Secretaries of Agriculture and the Interior were authorized to establish sustained-yield units to ensure adequate timber supply to communities.

Several decades later, the National Forest Management Act of 1976 required that the Secretary of Agriculture select bidding methods (on timber sales) that considered the stability of communities. This act also man-

dated that community stability be considered in management and planning efforts.

Community stability policy has become a key ingredient in the USDA Forest Service and Bureau of Land Management planning process. As a part of this process, the Forest Service defines a forest-dependent community as one with at least 10% employment in forest products and a local forest products industry that derives at least 50% of its supply from public lands. Using these criteria, the Forest Service has identified 234 communities that are dependent on timber from public lands.

However, this policy on community stability that is dominated by timber supply is at issue. Many people argue that the relationship between providing an even flow of forest commodities and maintaining community stability is not as obvious as it once was. Rapid evolution of timber harvesting and forest product manufacturing technologies, shifts in domestic and world demand for forest products, and competing social demands for a wide variety of noncommodity forest uses make it increasingly clear that communities are not islands unto themselves. Any discussion of community stability should recognize broader elements of societal changes.

POSITION The Society contends that the relationship between the management of forests and the stability of forest-dependent communities is dynamic and complex, and that there is no universal formula to ensure their stability. The Society realizes that change is inevitable and necessary. If change is unavoidable, then the issue becomes the adaptability to change. Predictability is vital for community adaptability. Public agencies and private organizations can disrupt communities by creating uncertainty or making abrupt changes (particularly reductions) in the availability of resources that a community has relied on in the past. Natural resource agencies should promote policies that allow forest-dependent communities to adapt and prosper by balancing local needs with regional and national interests.

Endangered Species Act

ISSUE The Endangered Species Act of 1973 (ESA) was enacted to provide a means of conserving ecosystems upon which threatened and endangered species depend, as well as saving the species from extinction. However, the listing of certain species as threatened or endangered has raised doubts that the act is fulfilling its purpose. Two species in particular, the red-cockaded woodpecker and the northern spotted owl, have intensified the debate on the ESA because protection of both species has affected forest management options on a region-wide basis.

BACKGROUND The ESA is widely regarded as one of this nation's most important and powerful environmental laws. Under the ESA, a species is listed as either threatened or endangered according to its risk of extinction. A threatened species is "any species which is likely to become an endangered species," while an endangered species is "any species which is in danger of extinction."

Both threatened and endangered species receive equal protection under the ESA. As of July 1992, 727 plant and animal species were listed as either threatened or protected, with another 4,800 species as potential candidates for listing. As the ESA presently stands, the Secretary of the Interior lists species based solely upon the best scientific and commercial data available.

After a species is listed, the ESA stipulates that the Secretary of the Interior develop and implement a recovery plan for each species. A recovery plan is a blueprint that details the actions necessary for survival and subsequent improvement of the species population. The recovery process is the heart of the ESA, since the final goal of the law is to recover threatened and endangered species to the point where they can be "de-listed."

The ESA also requires that "critical habitat" be designated concurrent with a species' listing; this is one of the more controversial aspects of the ESA. Critical habitat is the area essential to the conservation of the listed species. Critical habitat designation is based on the best scientific data available and consideration of economic and other relevant impacts.

Critical habitat must be managed to avoid "adverse modification" that might further threaten the species.

Generally, this means that many forest management options such as timber harvesting may be limited or curtailed on lands designated as critical habitat.

Seventy-two percent of America's commercial forests are in private ownership. These private lands play an important role in protecting biotic communities and conserving the threatened and endangered species that they may contain. The ESA makes it unlawful for any person to "take" any listed species. A "take" is defined as any means "to harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or to attempt to engage in any such conduct." This prohibition affects private landowner choices for managing their forest resources. Thus, these owners may, in effect, be ceding control of their lands to society for species conservation, which calls into question their rights under the 5th Amendment to the U.S. Constitution.

The ESA is due for congressional reauthorization in 1993. While few people question the importance of conserving threatened and endangered species, there is widespread agreement that the act does not always achieve its goal. The debate among natural resource professionals is about what would make the act more effective and the appropriate weight of social and economic factors.

POSITION The Society of American Foresters believes the conservation of species and ecosystems is important to society and the profession of forestry. However, the Society believes the ESA must be changed to protect both the rights of people of the United States and the plant and animal species in jeopardy. The act must take into account human economic needs as well as biological needs of plant and animal species. The Society's major recommendations call for establishing an independent Select Biological Committee to review listing proposals; developing recovery plans that address the economic and social as well as biological aspects of recovery, including designating critical habitat; and reconstituting the Endangered Species Committee to include high-level, knowledgeable natural resource and social science professionals. SAF also believes that private landowners who cede control of their lands to society in the name of conserving threatened or endangered species should receive just compensation.

Federal Land Management Planning

ISSUE The 1976 National Forest Management Act (NFMA) and the 1976 Federal Land Policy and Management Act (FLPMA) mandated that the USDA Forest Service and USDI Bureau of Land Management develop long-term management plans for their respective lands. These management plans have sparked controversy from various segments of society about how federal lands should be used. The conflict arises from numerous, often mutually exclusive demands for goods and services from a finite land base.

BACKGROUND Land and resource management planning for federal lands is the process of determining optimal land use considering land capabilities, social values, market forces, and land ownership. The process is issue-driven—principally by an agency's constituents through public involvement—and is continuous—because forestland capabilities, users, and public needs are dynamic and often shift over time.

The Forest Service has long conducted land management planning in various forms. Two pieces of legislation are significant with regard to the Forest Service's planning process—the 1974 Forest and Rangeland Renewable Resources Planning Act (RPA), and the 1976 National Forest Management Act (NFMA). RPA requires the Forest Service to conduct an Assessment every ten years of the current condition and future use of all forest and rangeland in the United States. This Assessment was last published in 1990. Also required is a Recommended RPA Program, which provides direction every five years to address contemporary issues and to respond to future resource needs in terms of resource quantity and quality. The last RPA Program was published in 1990.

NFMA, amplified by implementing regulations, mandates a process for developing management plans for each of the 123 units of the National Forest System. The process requires an interdisciplinary approach, preparation of environmental impact statements, and extensive public involvement.

Through implementing forest plans the agency has considerable discretion and flexibility to apply management programs and activities on the ground.

Ongoing monitoring provides information to evaluate whether plans meet current objectives. As of January 1993, 119 forest management plans had been completed and published by the Forest Service.

The Bureau of Land Management (BLM) is also required to develop and implement land management plans in order to satisfy the Federal Land Policy and Management Act. These management plans, like the Forest Service plans, have multiple-use and sustained-yield objectives.

BLM resource management plans are issue-driven and address management of a specific issue or resource. Issues for the first resource management plans in the 1970s and 1980s were grazing, hard-rock mining, oil and gas leasing, and wilderness. More current issues that have required planning efforts include threatened and endangered species and the cultural and historic values of certain lands. As of the fall of 1992, 72 plans had been completed and 36 were under way. The BLM plans to have 128 of 143 resource area plans completed by 1994.

POSITION The Society believes that land-use decision-making processes on publicly owned lands should be interdisciplinary in scope; should balance economic, social, and environmental considerations; and should encourage active participation by the public. Land use plans should be developed, coordinated, and administered at local and state levels, although regional and national needs should be incorporated. The impact of these plans on the use and value of associated privately owned lands should also be addressed.

The USDA Forest Service recognizes significant data and knowledge gaps in the 1990 RPA Assessment. Congress should support and fund ongoing, high-quality data collection and analysis, particularly when the agency must depend on other organizations to supply this data. Because the 1990 RPA Program provides a broad vision for the future instead of specific decisions, the Forest Service needs to clarify the process by which the RPA vision will be incorporated into land management plans and how the public will contribute.

ISSUE Fire occurrence in forestland and rangelands can be both destructive and beneficial to ecosystem integrity and to human values. Wildfire events like the 1988 Yellowstone National Park incident have focused public attention on the fire management policies of the National Park Service and the Forest Service—especially the policy that allows fires to burn in wilderness and other predetermined areas.

BACKGROUND Controlling wildfire has been one of the Forest Service's primary missions since the organization was founded in 1905. In the early 1900s, large and destructive wildfires burned thousands of acres of forestland in the eastern and western United States. In 1911, the Weeks Law directed the Forest Service to cooperate with state forest agencies in protecting forestlands from fire. At that time, fire was considered a destructive agent that interfered with reaching timber management and other resource objectives, and promoting the public good. Therefore, the early fire management policy of the Forest Service was to suppress fire.

However, this policy failed to recognize the important role of fire in the life cycle of forest ecosystems. Fire has been an important ingredient of forest evolution, growth, and survival for thousands of years, and it is essential to the health and reproduction of certain forest communities.

Eventually, fire became recognized as a useful forest management tool that releases nutrients for tree growth, prevents dangerous fuel buildup, and provides habitat for certain types of wildlife species. The Forest Service, the National Park Service, and private forest managers modified their earlier fire policies to integrate the use of fire into forest management strategies.

The goal of modern fire management is to minimize the destructive elements of fire while maximizing its benefits. Suppression is still a part of fire management; however, prescribed fire is also a component of today's fire management policy.

Prescribed fires can take two forms: prescribed burning, where the forest manager sets and controls the fire, and

wilderness fire, where managers allow naturally occurring fires to burn within predetermined areas.

Foresters use prescribed fire extensively to achieve many forest management objectives—such as preparing a site for planting, maintaining wildlife habitat, and controlling insects and diseases. Wilderness fire is an important part of the wilderness management policies. The Forest Service, National Park Service, and Bureau of Land Management allow naturally occurring fires to burn in units of the National Wilderness Preservation System. The objective is to allow natural ecological processes to dominate and perpetuate the wilderness condition of the area.

In recent years, wilderness fires became major fire events and threatened local communities. The 1988 Yellowstone National Park fire disaster is a good example of how wilderness fires can pose a severe problem to a large region. Following this event, the Secretaries of the Interior and Agriculture established the Fire Management Policy Review Team to review national fire policies for wilderness areas and national parks. As a result of this agency review, the fire policy was reaffirmed; the task force concluded fire was essential in sustaining ecosystems in national parks and wilderness areas. However, the task force recommended that prescribed fire be curtailed during periods of unfavorable weather and fire conditions and that management-ignited prescribed fires should be used to complement prescribed natural fires whenever possible.

POSITION Fire is an essential management tool for improving the health and sustainability of many forest and range ecosystems. The use of fire should reflect the land management objectives of a given forest area. Managed natural fires can help create or maintain important ecological components of natural ecosystems. Manager-ignited prescribed burning can help achieve other land management objectives such as maintaining forest health and productivity. Natural and prescribed fires should be suppressed when fire becomes incompatible with stated land management objectives or when the danger to public safety and resource values is too great. Fire management planning, suppression, and prescriptions must be executed by qualified professionals.

Global Climate Change

ISSUE While it is uncertain whether global warming will occur—and if it does, how much and how fast—climate change may affect the health of forest systems. Consequently, new approaches to forest management may be necessary to maintain productivity. The issues are: what kind of approaches will be needed; where and when; and how to use research and monitoring to develop, implement, and improve the technological tools needed so that trees and forests can adapt to a possibly warming world.

BACKGROUND Climate is the totality of atmospheric and solar variables that influence and interact with forests, including gases such as carbon dioxide; pollutants such as ozone and sulfur oxides; temperature; water vapor; and clouds. All of these vary over time and space. Climate both influences forests and forest growth, and is itself influenced by forests. It fluctuates on scales from days to millennia, from micro to global in scope.

Forests remove significant amounts of carbon dioxide (CO₂) from the atmosphere, store carbon, release oxygen and water vapor, and influence global and regional climate. Understanding these interactions is at the heart of managing forests for human benefit.

Atmospheric carbon dioxide is important because it directly affects tree growth, and indirectly affects the temperature and moisture conditions under which trees grow. It has fluctuated over geologic time, but has steadily increased during the past century. About 6.6 billion tons of CO₂ are emitted to the atmosphere annually when fossil fuels are burned and forests are cut and burned. About half of this remains in the atmosphere. Along with other gases, it indirectly affects climate by trapping heat, thus causing surface temperatures to rise (the “greenhouse effect”). The other half of emitted CO₂ is absorbed by oceans and terrestrial ecosystems—primarily by trees and other large woody vegetation.

As atmospheric composition changes, the magnitude of the greenhouse effect, superimposed on “natural” swings in climate, may change. Some experts believe the change will be negligible; others fear that change will lead to “global warming” in the range of a 1.5-4.5 degrees Centigrade increase by the year 2050.

POSITION Credible scientific information, currently in short supply, is needed to develop and implement successful public policies that address global warming. These would involve strategies to conserve existing resources, mitigate the effects of climate change, adapt to the change, or a mix. Management proposals should be supported by scientific investigation so that uncertainties about global warming effects are eliminated or materially reduced. Forestry research should be strengthened and focused to provide information for developing management strategies that increase the adaptability of forests to possible climate change and that optimize carbon storage in forests and forest products. Some strategies could be implemented now, such as reforestation and urban tree planting, since they provide societal benefits whether or not global warming becomes a reality.

Uncertainties about global warming are so great that it is not possible to say whether the net result has been or will be beneficial or harmful to forest growth and composition, or to subsequent management and use of forest resources. Nevertheless, the forestry profession must be prepared. If the global warming hypothesis is true, there may be too little time to implement effective forest management counter measures. The problem is global, and the world community must act together to address it adequately. Opportunities exist and the need is urgent for technology transfer between nations, for research and education, and for nongovernmental and professional natural resource organizations to collaborate to advance social, legislative, and administrative strategies that address climate change effects. The ultimate goal is to be prepared for a warmer world—should it occur.

Global Deforestation

ISSUE There is worldwide concern about the link between global deforestation and the health of the global environment. In many parts of the world, increased forest management has resulted in improved forest conditions; in other areas, particularly in developing countries, human activities, especially agricultural expansion, have resulted in widespread deforestation. Breaking the cycle of overpopulation, poverty, and forest degradation is a major concern.

BACKGROUND Deforestation occurs when land is converted from a forest use to a nonforest use. Development and forest conversion threaten forest resources throughout the world, with the most intense pressures in tropical countries. To meet urgent demands for income, food, fuelwood, and fodder, forestland is being lost at the rate of 42 million acres per year. Forest degradation impacts water quality and soil conservation, and weakens the stability of the resource base required for long-term sustainable development. More generally, deforestation is thought to contribute to the “greenhouse effect,” because tree-stored carbon is released into the atmosphere as forests are cut and burned.

The connection between poverty and deforestation is evident in the Sahel, the Himalayas, and the tropical moist forests of Asia, West Africa, and Central and South America. Many of these developing regions also suffer from overpopulation, which places an additional strain on forest resources. These areas, which suffer from the vicious cycle of overpopulation, poverty, and deforestation, are attempting to utilize sustainable forest management to break the cycle, to improve the quality of life for rural people, and to encourage associated improvements in national welfare.

In the United States and elsewhere, government as well as private, national, and international environment and development assistance organizations operate under the principle that forests and forest management are required for sustainable development. A number of nongovernmental organizations

and U.S. agencies, including the World Bank, Agency for International Development, Peace Corps, and USDA Forest Service, have implemented programs to transfer forest management knowledge, technology, and financial assistance to those nations in need.

In June 1992, during the United Nations Conference on Environment and Development (the Earth Summit), an agreement on Forest Principles was adopted and signed by more than 100 of the attending nations. These Forest Principles stated that all “countries should make efforts toward greening the world through afforestation and forest conservation.” The principles also called for economic and financial incentives to promote forest conservation, such as debt-for-nature swaps where a developing country can reduce its foreign debt by conserving a part of its forest resources. Also, the Forest Principles call for increased technology transfer between the developed and developing countries in order to promote sustainable forest management.

POSITION The Society of American Foresters supports U.S. and international efforts to reverse forest degradation. To enhance the contributions of forest management to sustainable patterns of development and improved social welfare, the Society endorses expanding international forestry efforts by U.S. foresters, forestry institutions, and development agencies in collaboration with international counterparts. The Society also believes that if human populations expand substantially in the future, demands on forestland resources will increase considerably. Any long-term strategies to combat deforestation must take into account how overpopulation leads to deforestation and poverty.

Intergovernmental efforts should develop programs to identify management options and implement projects. Further, SAF urges that financial support be found to guarantee the long-term commitments for solving deforestation and related social problems, and it encourages initiatives to promote environmental education in developing countries.

Herbicides and Pesticides

ISSUE The use of chemicals to control forest pests within the context of forest management can greatly increase the productivity and growth of forests. However, the public perceives herbicides and pesticides to be a threat to the overall health of people and the environment, and sometimes does not support their use.

BACKGROUND Competing vegetation and harmful epidemic levels of insects are significant impediments to forest health and productivity. Competing vegetation can greatly reduce the establishment and growth of desired forest trees. Forest insects also threaten forest health. Insects such as the Gypsy moth may actively destroy a tree by feeding on its foliage. Other insects may serve as a host for a tree disease, such as the elm bark beetle that carries and transmits Dutch elm disease.

In addition to enhancing timber production potentials, pest management and vegetation control are often necessary to achieve a broad range of benefits such as enhanced wildlife habitat, watershed management, forage production for livestock, and control of exotic and noxious species. Herbicides and pesticides are often the most effective tool to manage and minimize the effect of forest pests.

Herbicides and pesticides need careful evaluation and application to ensure they are used safely. Hazard evaluation requires considering both the chemical toxicity and the potential exposure of nontarget plants, animals, water, and humans.

The federal government regulates pesticide use under the Federal Insecticide, Fungicide, and Rodenticide Act (FIFRA). This law was substantially revised in 1972 and amended in 1988. Current FIFRA regulations require that all pesticide products be registered with

the Environmental Protection Agency (EPA) before they may be sold. Before the EPA can register a pesticide, the product must be tested for its potential to cause cancer, infertility, sterility, birth defects, nerve damage, genetic mutations, or chronic disease. In 1988, Congress approved legislation that requires the EPA to reregister all active ingredients of pesticides originally registered before November 1, 1984.

Disagreement continues between those who believe herbicide and pesticide use should be severely restricted and those who believe safe application will promote forest growth and productivity. Also debated is the applicator's ability and/or willingness to apply herbicides and pesticides safely and responsibly.

Herbicides and pesticides are only two of many available vegetative and pest controls. Prescribed fire and mechanical, silvicultural, and biological methods, alone or in combination, are also effective control measures in certain situations. In some areas, federal courts have restricted federal use of herbicides, stating they are to be used only after integrated use of the alternative controls mentioned above has been attempted. This integrated pest management concept is the primary thrust of current pest management research and a strategy that is being implemented on both public and private forestlands.

POSITION The Society of American Foresters supports the use of EPA registered herbicides and pesticides in the forest environment when they are environmentally safe, cost effective, necessary to control targeted vegetation and forest pests and applied according to the label directions. Measures to ensure responsible application of herbicides and pesticides are also needed. Choice and cost of alternatives to pest management and vegetation control depend on resource management objectives.

International Trade in Forest Products

ISSUE In 1991, the United States imported about \$15.6 billion worth of forest products and exported about \$15.7 billion worth of forest products. Given this large amount of foreign trade, the United States market and trade policy has profound influence on the fate of forests in other parts of the world.

BACKGROUND In the late 1980s, 18% of U.S. production of all forest products was exported, primarily raw sawlogs and pulp and paper products. During the same period, imports of forest products comprised about 20% of national consumption. The primary imports were newsprint, softwood lumber, and hardwood plywood.

U.S. trade policy on forest products has concentrated on removing tariffs and restrictions to promote greater access to international markets. Most processed or specialty wood products enter the United States duty-free. Duty restrictions in other developed nations are similar to those of the United States. Recent legislation, such as the International Trade Act of 1988 and the Canadian/USA Free Trade Agreement of 1988, have stimulated international trade in forest products.

The International Trade Act incorporates forest products (plywood, particleboard, and lumber) into the government's commodity credit program, a program that develops international markets by extending credit to other countries to purchase American goods. The act also gives the Secretary of Agriculture latitude to develop commodity credit programs for other forest products. The long-term goal of the Canadian/USA Free Trade Agreement is to eliminate all tariffs on forest products trade between the United States and Canada by 1999.

More recently, the United States, Canada, and Mexico have negotiated the North American Free Trade Agreement (NAFTA). The goal of NAFTA is to establish a free trade zone for North America, similar to the

European Common Market. Although NAFTA has yet to be passed by Congress, one of its objectives is to increase international trade in forest products.

As international trade increases, forest resources both in the United States and other regions of the world will be impacted. Forest Service estimates for 1986 place net growth above removals for standing timber in the United States. The increased demand that is fueled by greater international trade may increase harvest levels for different regions of the United States. The effect of greater harvest levels on the growing stock of standing timber is unclear. For example, more intensive forest management, which may become more profitable with greater demand, may offset higher harvest levels.

With respect to forest resources in other nations, increased demand within the United States will result in more imports and increased harvests in other parts of the world. This trend may expand if more and more public forestland within the United States is taken out of timber production and set aside for other noncommodity uses. Another factor is the surge in recycling of paper and other materials that may reduce imports and potentially increase the amount of material available for export. The net effect of these two partially offsetting factors could be considerable in the near future.

POSITION The Society of American Foresters supports trade policies that favor more open world trade in forest products. However, the Society believes that overall trade policy must take into account its effect on forest products and forest resources within the United States and other regions of the world. The Society supports monitoring programs to ensure harvest will not exceed the sustained capacity of forests to provide for all forest values. Applied research in forestry and forest products manufacturing should be intensified to encourage international trade opportunities.

Old-Growth Forests

ISSUE Old-growth forests are composed primarily of diverse stands of large, mature trees of various species containing large volumes of timber. Financially valuable and thereby sought by wood using industries, old-growth areas on public lands are being harvested while demands increase for protecting these areas for alternative uses.

BACKGROUND Policies regarding old-growth harvest on public lands are controversial—especially since no widely accepted definition of old-growth exists. Some critics call for accelerating harvests, arguing that younger forest stands grow faster and produce greater economic returns.

Others advocate a slower rate of harvest and creating reserves of old-growth, emphasizing benefits such as wildlife, scientific and aesthetic value. Of particular importance is the role of old-growth in providing for recreation, biological diversity, spiritual values, and habitat for threatened or endangered wildlife species—for example, the northern spotted owl and marbled murrelet in the Pacific Northwest and the red-cockaded woodpecker in the Southeast.

Controversy over old-growth timber sales has led to many administrative appeals on Forest Service and Bureau of Land Management lands and subsequent legislation in Congress. In 1989, Congress took steps (through appropriation bill riders) to limit timber sale appeals on two Oregon national forests. Other legislative initiatives have included a number of bills that set aside old-growth reserves and prescribe permitted and prohibited management activities.

In 1991, the House Agriculture and Merchant Marine and Fisheries Committees chartered a panel of four

eminent forestry and wildlife scientists to identify management options that would protect old-growth and the species dependent on it in the Pacific Northwest. The panel evaluated the effects that different management options would have on timber harvest levels and forest-dependent communities, as well as on the old-growth resource. The panel's findings consisted of 14 different management alternatives, each with varying levels of protection for old-growth ecosystems.

Management options for old-growth forests—wherever they occur—may include alternatives other than conversion to younger stands or preservation, for example, managing for “renewable” old-growth. Whatever the options, though, standardized ecological definitions and adequate interagency inventories are essential to allow managers to coordinate the protection and management of old-growth ecosystems. Depending on which definitions are used, from 2 to 5 million acres of forestland in the Pacific Northwest can be classified as old-growth.

POSITION The Society recommends that standard ecological definitions, by ecotype, of various old-growth ecosystems be adopted. Uniform interagency old-growth inventories should be completed so that forest managers can make informed decisions. The Society also encourages efforts to manage old-growth as a renewable resource.

Some old-growth forests should be reserved in their natural state to preserve their biological, scientific, and aesthetic benefits. Public land managers should protect and maintain reserved old-growth, keep management options open, and harvest unreserved old-growth on the basis of balanced economic, social, and environmental values that are identified during the forestland and resource management planning process.

Professionalism in Natural Resource Management Agencies

ISSUE Federal natural resource management agencies have traditionally been managed by civil servants trained in scientific disciplines and dedicated to a career in a particular agency. However, changes in hiring policies for of the federal government allow more freedom in appointing individuals to high level administrative positions who lack natural resource and agency experience.

BACKGROUND Federal land and resource management agencies and departments, such as the USDA Forest Service and the Bureau of Land Management, were established to protect and conserve the country's natural resources. These agencies have traditionally been staffed by career civil servants, natural resource professionals who practiced their profession relatively free from political pressures. However, this freedom often brought criticism that the government bureaus were inefficient, uncreative, and unresponsive to needs for change.

The Civil Service Reform Act of 1978, which created the Senior Executive Service (SES), changed the structure and hiring practices for high level personnel in the executive branch. The SES is a cadre of flexible, competent, performance-based executives any of whom could step into almost any top managerial, supervisory, or policy position in the executive branch. SES positions are designated as "career reserved" or "general". Career reserved positions can only be filled by career appointees, and may be assigned from within or outside of the agency. This practice ensures the public's confidence that the government is impar-

tial. General positions can be filled by career, noncareer, or limited appointment (political or confidential) personnel. In 1992, for example, the USDA Forest Service had 65 positions within the SES—35 designated as career reserve and 30 as general, none of the latter being either noncareer or limited appointments.

Hiring from within an agency is supported by those who believe this traditional process ensures allegiance to organizational and professional objectives. Critics, however, point out that for organizations to grow more creatively and respond well to current situations, including needs for Administrations to implement their policies, political appointments are needed to guide agency efforts. The trade-offs are often between meeting political goals of the current Administration, and the consistency and predictability in long term management strategies.

POSITION The Society believes that complex land and resource management issues are best addressed by the consistency of long term management objectives. Resource management agencies deficient of professionals skilled in natural resources professionals or overbalanced with nonprofessionals may base their decisions on short term political expediencies. Therefore, SAF believes general civil service positions should be filled with nonpartisan, competitively qualified professionals who have a broad resource management perspective and experience, and known sensitivity to the political process.

Research

ISSUE In 1990, the National Research Council's (NRC) Committee on Forestry Research published Forestry Research: A Mandate for Change. The report finds that "the existing level of knowledge is inadequate to develop sound forest management policies." It concludes that to overcome this deficiency, a new research paradigm is needed—an "environmental paradigm"—that will require an increase in both the depth and breadth of current research. At issue is the adequacy of planning of and investment in forestry research.

BACKGROUND The Forest Service's 1990 RPA program, which is a long term strategic plan for forest and rangeland resources, identified four primary areas on which forest research should concentrate: (1) enhancing the compatibility of different resource uses within a multiple-use context, (2) improving the research on wildlife, recreation, and other noncommodity uses, (3) increasing the understanding of forest ecosystems on both a local and global scale, and (4) updating and expanding resource inventories. The RPA report further concluded that funding levels must be increased within the Forest Service research budget to meet these new demands.

For fiscal year 1992, the USDA Forest Service budgeted \$180 million in research. This represented a budget increase of 20% from 1983 appropriations and a 5% increase from 1991. In fact, since 1989, funding levels in all sectors of the Forest Service's research branch have increased. The 1992 investments funded research on forest protection (23%), resource analysis (18%), forest management (22%), forest environment (23%), and forest products and harvesting (14%).

Much of the research pertaining to forestry is done within the USDA Forest Service; however, other federal agencies such as the USDA Agricultural Research Service, USDA Economics Research Service, National Science Foundation, Department of Energy, Tennessee Valley Authority, and Agency for International Development also conduct forestry-related research. In addition, the McIntire-Stennis Act of 1962 provides financial support (in part by matching funds) to public colleges and

universities with forestry programs. Significant research support also comes from industrial, state, and private universities and foundations. These agencies provide an important contribution to expanding the knowledge of forests and related natural resources, and their importance should not be discounted.

A 1992 USDA evaluation of the NRC study found research capability woefully inadequate on the biology of forest organisms and ecosystem function and management, and revealed the scientific foundation inadequate to support policy development on regional resource conflicts. Notwithstanding, important issues also face forestry research: sustaining an adequate level of investment in research; effectively coordinating and planning forestry research both within and between agencies and organizations; recruiting and training research scientists; improving the efficiency and productivity of research programs; and securing large-scale capital investments in the equipment and machinery required to carry out research for the long term.

POSITION The Society of American Foresters believes that progress in forestry is based on knowledge gained through research. In addition to concern over increasing demands for a variety of forest products and services, forestry professionals share society's concern over the effects of forests and climate on one another, environmental stresses on forest health, and the loss of biological diversity. Only strong, integrated, and multidisciplinary research programs can solve current and future forestry problems. Such programs should be based on comprehensive, long-term planning coordinated among public and private organizations at all levels. The resulting knowledge and technology should be disseminated promptly and used to improve forest policies, programs, and practices. Qualified research organizations should be funded commensurate with the information needs of forest landowners, managers, and the public. Studies are needed to investigate the long-term results of various forestry practices. Additional funding should be targeted to priority research on the biology of forest organisms, ecosystem function and management, and human-forest interactions.

State and Private Forestry

ISSUE The federal government has traditionally helped state and local governments assist nonindustrial private landowners (NIPFs) to protect and manage forestlands. There have been calls to decrease the role the federal government plays in promoting proper forest management on private forestlands.

BACKGROUND Nonfederal forest landowners own 57% of America's timberlands. Since passage of the Weeks Act in 1911, which authorized federal assistance to states for forest fire protection, the federal government has steadily expanded its role of assisting the management and development of state and private forestlands. The USDA Agricultural Stabilization and Conservation Service administers the Forestry Incentive Program, Agricultural Conservation Program, and Conservation Reserve Program, all of which provide cost-sharing assistance to private forest landowners in reforestation and timber stand improvement.

More recently, the Food, Agriculture, Conservation, and Trade Act of 1990 established a Stewardship Incentive Program (SIP) to stimulate the management of private forestlands through cost-sharing assistance for forest management practices. The objective of the program is to encourage private landowners to practice multiresource management. Private landowners who agree to manage their property under a stewardship plan are eligible for federal cost-share assistance for any forest management services. The goal of SIP is to place 25 million acres of private forestland under stewardship management between 1990 and 1995.

SIP is just one of many programs administered under the USDA Forest Service's State and Private Forestry

(S&PF) branch. Besides cost-share programs, the unit assists states in fire control, state resource planning, pest management, nursery and genetic tree improvement operations, and urban forestry. Also, the S&PF provides utilization and marketing assistance to small operators to make their timber harvesting and wood products processing activities more efficient.

During the last 81 years, the federal role for S&PF has expanded and changed to meet the needs of a changing society. Some observers see a continuing need for federal programs that enable private landowners to improve their capabilities to provide forest resources for future use. Others, however, believe that local governments or the private sector should be responsible for providing these important forestry services.

POSITION As timber demand rises, and as pressures for noncommodity resources from federal forestlands potentially displace timber production, state and private forestlands will be called on to supply a greater portion of timber demand. Federal programs must continue at levels that assist state and nonindustrial private forest management to ensure that the timber demand can be met in an environmentally sensitive manner.

The Society of American Foresters believes that state and private forestry programs are an important and appropriate component of several USDA agency mandates. These programs should be funded commensurate with the needs identified through planning by the various agencies.

Timber Taxation

ISSUE Current tax regulations do not take into account the long-term aspects of forest investments. Because tax policy does not recognize the uniqueness of forestry investment, it may have the undesired effect of discouraging landowner investment in sound forest management practices.

BACKGROUND Forests, as essential parts of ecosystems and as wood producers, play important roles in our society. However, timber investments seldom return positive cash flows for at least 20 years, with many taking 6 to 10 decades or longer. During these years, owners face constant risks from wildfire or from insect and disease attacks on trees and on entire forest stands.

Forests can grow with minimal management, but this increases the risks involved. Cost-effective management requires annual and intermittent costs that, if not “expensed” (deducted), add to the financial burden of holding timber until cash receipts can be realized. However, new tax policies and regulations, such as the revised “passive loss” rules released by the Internal Revenue Service (IRS) in 1988, restrict the ability of prudent land managers to deduct losses incurred during the course of timber management.

In addition to 1988 changes in the “passive loss” tax rules, tax regulations for forest investments were substantially changed by the 1986 Tax Reform Act, most notably with regard to capital gains. Since 1944, the federal government treated income from forestlands as a long-term capital gain, which was taxed at a lower rate than personal income. However, the 1986 Tax Reform Act provided that long-term capital gains and ordinary income be taxed at the same effective rate, thus erasing the preferential treatment given to forestland investments.

The 1986 law did not remove the “expensing” privilege applied to timber growing costs (except in relation to passive loss rules). It also retained the 1980 forest investment tax credit/write-off provisions. This permits a landowner to treat \$10,000 of forest planting and stand-improvement expenditures per year as an investment amortized over 7 years and allows a 10% tax credit in the first year.

Strict application of the 1986 Tax Reform Act is favored by those who remain uncertain about the benefits that tax breaks provide for forest investment, and by those who believe forestry should not receive special treatment. Others, who believe that investment in nonindustrial forests will decline because of the changed tax rules, support the restoration of capital gains treatment of timber income and a liberal interpretation of passive loss rules. In an interesting twist, both environmental and industrial interests support less restrictive forest tax laws: environmentalists believe it could take pressure off the use of federal lands, while industry believes it would increase timber production.

POSITION SAF supports taxation policies that encourage sustained investments in forest management and promote stable private forestland ownership. Tax measures that could stimulate private forest management include capital gains treatment of income from the sale of timber, deductibility of certain timber management costs, and short-term amortization and tax credits for reforestation and related stand-establishment costs. Also, tax policies should not impose unduly expensive or time-consuming record-keeping systems on landowners. Failure to support or establish such tax policies could discourage private investment in timber production, spur environmentally damaging forestry practices, and lead to the liquidation of timber stands.

Wetlands Protection

ISSUE Loss and degradation of wetlands has led federal and state governments to evaluate the steps needed to protect and sustain wetland ecosystems. For most people, “wetlands” are swamps, bogs, and marshes. However, other kinds of land exist that are not always swampy and boggy that many people believe should be classified as wetlands. Consequently, controversy has developed over the emerging wetland policy involving the administrative, political, and scientific matters of wetland definition and classification.

BACKGROUND Wetland ecosystems are among the most productive lands found on Earth in terms of both plant and animal life. Between 60% and 90% of all fish caught commercially in the United States use wetlands as spawning grounds and nurseries. In addition, migratory waterfowl depend on wetlands for feeding, breeding, and resting sites.

Wetlands also play an important role in the hydrologic cycle by receiving, retaining, and recycling nutrients. They also reduce flooding, store water, recharge aquifers, control sediment, remove pollutants, and provide timber products and recreational opportunities.

Less than half of the 200 million acres of wetlands that existed in the continental United States at the time of European settlement remain. Draining and filling wetlands for agriculture and development have been the main causes behind wetland loss in the past.

Wetlands are not comprised solely of grassy and marshy areas. Of the 99 million acres of wetlands that still remain, 50 million acres are classified as forest wetland and 11 million acres as shrub/scrub wetland. Large areas support productive timber stands that, with appropriate care, can be managed for timber production without harming other wetland resources.

The primary federal law that regulates wetland management is Section 404 of the Clean Water Act. Section 404 regulates the filling and dredging of U.S. waters, and has since been expanded to regulate the filling and

dredging of wetlands as well. More recent legislation aimed at protecting wetlands includes the “swampbuster” provision of the 1985 Food Security Act. This law eliminates federal farm subsidies to farmers who grow crops on agricultural land converted from wetlands after 1985. The 1990 Farm Bill amended the “swampbuster” provisions to change the timing of a swampbuster violation, from the time of planting on a filled wetland to when drainage of that wetland for agricultural purposes began.

Current debate on wetlands has focused on attempts to define which lands would be classified as wetlands for the section 404 guidelines. In 1989, the Environmental Protection Agency and the Army Corps of Engineers published the “Federal Manual for Identifying and Delineating Wetlands,” which broadened the definition of a wetland to include lands never before considered to be a wetland.

In 1992, the administration proposed revisions of the 1989 wetlands delineation guidelines. The administration’s new guidelines require that an area remain wetter longer and host a greater number of wetland indicator plant species in order to be classified as a wetland. These changes in wetlands delineation are expected to remove from 10 to 30 million acres of land from wetlands classification. Thus the proposed revisions put the delineation emphasis where it belongs, on the wetter ecosystems (i.e., swamps, marshes, and bogs) that truly perform the ecological functions of wetlands.

POSITION The Society believes that the benefits of wetlands can be enhanced by various forest management operations. With regard to delineation and classification of wetlands, the Society believes that the definition of a wetland should be established using rigorous scientific input. For the purposes of regulation, a land area should meet the three criteria tests (hydrology, vegetation, and soils) in order to be classified as a wetland. Likewise, the Society believes the a wetland classification system should consider the value and function of different wetlands and their benefits to the environment.

Wilderness Allocation

ISSUE Allocating the nation's limited forestland to the variety of possible uses often creates volatile debate about the trade-offs between preserving undeveloped primitive lands as wilderness and managing those lands for other multiple uses.

BACKGROUND Forest wilderness is a unique resource where the land is managed to allow natural ecosystem processes to operate freely with minimal human intervention and where the land's primeval character and influence are retained. The Wilderness Act of 1964 provides a framework for designating lands as components of the National Wilderness Preservation System (NWPS).

Currently, Congress has designated more than 95.3 million acres federal of land as wilderness. The agencies that manage the majority of wilderness areas are the National Park Service, which manages 39 million acres, USDA Forest Service, which manages 34.3 million acres, Fish and Wildlife Service, which manages 20.6 million acres, and Bureau of Land Management, which manages 1.6 million acres.

The vast majority of designated wilderness lies in federal ownership; however, state-owned land also contributes to the wilderness resource. States presently manage 5.2 million acres as wilderness, with most of these lands found in state parks and state forests. Also, the private sector and several nonprofit associations have set aside forestland as wilderness through land conservation easements, conservation trusts, and outright purchases. However, most of these publicly and privately owned areas with wilderness qualities are not formally designated as wilderness.

Wilderness proponents cite the many personal, ecological, social, and cultural benefits of wilderness

areas, emphasizing them in addition to recreation. For example, a wilderness area can serve as an ecological benchmark of forest health and productivity for comparison with more active land management practices elsewhere.

Others point out that wilderness designation prevents the development of other commodity and noncommodity resources. As a result of these often mutually exclusive uses, many of the technical natural resource management issues, such as below-cost timber sales, old-growth, biological diversity, and even timber taxation, correlate directly to further wilderness allocation.

Congress has the authority to designate federal land to the NWPS. In recent years Congress has designated wilderness using state-sponsored bills. The most recent wilderness bill, designates 700,000 acres of Colorado land as wilderness. It was passed by Congress in August of 1991 and ended a ten-year battle over wilderness and water rights within Colorado.

The 102nd Congress also debated wilderness legislation for lands in California, Montana, and Utah. Controversy over the technical management prescriptions for these areas, not the land allocation, was the hurdle that prevented passage.

POSITION The Society believes that forest landowners, both public and private, should determine forest resource use objectives; in the case of federal land, the owner is the general public. In this regard, the Society does not advocate one land use over another, but believes that foresters should be actively involved in the wilderness allocation process by objectively identifying the social, economic, and ecological costs and benefits of allocating land to wilderness.

Wilderness Management

ISSUE Historically, wilderness management has allowed natural forces to dominate and shape the landscape with minimal interference from human-kind. However, external impacts and human use of wilderness areas are increasing in kind and severity, thus making proactive management appropriate under certain circumstances. Further, the protection and management of lands adjacent to wilderness areas are increasingly controversial.

BACKGROUND The federal government has protected more than 95.3 million acres of land with wilderness character by adding them to the National Wilderness Preservation System. The Wilderness Act of 1964 defines the objectives of wilderness management as "to secure for the American people of present and future generations the benefits of an enduring resource of wilderness." Three concepts serve as cornerstones for wilderness management:

1. Wilderness is a place without human control, where conditions operate freely and where the primeval character and influence are retained.
2. Wilderness is a place where humans are visitors and their influence is hardly noticeable.
3. Wilderness is a place with outstanding opportunities for solitude or for primitive and unstructured recreational experiences.

Techniques for managing the wilderness resource are relatively straightforward, understood, and accepted. However, they may adversely impact adjacent lands that are managed for resources other than wilderness. For example, if naturally occurring insect infestations are allowed within a wilderness but eventually "jump" the wilderness boundary, should controls, such as pesticides or silvicultural treatments, be undertaken inside or outside the wilder-

ness boundary? If a fire is allowed to burn within a wilderness, how, and under what circumstances, should adjacent nonwilderness areas be protected? Answers to these questions have major implications for managing adjacent nonwilderness land.

In 1988, as a result of wildfire in Yellowstone National Park, an interagency task force reviewed national policies and their application for wilderness fire. The group reaffirmed fire's importance in sustaining the natural quality of wilderness areas. However, it recommended that the use of prescribed fire (wildland fire burning under pre-planned, specific conditions) be curtailed in unfavorable weather and fire conditions, and that agencies consider using manager-ignited prescribed fire to complement natural-occurring fire to reduce fire hazard.

In 1992, legislation was introduced in Congress to improve wilderness management, wilderness research, and special management area programs for the USDA Forest Service, Bureau of Land Management, National Park Service, and Fish and Wildlife Service. This legislation would also establish a national wilderness monitoring system. Congress adjourned before acting on this legislation.

POSITION The Society believes wilderness management is an important component of forest resource management. Management prescriptions for recreation, range, mineral resources, water rights, and fish and wildlife should be more vigorously developed and applied to these lands. In addition, managers should develop guidelines to manage exotic plant species, fire, insects and disease, and external effects such as air pollution, water quality, weather modification projects, and aircraft overflights. Decisions regarding control of natural processes that may damage adjacent resources should be made on a site-by-site basis appropriate to the values of those resources. Adequate staffing and funding must be provided.

Section III

FEDERAL FOREST RESOURCE MANAGEMENT IN THE UNITED STATES



A Brief Description and History

Management of America's natural resources has been an important component of the federal government's responsibilities since the late 1800s. At that time visionary scientists, philosophers, writers, and politicians stressed the need to replace the current exploitative approach. Though preservationists, who supported absolute protection of natural resources, and conservationists, who supported "wise use" of natural resources, initially worked together to create a public movement, they eventually followed separate paths. Through their efforts, several federal agencies were formed to preserve, conserve, and regulate the use of our country's abundant natural resources.

Today, America's state-of-the-art natural resource management programs are among the best developed in the world. However, proponents of differing land-use philosophies continue to champion separate and often conflicting goals, as is their privilege. As a result, policy makers and natural resource professionals must develop management approaches that provide the greatest good for the greatest number.

To understand today's natural resource policy perspectives, this section introduces the largest federal natural resource management agencies and related agencies; presenting their backgrounds, their missions, and in some cases the important legislative and administrative mandates that have helped to define their missions.

Department of Agriculture

The Department of Agriculture was formed in 1862 to improve food production in the United States. The department currently includes a number of agriculture-related agencies: the Agricultural Research Service, Agricultural Stabilization and Conservation Service, Cooperative State Research Service, Extension Service, Soil Conservation Service, and Forest Service—the department's primary forest resource management agency.

Agricultural Research Service (ARS)

ARS was created from the Agricultural Research Administration during a 1953 Department of Agriculture reorganization. It administers basic, applied, and developmental research programs that include animal and plant protection and production, and the use and improvement of soil, water, and air. Research is conducted on a wide range of goals, commodities, natural resources, fields of science, and geographic, climatic, and environmental conditions. Activities are carried out in 147 locations nationwide and in Puerto Rico, the Virgin Islands, and 8 foreign countries. Much of this

research is conducted in cooperation with state partners in universities, experiment stations, private organizations, and other federal agencies.

Agricultural Stabilization and Conservation Service (ASCS)

ASCS was established by Reorganization Plan No. 2 in 1961. ASCS administers commodity and related land-use programs designed for voluntary adjustment production, resource production, and price, market, and farm income stabilization. Resource conservation programs under the agency's jurisdiction include; the Conservation Reserve Program, Agriculture Conservation Program, Forestry Incentives Program, and Water Bank Program. Each state operation is supervised by a state committee and executive director designated by the Secretary of Agriculture. There are 3,080 agriculture county committees responsible for administration on the ground. The county Extension agent is a non-voting member of the county committee.

Cooperative State Research Service (CSRS)

CSRS was established as a result of the Hatch Act of 1887. It participates in a nationwide system of research program planning and coordination between the states and the Department of Agriculture. Its primary function is administering acts of Congress that authorize federal appropriations for agricultural research, involving natural resources, by state agricultural experiment stations in all 50 states, Puerto Rico and other territories, colleges, and other eligible institutions.

Extension Service

The Extension Service was created in 1914 by the Smith-Lever Act, which has been broadened and strengthened by several amendments and other legislation. The service is the education agency of the Department of Agriculture; it works in coordination with state governments through their land-grant universities and with county governments. All three share in financing, planning, and conducting educational programs. The Service helps the public learn about and apply the latest technology in agriculture, marketing, natural resources, and home economics. It also has a small staff that develops national policy. The state land-grant universities' cooperative extension services employ state specialists and area staffs in nearly every county. Extension service programs are also available in the District of Columbia, Puerto Rico, and other U.S. territories.

Soil Conservation Service (SCS)

SCS was established under the Soil Conservation Act of 1935. It is responsible for developing and coexisting

a national soil and water conservation program in cooperation with landowners, operators, developers, community planning agencies, regional resource groups and other land users. Federal, state, and local government agencies are also involved in these conservation programs. SCS ties in with forestry by planting trees as part of the Conservation Reserve Program; developing hardy species of trees for specific regions at plant material centers; and promoting tree-planting for windbreaks in agricultural regions.

Forest Service

The Forest Service was established in 1905. The agency's mission has evolved to address resource management for a broad array of uses including recreation, timber, range, wilderness, water, minerals, and fish and wildlife habitat. The agency must also protect the environmental integrity of the soil, water, and air resources under its jurisdiction. Headquartered in Washington DC, the Forest Service is divided into four major units: the National Forest System, State and Private Forestry, Research, and International Forestry.

National Forest System (NFS)—The agency's largest responsibility is managing its 191 million acres of public land for the multiple uses mentioned above. It encompasses 156 national forests in 9 regions throughout the country. National forests are located in 43 states although 85% of the land is in 13 western states. Each forest is divided into ranger districts, where forestry and related professionals implement on-the-ground management practices.

State and Private Forestry (S&PF)—The Forest Service cooperates with state and private forest landowners in fire control, pest control, management, and utilization programs, and selected special projects. The main components are technology transfer, cooperative assistance, and grants and assistance funding.

Research—The Forest Service's Research program develops knowledge to increase the economic and environmental values of the nation's forests and rangelands. Researchers work in 8 research stations throughout the country. Two hundred research work units are located at 76 sites throughout the United States, Puerto Rico, and the Pacific Trust Islands. In 1987 more than 2500 studies were in progress simultaneously.

International Forestry—The Forest Service role in international forestry was increased by the International Forestry Cooperation Act of 1990. The Office of International Forestry coordinates the agency's programs in tropical forestry technical assistance and training, information exchange and cooperative

research with other agencies and governments, and support to international organizations responsible for global forestry issues.

The Transfer Act (1905), which formally established the Forest Service, did not give the agency a mandate, however, a letter from the Secretary of Agriculture to the newly appointed Forest Service Chief charged him to "see to it that the wood, water and forage of the [forest] reserves are conserved and wisely used for the benefit of the home builder." This commodity-oriented interpretation of the agency's mandate has been constantly challenged and expanded over the last 80 years in response to increasing public pressure to support a large variety of both commodity and noncommodity uses on federal lands. Several important legislative and administrative acts continue to affect the Forest Service's daily operations, for example:

Forest Reserves Act (1891)—allowed the President to set aside public lands as forest reserves under the administration of the Department of the Interior.

Organic Act (1897)—mandated that forest reserves be managed to "improve and protect the forest within the boundaries, for the purpose of favorable conditions of water flows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States."

Transfer Act (1905)—transferred administration of the forest reserves from the Department of the Interior to the Department of Agriculture and provided that all receipts from forest reserves for a period of 5 years be reinvested in those reserves. The Bureau of Forestry, which managed those reserves, was changed to the Forest Service.

Weeks Act (1911)—enabled the Secretary of Agriculture to work cooperatively with the states in fire protection and allowed the Secretary to purchase lands located on the headwaters of navigable streams, an important step in the establishment of the nation's eastern national forests.

Clarke-McNary Act (1924)—authorized the Secretary of Agriculture to assist states with fire control, reforestation, and management; and liberalized land acquisition programs.

McSweeney-McNary Act (1928)—authorized comprehensive research programs in all phases of forestry and range management.

Knutson-Vandenberg Act (1930)—created a special fund for reforestation, mitigation, and other silvicultural activities on cutover lands, financed by charges in timber sales. In 1976, the National Forest Management Act amended this act to allow Knutson-Vandenberg collections to be used for the improvement of other renewable resources.

L-Regulations (1924) and U-Regulations (1939)—in response to a demand for primitive uses on national forests, L-Regulations allowed “primitive areas” to be established. Fifteen years later, U-regulations allowed wilderness, wild, and recreational areas on national forests to be designated.

Cooperative Forest Management Act (1951)—allowed the Secretary of Agriculture to work with state foresters in providing technical assistance to private landowners, harvest operators, and primary forest products manufacturers.

Multiple-Use Sustained-Yield Act (1960)—legislatively clarified the agency's broad mission to manage the nation's national forests for recreation range timber water wildlife and fish in a “combination that will best meet the needs of the American people... with consideration being given to the relative values of the various resources and not necessarily the combination that will give the greatest dollar return or greatest unit output.” Sustained yield was defined as maintaining in perpetuity a high-level annual or regular periodic output of the various renewable resources of the national forests. With the passage of the Multiple-Use Sustained-Yield Act the Forest Service was formally required to manage for competing and sometimes mutually exclusive uses. Many of today's land-use allocation debates arise from different definitions of an equitable distribution of multiple-uses for a given national forest.

Forest and Rangeland Renewable Resources Planning Act (RPA) (1974)—directed the Forest Service to develop a long-range multiresource management program to be updated every 5 years. An assessment/inventory of supply and demand for the nation's natural resources is required every 10 years.

National Forest Management Act (NFMA) (1976)—extensively amended the Resources Planning Act by addressing such forest management matters as nondeclining even flow, biological diversity, clearcutting, rotation age, and the suitability of marginal lands for timber production. NFMA also required that economic and social values be included in agency decision-making. Each national forest was to address its multiple-

use mission by developing its own land management plan. These plans are to be updated every 10 years.

Department of the Interior

The Department of the Interior dates back to 1849 when its primary responsibilities were to dispose of public domain land through the General Land Office and to work with Native Americans through the Office of Indian Affairs. Though the forest reserves were transferred to the Department of Agriculture in 1905 the Department of the Interior is still responsible for managing most public land.

Bureau of Indian Affairs

Indian reservation lands for the most part were established by treaty in the first 60 years of the nineteenth century. These treaties were agreements between the United States and the resident Native American (noncitizen) groups who claimed the land as their own according to the Indian view of land ownership. In exchange for ceding all their lands, ceding all further claims of ownership, and recognition by the United States that as dependent nations they reserved the right to a degree of self-government and protection, the Indian tribes were granted the rights to the soil and all its uses. The rights of the Indian people relative to land and other property (natural resources) has ranged from the right to occupancy only, to today's policy of joint management and economic development of natural resources by tribal governments and the United States government, which acts principally through the Bureau of Indian Affairs (BIA).

The federal/Indian relationship began in the nineteenth-century treaties and has since been molded and amended by various federal statutes and court decisions. The United States has a trust responsibility to administer Indian assets as a trustee administers a common-law trust for a beneficiary.

The BIA is organized in three levels: the headquarters office in Washington, DC, 12 area offices, and more than 90 agency offices serving the Indians on local reservations. Although forest resources are economically important to a number of Indian tribes, the BIA forestry program budget represents a small fraction of the total BIA budget. Listed below are several legislative highlights for the BIA's forest resource program.

Office of Indian Affairs (1824)—created by administrative action of the Secretary of War. In 1832, statutory authority established an Office of Indian Affairs within the War Department. The bureau was transferred to

the newly formed Department of the Interior in 1849, where it remains today.

Indian Appropriations Act (1909)—provided direct appropriations for Indian forestry for the first time.

The Act of June 25, 1910—permitted the sale of mature live, dead, and down timber from allotted and unallotted lands on Indian reservations. Proceeds were paid to or benefited the resource owner(s).

The Act of September 20, 1922—authorized protection of timber on Indian reservations from fire, insects, and disease.

Indian Reorganization Act (1934)—directed the Secretary of the Interior to make rules and regulations for the operation and management of Indian forestry units under the principle of sustained-yield forest management.

Indian Self-Determination and Education Assistance Act (1975)—provided for active participation of Indian tribes in the development and management of natural resources and services.

Bureau of Land Management

The Bureau of Land Management (BLM) is responsible for managing 341 million acres of forests, rangelands, and deserts that are (1) identified as “reserved” or dedicated to a specific purpose, or (2) called “vacant” and managed for multiple uses. These BLM holdings are primarily public domain lands not set aside as national forests or national parks. The exception is 24 million acres of revested railroad and wagon road lands in western Oregon that contain some of the nation's most valuable forestlands for both commodity and noncommodity uses.

The BLM also administers mineral leases and supervises mining operations on an additional 732 million acres of federal mineral estates underlying other federal and private ownerships. The BLM is strictly a land and resource management agency with no research or state assistance functions. Administratively, the BLM has 12 state offices, 58 district offices, and 144 resource areas. Most of the agency's work occurs in the West, as a majority of the surface ownership lies west of the Great Plains.

The BLM's jurisdictional authorities date back to 1812. A number of important legislative and administrative mandates have helped define the agency's mission.

General Lands Office (GLO) (1812)—created in the Treasury Department to dispose of public domain lands. In 1849 the GLO was transferred to the Department of the Interior.

General Mining Law (1872)—declared that whoever discovers and develops valuable mineral deposits shall be allowed to mine those resources for a nominal charge and free from competition.

Mineral Leasing Act (1920)—provided for the leasing of mineral deposits and authorized the Secretary of the Interior to reserve the right to sell, lease, or otherwise dispose of land surfaces associated with such leases if not necessary for use by the lessee.

Oregon and California Railroad Grant Lands and Coos Bay Wagon Road Grant Lands Act (1920)—authorized the Secretary of the Interior to sell timber from revested Oregon and California lands.

Taylor Grazing Act (1934)—authorized the establishment of grazing districts in the unreserved public domain, and authorized the Secretary of the Interior to issue and charge a fee for permits for private individuals to graze livestock on public lands. The Grazing Service, predecessor to the BLM, was established to help implement the provisions of the bill.

Oregon and California Act (1937)—mandated sustained-yield management of multiple uses on Oregon and California lands; also specified that timber uses should dominate.

Executive Reorganization No. 3 (1946)—merged the GLO and Grazing Service to form the Bureau of Land Management. The BLM assumed some land management responsibilities from the Department of the Interior, including mineral leasing, grazing, timber production, and real estate.

Federal Land Policy and Management Act (1976)—gave the BLM statutory operating authority, legislatively halted disposal of public domain lands, and authorized the Bureau of Land Management to inventory and manage the newly designated public lands under a multiple-use concept similar to the USDA Forest Service. Though the BLM had executive authority to undertake its mission, no authorizing statute existed for the agency until the Federal Land Policy and Management Act (FLPMA) was passed in 1976. FLPMA also requires the BLM to complete long-range land management plans.

Fish and Wildlife Service

The mission of the Fish and Wildlife Service (F&WS) is to conserve, protect, and enhance fish and wildlife and to protect their habitats. The F&WS also manages migratory birds, threatened and endangered species, certain marine mammals, and land under F&WS control.

The F&WS has four divisions: fisheries, refuges, wildlife, and fish and wildlife enhancement. The F&WS administrative offices are in Washington, DC, and 8 regional offices are located throughout the country. There are 441 congressionally authorized national wildlife refuges and wetland areas comprising more than 90 million acres; 71 fish hatcheries; 4 fish technology centers; and 13 research centers. More than 77 million acres are located in Alaska. Below are legislative and administrative highlights of the formation of the F&WS.

Joint Resolution of February 9 (1871)—authorized formation of a Commission on Fish and Fisheries. In 1903, the commission was renamed the Bureau of Fisheries, given greater authority, and transferred to the Commerce Department. The bureau was transferred to the Department of the Interior in 1939.

1885 Appropriations Act (1885)—established funds for the Department of Agriculture to study economic ornithology. This funding led to the creation of a Division of Economic Ornithology and Mammology. In 1905 the division was renamed the Bureau of Biological Survey to reflect a broadened emphasis on wildlife ecology and predator control.

Pelican Island National Wildlife Refuge Act (1903)—created the first national wildlife refuge, to be managed by the Biological Survey, on Pelican Island in Florida.

Migratory Bird Conservation Act (1929)—authorized the purchase of private lands for migratory bird refuges, in essence establishing the National Wildlife Refuge System.

Fish and Wildlife Coordination Act (1934)—authorized the Bureau of Biological Survey to consult with federal dam-building agencies to support wildlife benefits wherever possible.

Pittman-Robertson Act (1937)—authorized grants, funded by a federal tax on firearms and ammunition, to aid state wildlife programs in restoring game populations.

Reorganization Plan No. III (1940)—transferred the Bureau of Biological Survey to the Department of the Interior and merged it with the Bureau of Fisheries to form the F&WS. Most administrative mandates were already in place at this time.

Dingell-Johnson Act (1950)—authorized an annual appropriation, equal to the amount of revenue from a tax on sport-fishing rods, reels, lures, and creels, to be used for cooperative fish enhancement programs with the states.

Aquatic Resources Trust Fund (1984)—these “Wallop-Breaux” provisions amended the Dingell-Johnson Act, expanding the equipment tax to virtually all sport fishing equipment. Also set up an Aquatic Resources Trust Fund and sport fish restoration and boat safety accounts.

National Park Service

The National Park Service (NPS) has a dual responsibility: preserving unimpaired those lands set aside as national parks for recreational, historical, and natural values; and providing opportunities for the benefit and enjoyment of people. The NPS is also responsible for making these lands accessible for public observation, pleasure, and use in their natural state.

The NPS has 338 units under such names as national parks, monuments, preserves, lakeshores, memorials, parkways, historic sites, battlefields, and trails. Each unit is created by congressional mandate or executive order. The system encompasses 79.5 million acres and has land in every state except Delaware. Administratively, the NPS is headquartered in Washington, DC, has 10 regional offices throughout the country, and has a superintendent's office for each unit of the NPS where on-the-ground management takes place. The service is also responsible for law enforcement and research. Important legislative and administrative actions in the NPS' formation are listed below.

Yellowstone Park Act (1872)—designated the nation's first national park.

Antiquities Act (1906)—authorized the designation of national monuments on federal lands.

The National Park Service Organic Act (1916)—provided for the formation of the National Park Service. The NPS was the first federal agency dedicated to the preservation of the nation's natural resources.

Concession Policy of the National Park Service (1965)—provided that visitor needs and services in parks be carried out primarily by private firms through permits issued by the National Park Service.

Mining in National Parks Act (1976)—limited the applicability of federal mining law (see p. 36) within those national parks where mining had been permitted.

Section IV

ENVIRONMENTAL AND FORESTRY- RELATED LAWS



A Brief Description and History

For the past 3 decades, environmental concerns have become an important component of our national policy dialogue. For the USDA Forest Service alone, 72 public laws affecting the agency were passed between 1960 and 1985; only 63 had passed in the agency's previous 60 years of existence. Environmental quality continues to be a great concern for our nation's citizens. Federal resource lands are expected to provide a wide variety of commodity and noncommodity products in an environmentally sound manner.

Several landmark environmental laws have had a major impact on the interpretation and implementation of natural-resource policy for all federal land management agencies. These acts, along with many others that are less visible, will continue to affect natural-resource policy debates throughout the 1990s.

Air Quality

Air Quality Act (1970)—dramatically strengthened a 1955 law by requiring the Environmental Protection Agency (EPA) to set primary and secondary air quality standards. In response, EPA developed Class I, II, and III standards. Class I areas tolerate no change to air quality, Class II allow moderate change, and Class III allow deterioration up to a secondary standard.

Clean Air Act Amendments (1977)—strengthened air quality deterioration, visibility deterioration, and air quality classification provisions.

Forest Ecosystem and Atmospheric Research Pollution Act (1988)—provided for a 10-year study on the decline in U.S. forest productivity to determine the effect of air pollution on the forest environment.

Clean Air Act Amendments (1990)—strengthened regulations for cities that do not attain air quality standards for ozone, carbon monoxide, and fine particulate matter after a specific period (from 3 to 20 years); required clean, reformulated gasoline in nine U.S. cities; toughened tailpipe emission standards for cars and trucks; phased out the use of chlorofluorocarbons (CFCs) and other ozone depleting chemicals; established a system of marketable pollution allowances, which companies can trade on the open market, to regulate sulfur dioxide emissions.

Hazardous Materials

Federal Environmental Pesticide Control Act (1972)—substantially amended the Federal Insecticide, Fungi-

cide and Rodenticide Act (FIFRA) of 1947 by providing strong controls over pesticide application and placing regulatory authority under EPA.

Federal Insecticide, Fungicide and Rodenticide Act (FIFRA) (1975)—amended to 1) require EPA to contact the Department of Agriculture before taking any action with respect to a pesticide, (2) allow Agriculture to comment on EPA regulations, and (3) require EPA to complete an economic impact analysis of any proposed action against a pesticide.

Federal Insecticide, Fungicide and Rodenticide Act (1978)—amended FIFRA again in 1978 to allow EPA to (1) issue conditional registration of pesticides, (2) define inconsistent use and (3) allow "minor use" registration for "special local needs."

Federal Insecticide, Fungicide and Rodenticide Act (1988)—repealed the indemnification clauses that required EPA to purchase existing stocks of banned chemicals from manufacturers and pay for their storage and destruction; reauthorized FIFRA for 3 years; and placed a reregistration fee on chemical manufacturers. However, pesticides that are used only in small volumes, such as forestry pesticides, are exempt from the reregistration fees.

National Environmental Policy Act

National Environmental Policy Act (1969)—among other provisions, enacted three important policies: (1) a statement of the "profound impact of man's activity" on the environment and man's responsibility to coexist with the environment; (2) development of provisions to require that environmental impact assessments, including public comment, accompany all "major federal actions significantly affecting the quality of the human environment" and (3) establishment of the Council on Environmental Quality.

Fish & Wildlife

Endangered Species Act (1973)—established federal procedures for identification and protection of endangered plants and animals. It also mandated that critical habitat for endangered species be protected.

Sikes Act (1974)—amended the Fish and Wildlife Conservation Act of 1960, and required the secretaries of Agriculture and Interior to work with state agencies to develop, maintain, and coordinate programs for conserving and rehabilitating wildlife, fish, and game. (State agencies are responsible for managing fish and wildlife, while federal agencies manage federally owned wildlife habitat.)

Endangered Species Act (1978)—amended the 1972 law by requiring that endangered species and their habitat requirements be listed concurrently and the economic impacts of designation be addressed. A cabinet-level committee may also be formed to address exemptions from the act.

Endangered Species Act (1988)—called for closer monitoring of candidate and recovered species, approval of state grants for monitoring, and higher funding for state matching grants. Recovery plan amendments require the Secretary of the Interior to submit a cost accounting report of recovery plans, submit a status report on recovery plans, and consider public comments before recovery plans are implemented. The amendments also require that EPA solicit public comment on any proposed pesticide ban. Endangered plants on both public and private lands received increased protection.

Water Quality

Federal Water Pollution Control Act Amendment (1972)—mandated the elimination of discharges into navigable waters by 1985 and the interim attainment of fishable and swimmable waters by 1983. The act also set up broad and nonspecific standards for natural resource management activities such as nonpoint-source pollution control, state best management practices, state planning, and dredge and fill activities in navigable waters and wetlands.

The Clean Water Act (1977)—amended the 1972 law, strengthened dredge and fill controls in wetlands, and required mandatory statewide water planning.

The Water Quality Act (1987)—passed during the 100th Congress and amended the 1972 law again. The 1987 law specified procedures to control nonpoint-source pollution and identified forestry practices that could negatively impact water quality. The act further strengthened state planning and program implementation requirements with regard to state best management practices and the development of antidegradation standards.

Forest Resources

McIntire-Stennis Act (1962)—allowed the Secretary of Agriculture to cooperate with land-grant colleges and agricultural experiment stations in carrying out forestry and natural resource management research. Enabled the federal government to provide matching funding for research up to the nonfederal amount available to a college or university during the same fiscal year.

Land and Water Conservation Fund (1964)—authorized user fees, motorboat fees, and limited appropriations for the acquisition and development of land and water areas for recreational purposes. During the 100th Congress, there were attempts both to eliminate the program and to create a \$1 billion permanent trust fund.

The Wilderness Act (1964)—authorized the development of the National Wilderness Preservation System. Wilderness is defined as those lands that have been “untrammeled by man, where man himself is a visitor who does not remain.” Only activities that preserve the pristine nature of wilderness are allowed. Limited exceptions are made for mining, grazing, and use of mechanized equipment in emergency situations. Each wilderness area is congressionally designated.

Wild and Scenic Rivers Act (1968)—established system to preserve free, wild, and scenic rivers. These rivers are congressionally designated and are administered by the agency and/or the state(s) through which they flow. Rivers are designated wild, scenic, or recreational depending on the amount of development.

Alaska National Interest Lands Conservation Act (1980)—allocated more than 103 million acres of mostly Bureau of Land Management lands to various agencies, 43.5 million acres to the National Park Service and 53.7 million acres to the National Wildlife Refuge System. Of these allocated acres, 56.4 million were added to the National Wilderness Preservation System, distributed among various land management agencies. The act also included a number of special provisions: a \$40 million annual fund to maintain a supply of 4.5 billion board feet of timber per decade on the Tongass National Forest; detailed provisions for mineral development and subsistence uses; and permission for certain motorized transportation on or in wilderness areas.

Forest Stewardship Act (1990)—the forestry section of the Food, Agriculture, Conservation, and Trade Act of 1990. This law created the Forest Stewardship program to promote forest stewardship on private non-industrial forestlands. This program provides landowners with financial, technical, educational, and related assistance in managing the productivity of their timber, wildlife, water, and recreational resources. The Program is managed by the State and Private Forestry branch of the USDA Forest Service to meet its goals and objectives through cost sharing. Also, the law created the Forest Legacy Program to identify and protect

environmentally important private forestlands through the use of conservation easements.

Other

Renewable Resources Extension Act (1978)—allowed the Department of Agriculture to work cooperatively with state agencies and universities to complete education projects in a broad array of natural resource disciplines.

Food Security Act (1985)—provided for the development of the Conservation Reserve Program, which allows farmers to voluntarily withdraw highly erodible farmlands from production and in return receive annual rental payments. Participants also receive 50% of their costs of establishing trees or grass on reserved areas.

The act also contains “sodbuster” and “swampbuster” provisions. The sodbuster language makes agricultural producers ineligible for Department of Agriculture benefits if they bring highly erodible lands into cultivation without an approved soil and water plan, while the swampbuster provision denies benefits to producers of agricultural products who alter or drain wetlands.

Tax Reform Act (1986)—repealed capital gains treatment of timber income. Timber management expenses are still deductible for corporations and for nonindustrial private landowners who “materially participate” in their resource management operations. Landowners not satisfying “material participation” criteria can only deduct expenses from passive revenues.

Forest Resource Facts

The 1989 Forest and Range Assessment completed by the USDA Forest Service is a comprehensive overview of the demand for and supply of the United States' public and private forest resources. The assessment also provided information on the nation's forest resources including timber, water, range, forage, outdoor recreation, wildlife, fish, and minerals.

Resource Base—Nationwide, 1.6 billion acres are classified as forest, rangeland, or covered by water. Lakes, ponds, rivers, and coastal waterways cover about 100 million acres. The remaining 1.5 billion acres are split into approximately equal portions of forestland and rangeland. Two thirds (483 million acres) of the forestland is defined as timberland, capable of growing more than 20 cubic feet of commercial wood per acre annually. Three quarters of this timberland is in the eastern half of the country. Most western timberland is in the Pacific Coast states and in the Rocky Mountain region.

The federal government manages nearly 40% of the nation's rangeland and about 39% of its forestland. The remaining 61% of forestland is owned by the states, industry, and individuals. The majority of private forestland is located in the eastern states.

Forestlands and rangeland provide forage and browse for more than 70 million cattle, 8 million sheep, 55,000 wild horses and burros, 20 million deer, 400,000 elk, 600,000 antelope, and many other grazing animals. These lands also have valuable mineral resources concentrated in the Western Overthrust Belt, the northern Great Plains, and the Appalachian region.

Timber—As the United States' population and economy have grown, demand for wood based products has also increased. Lumber consumption rose slightly between 1950 and 1980, while wood consumption for manufacturing plywood, pulp, paper, and paperboard grew rapidly after World War II. Much of the increase in wood fiber use during the 1960s and '70s came from the by-products of lumber and plywood manufactur-

ing. Following the oil crisis of the 1970s, fuelwood consumption reversed its long decline.

The nation's forestlands meet most of the domestic demand for forest products. In 1986, the United States produced about 11.3 billion cubic feet of softwood and 6.5 billion cubic feet of hardwood, for a total of 17.8 billion cubic feet. Net imports (total imports minus total exports) in 1986 were approximately 2.0 billion cubic feet.

The United States has substantial timber reserves. United States timberlands contain 830 billion cubic feet of roundwood, of which 91% (755 billion cubic feet) is in live, sound trees suitable for commercial use. The remaining 9% (75 billion cubic feet) can be used for fuel, and other products that do not have significant quality requirements. Though regional differences exist, growth exceeded removals by 31% for all species for the United States. For softwoods, growth exceeded removals by 7%, and for hardwoods, growth exceeded removals by 86%. These percentages indicate that timber inventories are increasing.

Water—In 1990, the United States withdrew 408 billion gallons of fresh water each day; 80 billion came from groundwater, 327 billion from surface water, and .75 billion from wastewater. Of the withdrawals, 23% were consumed (not available for reuse from the original source). The largest demands for water were for thermoelectric steam cooling, irrigation, municipal use, and industrial use.

The renewable water supply of the contiguous United States is about 1.4 trillion gallons per day. Though this available supply is stable, drought, storms, and other natural events can cause short-term variations. About 1 trillion gallons recharge the groundwater system each day; in 1989 the nation drew about 20% of its water from the ground.

Reservoirs and controlled natural lakes can store 480 million acre, or 156.4 trillion gallons. In addition, more

than 50,000 smaller reservoirs and about 2 million farm ponds are used to store water.

Range Forage—Demand for forage varies by animal species. Dairy cattle and horses use little forage, while 61% of beef cattle's annual feed requirements and 90% of sheep and goat needs come from grazed forage. Wild herbivores satisfy virtually all their food requirements by grazing.

The relative importance of public grazing lands in providing forage for domestic animals varies by region. Public grazing lands supply more than 50% of the total feed mix in the Pacific Northwest. The 17 coterminous western states support about 85% of the nation's sheep, which are heavily dependent on this forage. Nationwide, forage from Forest Service and Bureau of Land Management land amounts to about 7% of the total forage consumed by domestic livestock. Private lands provide about 86%.

Outdoor Recreation and Wilderness—Eight different federal agencies operate more than 5,000 campgrounds in the United States, and other federal lands provide boat ramps, swimming areas, and beaches. There are more than 63,000 picnic areas and 7,000 miles of national wild and scenic rivers. Overall, more than 700 million acres of federal lands are available for various kinds of recreation. More than 95.3 million acres of federal lands have been designated as wilderness, which fulfill recreational as well as many nonrecreational uses.

About 1.2 billion acres of land in the United States are privately owned. Of this total, 58 million are completely closed to the public, and more than 318 million are closed to all but the owners and their immediate families. Approximately 579 million acres, or 45% of the private land area, can only be used with the permission of the landowner. About 255 million acres (21%) are open for public use without charge, with daily fees, or by lease. The amount of land leased for recreational use and the number of campgrounds and

campsites has grown steadily in the last decade.

Wildlife and Fish—Range, forest, and wetlands support a wide variety of animal life. However, rangeland acreage has declined by 8% in the last 3 decades, and wetlands are estimated to have declined by 15% since the 1950s.

Public use of fish and wildlife resources has changed significantly. Nonconsumptive uses of fish and wildlife (i.e., activities that do not result in the death or attempted death of an animal) have increased greatly in the last 2 decades. In 1991, the Forest Service reported that 2.2 million recreation visitor days were spent in some form of nonconsumptive wildlife recreation. This is an increase from 1.3 million recreation visitor days of nonconsumptive wildlife recreation in 1985. Big- and small-game hunting have declined in the last decades, while freshwater fishing has increased.

A significant aspect of forest management is to conserve threatened and endangered species and the ecosystems upon which they depend. As of spring 1992, 347 plant species and 379 animal species were listed as threatened or endangered under provisions of the Endangered Species Act. About 4000 plant and animal species are currently candidates for listing. With the current average of 100 species listed each year, it will take 40 years to complete current listings.

Minerals—There are some 2,500 important minerals, from coal to sand to gemstones. In 1986, the United States was among the top three producing nations in the world for 33 important minerals. A substantial portion of these reserves are under federal lands, which are subject to some restrictions that protect surface resources. Some federal lands have been specifically withdrawn from mineral exploration and development. Other much larger areas are reserved for particular public uses and are also not available for mineral production.

For More Information

More detailed position statements addressing each issue brief in Section I can be obtained by contacting the Society. A complete compilation of Society of American Foresters Position Statements can be found in:

*SAF Forest Policies and Positions (1991)—Revised
Publication Pending*

Task Force Reports and White Papers are also available for the following issues:

Acidic Deposition and Forests (1984)

Scheduling the Harvest of Old Growth Timber (1984)

Defining Commercial Timberland (1985)

International Forestry (1986)

*Comments on the Recommended Forest and Rangeland
Renewable Resources Planning Act Program (1987)*

*A Question of Values: Below Cost Timber Sales on
National Forests (1988)*

*National Forest Planning and the National Forest
Management Act of 1976: An Annotated
Bibliography (1988)*

International Trade (1989)

Wilderness Management (1989)

Community Stability (1989)

Biological Diversity in Forest Ecosystems (1991)

Forests, Forestry, and Global Climate Change (1991)

*Red-cockaded Woodpecker Protection and Habitat
Management on Private Lands (1992)*

*Sustaining Long-Term Forest Health and Productivity
(in process)*

Reauthorization of the Clean Water Act (in process)

*Reauthorization of the Endangered Species Act
(in process)*

Additional copies of this booklet are available from the Society of American Foresters, at a price of \$5.00 for SAF members, and \$7.00 to nonmembers, with a 10 percent discount on orders of 10 or more. All orders of \$50.00 or less must be prepaid, including handling and shipping charges, as follows:

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March 24, 1993

**PRESIDENT'S FY 1994 BUDGET AND
THE FOREST CONFERENCE**

o The FY 1994 budget includes timber sales estimates (both anticipated revenue and volume) from National Forests, managed by USDA's Forest Service, and from BLM land, managed by Interior.

o The FY 1994 timber sales level assumes a continuation of the FY 1992 actual sales baseline. Actual sales in FY 1992 continued a downward trend due to problems with threatened and endangered species in several regions, most notably the Pacific Northwest. (Attachment A)

-- Pending decisions that come out of the Forest Conference, the estimate of FY 1994 timber sales assumes that the current problems limiting timber sales continue. The President, therefore, would be positioned to "solve" these problems and potentially add back volume.

-- The FY 1994 timber sales level continues the FY 1992 baseline. It does not presume any legislative solutions or court resolutions that would increase sales. The FY 1994 level also assumes the phase-in of the Administration's below cost timber sales policy as included in the February 17th document. This policy should not affect the Northern spotted owl forests, which are above-cost timber sales areas. (Attachment B)

o Timber harvest levels (these volumes drive timber receipt estimates) remain about the same as the Bush January 6th baseline in FY 1993 and 1994 due to sales from previous years under contract but not yet harvested. Current higher timber price assumptions (provided by the Forest Service) account for receipts above the Bush baseline in FY 1993 and 1994. (Attachment C)

o By law, 25 percent of timber receipts are returned to the states and counties where the timber is harvested. As timber harvests have trended downward, so has the corresponding payments to states, particularly in the Pacific Northwest. Congress in FYs 1991-93 included appropriation bill language that ensured that the counties adversely affected by the spotted owl injunction would receive a minimum level of timber receipts (this "floor" was set at 85% of the average county receipts for 1986-90). The FY 1994 budget assumes a one-year continuation of this timber receipt floor language at a cost to the Treasury of about \$50 million. This would continue the temporary receipt floor provision for another year, pending a comprehensive proposal stemming from the Forest Conference.

o Generally, the Forest Service budget request for activities to carry out timber sales fluctuates according to the level of anticipated sales volume. Because the Administration does not know the final FY 1994 timber sales level (pending the outcome of the Forest Conference), funding for the associated timber program account for FY 1994 are assumed at baseline levels (except for reductions related to the Administration's below-cost timber policy). This means that the Forest Service' FY 1994 budget request could support a higher level of timber sales or some level of funding could be reprogrammed into non-timber sales activities (such as recreation or rural economic diversification).

o Details concerning timber sale and harvest volumes as well as program budget levels in support of the agencies' timber programs would normally be made available by the Forest Service to Congressional appropriations committees on March 29th, in advance of the Forest Conference. Details would likely become public prior to the Conference.

ATTACHMENTS

TIMBER SALES AND HARVEST IN THE FY 1994 BUDGET
NATIONAL TOTAL
(Billion Board Feet)

Forest Service

	<u>FY 1992</u> (actual)	<u>FY 1993</u> (estimate)	<u>FY 1994</u> (estimate)
SALES	5.1	5.2	4.6
HARVEST	7.3	7.5	6.8

Bureau of Land Management

	<u>FY 1992</u> (actual)	<u>FY 1993</u> (estimate)	<u>FY 1994</u> (estimate)
SALES	0.0	0.0	0.2
HARVEST	0.6	0.4	0.2

Total Timber

(All Forest Service Regions and BLM)

	<u>FY 1992</u> (actual)	<u>FY 1993</u> (estimate)	<u>FY 1994</u> (estimate)
SALES	5.1	5.2	4.8
HARVEST	7.9	7.9	7.0

Attachment B

TIMBER SALES AND HARVEST ASSUMED IN FY 1994 BUDGET
Region 6 (Oregon/Washington)
(Billion Board Feet)

Forest Service

	<u>FY 1992</u> (actual)	<u>FY 1993</u> (estimate)	<u>FY 1994</u> (estimate)
SALES	0.7	1.0	1.0
HARVEST	2.1	2.2	2.1

The additional Forest Service sales expected in FY 1993 are due to increased timber salvage sales, and thinnings on the West Side of the Cascade Mountains outside of owl habitat. These timber salvage sales were not achieved in FY 1992 because the Forest Service had to coordinate with the National Marine Fisheries Service after the Northwest Salmon was listed as an endangered species.

Bureau of Land Management

	<u>FY 1992</u> (actual)	<u>FY 1993</u> (estimate)	<u>FY 1994</u> (estimate)
SALES	0.0	0.0	0.2
HARVEST	0.6	0.4	0.2

The Bureau of Land Management (BLM) timber sales in FY 1993 will remain below 50 million board feet of mostly salvage. The sales increase in FY 1994 comes from additional salvage and modest additional timber from areas outside owl habitat under BLM's proposed new Oregon plan for ecosystems management of forest resources.

Total Timber in Oregon/Washington¹

	<u>FY 1992</u> (actual)	<u>FY 1993</u> (estimate)	<u>FY 1994</u> (estimate)
SALES	0.7	1.0	1.2
HARVEST	2.7	2.6	2.3

¹ This includes all of BLM and Region 6 of the Forest Service. Region 6 is included in the Forest Service national total on the previous attachment.

Attachment C

**FOREST SERVICE TIMBER RECEIPTS
(Outlays in Millions)**

	<u>ACTUAL</u> <u>1989</u>	<u>ACTUAL</u> <u>1990</u>	<u>ACTUAL</u> <u>1991</u>	<u>ACTUAL</u> <u>1992</u>			
Total Timber	1,250	1,193	991	945			
	<u>EST.</u> <u>1993</u>	<u>EST.</u> <u>1994</u>	<u>EST.</u> <u>1995</u>	<u>EST.</u> <u>1996</u>	<u>EST.</u> <u>1997</u>	<u>TOTAL</u> <u>94-97</u>	<u>CHANGE</u> <u>FROM</u> <u>BUSH 1/8</u>
BUSH (Jan. 6, 1993)	959	1,196	1,235	1,337	1,242	5,010	
OMB (April 1993)	1,149	1,416	1,082	1,021	1,035	4,564	-446
CBO (March 1993)	944	940	975	991	1,020	3,926	-1084

Economic Assumptions

OMB economic assumptions on housing starts are incorporated.

All OMB options assume that below cost timber sales are phased out by FY 1997.

OMB options assume that timber prices are up significantly, as shown below.

Stumpage Price Index	1992	1993	1994	1995	1996	1997
(As provided by the Forest Service)	1.0	1.3	1.6	1.7	1.8	1.9

MEMORANDUM

TO: KATIE McGINTY

FROM: JIM LYONS
MARK GAEDE

DATE: 4/12/93

RE: LONG AND SHORT TERM TIMBER SUPPLY

Before we can make a defensible recommendation on the volume of timber that could be made available in the short term, it will be important to know the other values which will be affected (old growth, owl habitat, fish habitat, roadless areas) and the level of impact. If for no other reason, this will be important so that we can keep all of our options open in recommending options to the President.

We currently have the Forest Service developing information that will show the volume of timber falling into each of the above categories plus the amount currently enjoined and the amount falling outside the injunctions. This matrix of information (see attached format) will allow us to make recommendations on near term timber volumes fully knowing the policy ramifications in all other areas.

before end of week

This should be available ~~in four to six days~~. In the meantime if something needs to be said to weigh against the decision to pull back the 13 timber sales exempted by the "God Squad", we suggest establishing a process to find near term timber volume. This process will identify the universe of timber volume and determine where the timber volume may be located. Where there appears to be the least conflict between timber harvest and other old growth ecosystem values, the individual Forests will then be directed to sit down with local environmental and industry representatives to work out a mutually acceptable harvest schedule. This has been done before with some success.

While this process is intended to serve as an interim means of getting timber volumes, it also has merit if applied to a long range timber program.

① NO Announcement til we
work this out

② I will want to give
arrivals a heads up.

04/14/93 15:20 0202.447.4732 USDA NRE

00000000

PREPARED TIMBER SALE VOLUME ENJOINED BY DWYER
e of report: 1/1/93. (Volumes in Millions of Board Feet)

WIL FOREST	TOTAL PREPARED SALE VOLUME ENJOINED DUE TO DWYER INJUNCTION	LOCATED IN UNITS ~~AT RISK~~ DUE TO ONGOING CONSULTATION ON TREE SPECIES *	LOCATED IN NCA'S	LOCATED IN "GANG OF 4" LSO01	LOCATED IN "GANG OF 4" OWL ADDITIONS	LOCATED IN "GANG OF 4" LSO02	LOCATED IN "GANG OF 4" LSO03	LOCATED IN "GANG OF 4" WATERSHED BUFFER STRIPS	LOCATED IN ROADLESS AREAS	REMAINDER OUTSIDE ANY AREAS NAMED IN COLUMNS (2) - (9) **	PORTION OF COLUMN (10) THAT CAN BE SOLD IN FY93 IF INJUNCTION IS LIFTED BY JULY 31, 1993
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
R-6 OWL											
adriatic	25	0	0	0	0	0	0	0	0	0	0
adriatic	79	0	0	0	0	0	0	0	0	0	0
adriatic	71	0	0	0	0	0	0	0	0	0	0
adriatic	171	0	0	0	0	0	0	0	0	0	0
adriatic	223	0	0	0	0	0	0	0	0	0	0
adriatic	343	0	0	0	0	0	0	0	0	0	0
adriatic	289	0	0	0	0	0	0	0	0	0	0
adriatic	46	0	0	0	0	0	0	0	0	0	0
ORE	1,247	0	0	0	0	0	0	0	0	0	0
ford Pinchot	246	0	0	0	0	0	0	0	0	0	0
aker-Snoq.	42	0	0	0	0	0	0	0	0	0	0
anogan	0	0	0	0	0	0	0	0	0	0	0
ympic	13	0	0	0	0	0	0	0	0	0	0
atchee	71	0	0	0	0	0	0	0	0	0	0
WASHINGTON	372	0	0	0	0	0	0	0	0	0	0
R-6 OWL TOTAL	1,619	0	0	0	0	0	0	0	0	0	0
R-6 NON-OWL											
nt	0	0	0	0	0	0	0	0	0	0	0
allieur	0	0	0	0	0	0	0	0	0	0	0
checo	0	0	0	0	0	0	0	0	0	0	0
mtilla	0	0	0	0	0	0	0	0	0	0	0
alltown-Whitman	0	0	0	0	0	0	0	0	0	0	0
solville (WASID)	0	0	0	0	0	0	0	0	0	0	0
R-6 NON-OWL TOT	0	0	0	0	0	0	0	0	0	0	0
R-6 TOTAL ALL	1,619	0	0	0	0	0	0	0	0	0	0
R-5 OWL (Northern CA)											
Shasta-Trinity	0	0	0	0	0	0	0	0	0	0	0
Chico	30	0	0	0	0	0	0	0	0	0	0
ter line	0	0	0	0	0	0	0	0	0	0	0
Six Rivers	27	24	0	0	0	0	0	0	0	0	0
R-5 OWL TOTAL	57	24	0	0	0	0	0	0	0	0	0
ALL OWL TOTAL (R-5 and R-6)	1,676	24	0	0	0	0	0	0	0	0	0

Subject

* Considered at risk due to delay in receiving biological opinions from FWS or possible adverse opinions.
** Note: the sale unit occur in more than one column, so you cannot simply sum columns (2)-(9) when figuring remaining volume.

At 11 sales / salvage for things sales

*ecosystem approach to meeting
viability 8th. w/ options.*

DRAFT
APRIL 7, 1993

MEMORANDUM

To: Members of the Forest Ecosystem Management Working Group

You are instructed to prepare a joint Department of the Interior and Department of Agriculture conservation and management plan for the federal lands in the Pacific Northwest and northern California within the current range of the northern spotted owl. The plan should cover the lands managed by the Forest Service, the Bureau of Land Management, and to the extent noted below, the National Park Service. In preparing the plan, you are to draw on personnel from those agencies and also obtain appropriate assistance from the Fish and Wildlife Service, the National Marine Fisheries Service, and the Environmental Protection Agency.

The plan should be based on the best technical and scientific information currently available.

Two fundamental criteria for the plan are: *why subject act* first, to meet all requirements of the applicable laws and regulations, including the Endangered Species Act; and second, subject to the first criterion, to attain the greatest economic and social contributions from the forests of the region, including timber production.

In addition, the plan must: maintain or restore biological diversity, particularly that of late-successional and old-growth forest ecosystems; maintain long-term site productivity of forest ecosystems; and maintain sustainability of use of renewable natural resources, including timber and other forest products, as well as other facets of forest values.

don't use this Ecosystem approach. In meeting the environmental requirements of the law, you are to apply an ecosystem approach and not limit your consideration to any one species. To the extent possible given the existing condition of the lands involved, you are to develop a long term plan that meets the following objectives:

1. Maintenance and/or restoration of habitat conditions for the northern spotted owl that will provide for viability of that species, well-distributed across its presently occupied range.
2. Maintenance and/or restoration of habitat conditions for the marbled murrelet that will provide for viability of that species, so far as nesting habitat is concerned.
3. Maintenance and/or restoration of habitat conditions to support viable populations, well distributed across their range, of species known (or reasonably expected) to be associated with old-growth forest conditions.
4. Maintenance and/or restoration of spawning and rearing habitat on Forest Service, Bureau of Land Management, and National Park Service lands to support recovery and maintenance of viable populations of anadromous fish

only relevant to FWS?

species and stocks and other fish species and stocks considered "sensitive" or "at risk" by land management agencies, or listed under the Endangered Species Act.

5. Maintenance and/or creation of a connected or interactive old-growth forest ecosystem on the federal lands within the range of the northern spotted owl.

We recognize that the "viability" standard applied by regulation to the lands managed by the Forest Service has not been applied (and is not required by law to apply) to the lands managed by the BLM. However, as a matter of policy, and in order to achieve similar treatment on all federal lands here involved, you are instructed for purposes of this plan to apply the "viability" standard to the BLM lands.

You are asked to develop an array of options for achieving the foregoing biological objectives. Options that you develop should meet the objectives with a relatively high probability of success, but you should include options that range from medium to very high probabilities of success.

Impact on non-federal lands. Particular attention should be paid to minimizing the impact of protection and recovery of threatened and endangered species on non-federal lands within the region of concern. However, you are encouraged to note specific non-federal contributions considered necessary to accomplish the objectives of this plan. *

Existing information. Given the short period of time available to you for the development of the conservation plan requested, we understand that you will need to rely primarily on existing information and assessments to prepare the plan and evaluate economic and social impacts. We ask that you examine all previously formulated strategies for management of northern spotted owls and old-growth forests, and all other recent published information.

Costs and benefits. You should address the full range of costs and benefits of the proposed plan and the options that you develop. In so doing, at least the following should be considered:

1. Timber harvest, short term and long term.
2. Production of other commodities.
3. Effects on public uses and values including scenic quality, recreation, subsistence, and tourism.
4. Effect on environmental values, including air quality and water quality.
5. Effect on ecological values, including habitat conservation, sustainability, threatened and endangered species, biodiversity, and long-term productivity.
6. Jobs attributable to timber harvest and timber processing.

7. To the extent feasible, jobs attributable to other commodity production, fish habitat protection, and public uses of forests.

8. To the extent feasible, jobs attributable to investment and restoration associated with each alternative.

9. Economic and social effects on local communities.

10. Effects on revenues to counties and the national treasury.

11. Economic and social policies associated with the protection and use of forest resources that might aid in the transitions of the industries and communities of the region.

12. Economic and social benefits from the ecological services provided by the alternatives developed.

The plan should also discuss regional, national, and international effects as they relate to timber supply, wood product prices, and other key economic and social variables.

Particular attention should be paid in the course of this assessment to the costs and benefits of any establishment of reserves of old-growth forests. Also, assess the environmental risks associated with the removal of trees, regeneration of cut-over stands, and management of such stands on the particular type of areas on which old-growth forests still exist. This assessment should specifically address the costs and benefits as well as the environmental risks associated with the construction and maintenance of the road system required to access, cut, and reforest those stands. The assessment should be done for remaining old-growth stands regardless of whether they are being proposed for reserves.

When locating reserves, and developing other portions of the management plan, you should consider both the benefits to the whole array of forest values, and the potential cost to rural communities, to the extent this can be done without impairment of the conservation plan. ~~In addition, you should identify and assess the benefits and costs of possible additional reserves that you~~ recognize as especially sensitive for scientific, recreational, or cultural values, but that are not required for the biologically-driven requirements of law.

Adaptive management. The developed conservation plan should include a specific program of adaptive management. This program should include identification of high priority inventory, research and monitoring needed to assess the success of the plan over time and to identify essential or allowable modifications in approach as new information becomes available. The final report should suggest a mechanism for a coordinated interagency approach to performing the needed assessments, monitoring and research, as well as any changes needed in decision-making procedures, required to support adaptive management.

Silviculture. Silvicultural manipulation of forest stands--particularly young stands--should be carefully examined in developing the conservation plan, especially in the context of adaptive management. The use of silviculture to

achieve those ends, or tests of silviculture, should be judged in an ecosystem context and not solely on the basis of single or several species response.

Peer review. The plan should be subject to peer review by appropriately credentialed reviewers.

Completion of work; form of presentation. ^{options} ~~The plan~~ should either be developed in the form of a draft environmental impact statement or it should be accompanied by such a draft. A complete draft of the conservation plan and associated analyses and program should be delivered to the Secretaries of Interior and Agriculture by May 25, 1993, with the final to be delivered on June 1.

686-0038

207

582-1901

*200 Forest Products Group***PUBLIC OUTREACH TALKING POINTS****BRIEFING ON****PROCESS TO DEVELOP PRESIDENT'S FOREST MANAGEMENT PLAN**

I would like to spend some time with you to discuss where we are and where we are going in the next 48 days.

I think we all feel that the Forest Conference did a good job of bringing people together and I know the President heard what all participants had to say.

[KATIE AND MARLA - I WOULD LIKE TO ADD A PARAGRAPH HERE ABOUT HOW GOOD THE PRESIDENT AND VICE PRESIDENT FELT ABOUT THE CONFERENCE, THE PEOPLE, AND THE PARTICIPANTS. DID THEY?!!, AND IF SO COULD YOU HELP ME OUT WITH A COUPLE STATEMENTS? THANKS]

Now, of course, the difficult task of developing a comprehensive, balanced solution begins.

The President, Vice-President, and appropriate cabinet secretaries have been hard at work for the last week-and-a-half in developing a process for drafting a forest management and worker and community assistance plan by June 1st.

But, before I go into more detail on process, it is important to put this process in context.

The context of some very important statements that the President made at the conference. Let me start with three points he made that you can expect this administration to follow throughout the planning process.

(1) I don't want this situation to go back to posturing, to positioning, to the politics of division that has characterized this difficult issue in the past.

(2) Listening cannot be a one shot deal. We have got to continue to work together.

(3) You cannot expect government to solve all your problems, you must take responsibility for working some of them out for yourself.

These points are important because they show how the President is focused on resolving this issue while also expecting all who are "part of the crisis" to be "part of the solution".

As you know the President went on lay out five principles for the agencies to follow in developing a plan. Again the President stated:

Moved by the pain of those who have lost
their jobs. ~~Also~~ intrigued by the
new opportunities ~~in~~ ~~for~~ ~~management~~
offered by new ~~firm~~ ~~management~~
practices and ~~opportunities~~ for
value added manufacturing.
Outraged by the bureaucratic
bargling that ~~the~~ is as so small
just responsible for the situation.

o We must never forget the human and the economic dimensions of the problem. Where sound management policies can preserve the health of the forests, sales should go forward.

Where this requirement cannot be met, we need to do our best to offer new economic opportunities for year-round, high wage, high-skill jobs.

o We need to protect the long-term health of our forests, our wildlife, and our waterways.

o Our efforts must be, insofar as we are wise enough to know it, scientifically sound, ecologically credible, and legally responsible.

o Our plan should produce a predictable, sustainable level of timber sales and non-timber resources that will not degrade or destroy our environment.

o To achieve these goals, we will do our best to make our federal government work together and work for the American people and the people of the region. We will try to end the gridlock within the federal government.

So that's where we are. Now, where do we go from here.

The White House under the guidance of the Office on Environmental Policy has formed three inter-agency working groups to work on the forestry, social and economic, and intergovernmental coordination plans.

The Ecosystem Management Assessment team is based in Portland and will work on developing strategies for managing the westside federal forests of northern California, Oregon, and Washington.

The Labor and Community Assistance team will be based in Washington, D.C. and will be working to identify alternatives for assisting individuals and communities who have been affected by changes in federal timber sales and policies in the region.

The Intergovernmental Coordination team will be working to identify ways to make the Forest Service, Bureau of Land Management, Fish and Wildlife Service and other agencies work together -- instead of apart.

The plans these teams develop will be at the core of the President's plan.

As you know, there are a number of other issues that were brought up at the Conference that the President would like to address. So a number of much smaller issue oriented teams have been organized to work on specific issues.

These issue groups include:

Staff from the various agencies will be pulled together

- o The Regional Economic Concerns group will look at the interrelationships between the timber industry and the regional economy.
- o The Salmon/Fisheries Management group will look at the state of the salmon fishing industry and the relationship of federal land management practices on fisheries habitat.
- o The Log exports/imports group will assess issues associated with log exports and imports and the ramifications for resolving the old-growth issue.
- o The Regional Timber Supply group will look at the short and long term outlook for timber supply across the various ownerships in the region.
- o The Eastside Forests group will look at the state of federal forests east of the Cascade Mountains in Oregon and Washington.

Similar to the transition process and the Forest Conference process itself, we need your help in pulling the administration's strategy together.

We also need your support.

Over the next six week I -- in Washington -- , and Jeff Rogers -- in Portland -- will serve as your conduits to the various federal teams and groups.

Given the short time period we have been given to pull the plans together, it will be difficult to have an intensive public involvement effort.

Having said this, I think it is safe to say that WE DO KNOW WHERE YOUR COMING FROM ON THESE ISSUES, and we will try and be as responsive to your concerns as possible.

We will be contacting you over the next six weeks to get your thoughts on various components of the plans.

While we have heard from many of you in the past, we would also welcome any ideas you may have in the meantime.

We look forward to
Feel free to work with us.

As President Clinton said: " I just ask you to remember that this listening cannot be a one-shot deal. We've got to continue to work together. And I think, if we do, we'll all be pleased with the results.

*Take
up
E.S.P.??*

*NO
↓
Solicit
input;
yes.
Review
plan-
no.*

INTERAGENCY TEAM

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NAME	AGENCY	TITLE
Anthony, Bob	FWS	Wildlife Biologist
Clark, Roger	FS	Social Scientist
Collopy, Michael W.	BLM	Wildlife Biologist
Crim, Sarah	FS	Harvest Analyst
DeLong, Nancy	FS	Administration
Dippon, Duane	BLM	GIS Analyst
Forsman, Eric	FS	Wildlife Biologist
Franklin, Jerry	UW	Forest Ecologist
Garr, Elizabeth	NMFS	Endangered Species Branch Chief
Greber, Brian	OSU	Economist
Gunderson, Grant	FS	Wildlife Biologist
Holthausen, Dick	FS	Wildlife Biologist
House, Bob	BLM	Fisheries Biologist
Jacobs, Bob	FS	Deputy Regional Forester
Johnson, Norm	OSU	Economist
Kucera, Linda	FWS	Administration
Leshner, Robin	FS	Plant Ecologist
Lint, Joe	BLM	Wildlife Biologist
Marcot, Bruce	FS	Wildlife Biologist
Meslow, Chuck	FWS	Wildlife Biologist
Miner, Cindy	FS	Technology Transfer
Mulder, Barry	FWS	Wildlife Biologist
Raphael, Marty	FS	Wildlife Biologist
Reeves, Gordon	FS	Fisheries Biologist
Seavey, Fred	FWS	GIS Analyst
Sedell, Jim	FS	Aquatic Ecologist
Shannon, Margaret	UW	Forest Social Scientist
Spies, Tom	FS	Forest Ecologist
Stankey, George	OSU	Economist
Starkey, Ed	Park Service	Wildlife Biologist
Steffanson, John	FS	GIS Analyst
Swanson, Fred	FS	Geomorphologist
Tappeiner, John	FLM	Silviculturist
Thomas, Jack Ward	FS	Chief Research Wildlife Biologist
Weinman, Fred	EPA	Senior Ecologist
Williams, Jack	BLM	Science Advisor to Director, BLM
Zabel, Cindy	FS	Wildlife Biologist

UW = University of Washington
 OSU = Oregon State University
 FWS = U.S. Fish and Wildlife Service
 FS = U.S. Forest Service
 BLM = Bureau of Land Management
 NMFS = National Marine Fisheries Service

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**CONSERVATION OF FORESTS OF THE PACIFIC NORTHWEST:
AN ECOLOGICAL, ECONOMIC, AND SOCIOLOGICAL ASSESSMENT WITH
RECOMMENDATIONS FOR MANAGEMENT**

Report of the Forest Ecosystem Management Working Group

**** REVIEW DRAFT ****
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April 8, 1993 version

1.0 Executive Summary

2.0 Introduction to the Evaluation Process

2.1 Background and Mandate for this Assessment

2.1.1 Letter of direction

2.1.2 Pertinent federal laws and regulations

2.2 Objectives of This Report

2.2.1 Criteria used for evaluating management options

**3.0 Introduction to Ecology, Economics, and Social Values of
Late-Successional and Old-Growth Forest Ecosystems**

**4.0 Procedure for Identifying Management Options for Further
Consideration**

**4.1 Initial screening Criteria -- for Selecting Existing
Management Options**

4.1.1 Meeting the letter of direction for viability levels

4.1.2 Meeting pertinent federal laws and regulations

**4.2 Final Evaluation Criteria -- for Determining Effectiveness
of Management Options Analyzed in this Report**

4.2.1 Biological -- viability of plant and animal species

4.2.2 Economic -- assessment of effects on jobs and income

**4.2.3 Sociological -- assessment of effect on regions, local
communities, and social values**

5.0 A Survey of Options for Managing Old-Growth Forests

5.1 Management Options in Existing Plans and Strategies

5.2 New Options Presented to the Working Group

5.3 Options Developed by the Working Group for This Report

**5.4 Final Set of Options Meeting The screening Criteria, and as
Analyzed in this Report**

6.0 Methods for Analyzing Management Options

6.1 Biological Analyses

6.1.1 Viability evaluations

6.1.1.1 Viability Defined

6.1.1.2 Assessment of range and distributions

**6.1.2 Evaluation of effectiveness of existing or proposed
management standards and guidelines for protecting viability**

6.2 Economic Analysis

6.3 Sociological Analysis

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7.0 Results of Analysis of Management Options

- 7.1 Biology
- 7.2 Economics
- 7.3 Sociology
- 7.4 Summary and Conclusion
- 7.5 Caveats and Cautions in Interpreting Results of the Analysis

8.0 Recommendations for Nonfederal Lands

9.0 Adaptive Management: Toward an Integrated Inventory, Monitoring, and Research Program Among Agencies for Evaluating Biology, Economics, and Sociology

- 9.1 Inventory and Basic Information Needs
- 9.2 Monitoring How Late-Successional and Old-Growth Forest Ecosystems Respond to Management

- 9.2.1 Implementation
- 9.2.2 Effectiveness
- 9.2.3 Validation

9.3 Research Needed

9.4 Using Inventory, Monitoring, and Research to Adjust the Plan Over Time

10.0 Requirements for Successful Implementation

10.1 Administrative Actions Needed for Implementation

10.1.1 Forest Service

10.1.2 BLM

10.1.3 FWS

10.1.4 NPS

10.1.5 States

10.1.6 Schedule of Actions

10.2 Recommendations for Further Public Involvement

10.3 Interagency Coordination in Management

10.4 Interagency Coordination in Inventory, Monitoring, and Research

10.5 Allowance for Unpredicted Circumstances

10.6 Timing of Implementation

10.6.1 Transition period effects on population viability of plants and animals

10.6.2 Phase-in economic effects

10.7 Other Aspects of Successful Implementation Not Considered in this Report and Recommendations

11.0 Acknowledgments

12.0 Literature Cited

13.0 Illustrations (or integrate into text body)

13.1 Tables

13.2 Figures

14.0 Appendices

14.1 Catalogue of existing options for managing old-growth forests, with standards and guidelines

14.2 List of management options considered in this report

14.3 Assessment of management options under each evaluation criterion

14.4 List of plant and animal species closely associated with old-growth forest ecosystems in the Pacific Northwest

14.5 Action Plan for Adaptive Management on Biology, Economics, and Sociology

14.5.1 Inventory

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- 14.5.2 Monitoring
- 14.5.3 Research
- 14.6 List of Participants, Technical Assistants, and
Administrative Support

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Summary of Tasks (deadlines)

- Task 1.** Screening criteria
(4/8)
Initial "coarse" screening criteria (letter of instruction) (Marcot-lead)
-Draft to team by 4/5; comments from team by 4/6; finalize by 4/8
"Fine screen" criteria (Marcot-lead; Collopy, Clark, Dippon (GIS contact), Tappeiner, Johnson, other)
-Finalize criteria for evaluating viability, economic, and social assessment and criteria for fine scale screening (matrix approach) finalize by 4/18)
- Task 2.** Preliminary outline of final product [i.e., final report] (Marcot-lead)
(4/5)
- Task 3.** Develop "Contingency Plan" (i.e., what to do if needed GIS layers are not available as needed) (Holt/Marcot-lead; Raphael, Clark)
(4/14)
- Task 4.** Develop Adaptive Management Strategy Chapter (Holt-lead; Clark, Collopy, Marcot, Raphael, others)
(5/7)
Write a *Monitoring and Research Plan* as a component of our Adaptive Management Chapter (5/7)
-Charlie Philpot-team leader
-Roger Clark/Mike Collopy-core team contact
Other sections (not yet determined)
- Task 5a.** Define data needs and outputs (Meslow, Sedell, Johnson, Marcot and GIS Team) (4/7)
- Task 5b.** Early test of GIS products (progress checks); need mock-up of likely outputs (Dippon-lead) (4/14)
- Task 5c.** Develop data layers and other data bases (4/14)
Terrestrial layers and information (Meslow overall lead)
-Ownership base maps (Fred Seavy, John Steffanson, Fred Seavey)
State
County
Physiographic provinces (11 in Recovery Plan)
BLM districts
National parks
National forests
Plan Allocations (FS, BLM)

-Marbled murrelet locations (Gary Miller, C.J. Ralph)

-Marbled murrelet distribution and habitat (incl. old growth and perhaps mature with scattered old growth trees--10% crown closure and some 32 in dbh trees) (Gary Miller, C.J. Ralph)

-Spotted owl activity centers, pairs, resident singles (1988-92); Thomas needs to contact state - (Fred Seavy-lead; Dave Johnson, David Hayes, Gordon Gould)- [note: we should discuss this and see if this data is needed]

-Update "short list" of old growth associated vertebrates; complete and update maps of vertebrate distributions (ala SAT) (M. Raphael-lead; John Young, Bob Anthony, Bill McComb, Keith Aubry- can do in Olympia, WA)

-Develop plant maps (Bruce Marcot- [contact]; Nancy Fredericks, Cheryl McCaffrey, Joan Zieglertrum, Heritage Program)

-Develop invertebrate maps (Bob Anthony [contact]; Jack Lattin, David Olsen, Andy Muldenke, Christine Niwa)

-Develop mollusks maps (Terrance Frest, Bob Anthony)

-Vegetation maps (need to locate and/or create) - (GIS Team; Sedell; Holt)
80-120 yr old vegetation distribution (will likely set up a set of seral classes: unforested , young [under 40], mid-age [40-80], early mature [80-120], late mature [120-250], old growth [250+], following - PNW 447 definition)

Spotted owl (or update recovery map)

-need layer that shows "Critical Habitat" [Note - I'm not sure why we need this]

Aquatic information (Sedell overall lead)

-Fish/aquatic/riparian systems (e.g., "key" watersheds) - (Sedell)

-Produce a map of unstable lands- watersheds (Sedell-lead; Bob House and others)

Social/economic information (Johnson overall lead)

-Map "special places" on federal lands (e.g., RARE II areas not incl. as roadless areas, ACECs, RNAs, Opal Creek, etc.) (Norm Johnson, Roger Clark)

Acres of suitable timber within and outside reserves (Johnson)

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- for each class, need seral stage
- broad forest type (zones)
- by allocation, if feasible
- NFS personnel could assess suitable based on options, then Norm et al. could assess ASQ - under that scenario, data would have to be available in forest data bases but not in our regional base

Other information (Identify lead)

Audubon maps (tied to coordinates? latest update?)

Wilderness Society maps (tied to coordinates? latest update? use where agency data are lacking)

Data layers for options (Dippon overall lead)

Gang of Four mapping (Johnson lead)

Watershed additions

LSOG 1s and 2s

Owl additions

Will be done by early next week (to submit to Salem?)

Recovery plan maps (Seavey lead)

BLM preferred alternatives (Dippon lead)

Task 5d. Digitize and install layers (Dippon lead) (4/14)

Task 6. a. Identify all existing options and provide terse statement regarding how each was considered/evaluated. (Gunderson-lead; Lint, Mulder)

b. Review pertinent Standards and Guides (Gunderson-lead; Marcot, Lint)

Task 7. Write synopsis of those options that will be initially screened. Provide brief Write-up for each option that addresses screening criteria (Gunderson-lead; (4/7)

Clark, Mulder, Lint [Miner and Marcot-backups])

-Need to make summaries that are understandable to non-technical people

Task 8. Initial screening of options (Core Team; Nancy DeLong arrange for recording assistance; advance work (matrix) by Marcot on screening (4/8) criteria)

-Evaluation (i.e., screening) of how well options meet screening criteria).

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Task 9.
 (4/9)

Brief write-up for each option by criterion. List of options that (1) meet screening criteria; (2) that could meet screening criteria with minor modifications; and (3) that we drop from further consideration.

Task 10a.
 (4/14)

Create innovative option(s) ("hybrids"; mix and match opportunity). Opportunity to select desirable features from options to meet specific needs.

Produce maps of all options that will be evaluated (Gunderson, Dippon lead)

- Recovery Plan Reserves (DCAs, etc.) - (Recovery Plan)
- Gang of 4 Options (#8, #12, #14 with a, b, c) - (Sedell, Lisa Brown)
- BLM Preferred Alternative (Dippon)
- SAT Strategy using Recovery Team Reserve System (DCA, RPA MPA, instead of HCAs), plus fish, murrelet, and other selected sp
- Mix and Match option(s)
- Other outside, spatially-explicit strategies

Task 10b.
 (4/18)

Develop and refine S&G's for land allocations identified in options under consideration (e.g., silvicultural applications: Tappeiner, Forsman, Spies, others)

-Core Team will review S&Gs and make decisions regarding clarity, effectiveness, etc. as part of the evaluation process

Task 11.
 (5/6)

Conduct and report analyses, within range of northern spotted owl, of all options (i.e., aquatic/terrestrial biology/ecology, and social/economic analyses)

Old Growth

-Amount (%) of old growth (i.e., 250 yrs) in reserves (at years- 10, 20, 30, 40, 50, 100, 150, 250), by province, reserve, and elevation (e.g., true fir, douglas-fir zones). (GIS Team) (4/18)

-Distribution of habitat (pattern) relative to reserve system; how well does reserve system provide habitat deemed capable of supporting species. Also may look at spatial relationships within and between reserves (Fragstats?) (Holt/Marcot) (5/6)

-Capability of habitat to support species associated with old growth, especially northern spotted owls, marbled murrelets, bald eagles. (Qualitative based on prior evaluations). (Holt/Marcot) (5/6)

Dispersal Habitat

-Evaluate dispersal (connectivity) potential of options qualitatively. Based on dispersal capabilities, species densities, distribution of species, distribution of reserves or areas expected to support the species. Includes spacing between reserves (GIS). How do S&Gs affect dispersal (connectivity) areas. (Lint/Forsman) (5/6)

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- Patch Size** - Presence of S&Gs that provide for large patches in the future. Use GIS data to assess condition of old growth patches within the reserves. (Marcot/Holt) (5/6)
- Spotted Owls** - Amount (%) of spotted owl habitat in reserves (at years-10, 20, 30, 40, 50, 100, 150, 200, 250), by province, reserve, and elevation (e.g., true fir, douglas-fir zones). (GIS Team) (4/18)
- Analysis using the seven criteria of EIS/SAT (?) (Review owl locations, maps of habitat reserves, owl locations). Need benchmark evaluation of stand(s) that we all agree on, so that consistent evaluations can be made. (GIS Team) (5/6)
- Marbled Murrelets** - Percent of murrelet habitat in reserves (Raphael) (4/18)
- Fish** - Percent of streams with "at-risk" fish species in reserves. (GIS Team and Sedell) (4/18)
- Plants** - Percent of "at-risk" plant and animal (bald eagle and others) point locations in reserves. (GIS Team) (4/18)
- Other Species** - Percent of species (vertebrate and invertebrate) range in reserves (by federal area and total area) (GIS Team) (4/18)

Products:

Outputs: biological and social/economics

- Task 12.** Interpretation of analyses and viability assessment; Evaluate outcome of task #11 to document to which options meet authorizing objectives
(5/7)
- Task 13.** Produce first draft of report
(5/14)
- Task 14.** Send draft report to Peer Reviewers
(5/15)
- Task 15.** Final editing
(5/22-30)
- Task 16.** Submit report
(6/1)

Lyon
Bedell

Jack Thomas

- Ecosystem might framework

① → can only do from old growth.
& riparian

build off of spotted owl mgmt plan.

Some geographic agreement offered across
lands that would be within scope of
inquiries

~~Yes~~ There are critical habitats
no federal land within inquiry.

~~Spotted owl~~

Ecosystem aspects constructed w/
old growth in mind & fisheries

② EIS approach

→ unanimous agreement

→ if do, do ~~no~~ **EIS**

prepared for presentation to
Congress when want to go
Congress

impossible to prepare an **EIS**

Can use the SAT - put in front

Plan
adjust fish & mammals.

* But this not an ecosystem approach

deal w/ O.G. as a system. Connected.

owl plan built off of owl ~~not~~

O.G.

possible habitat

old have one that complets off variability
old but old not have one that

Complex ecosystem

Viability regs are not rec ecosystem.

Ecosystem wld protect period more
o.g. than viability

Ecosystem approach v. viability.

* Starting w/ o.g. as best habitat

Compare o.g. approach to SAT → depends on
how much o.g. want to preserve.

in process of preserving all o.g. → poss. it
get higher level of protect.

owe + fish + sizing, spacing &
connectivity.

Olepp

what level of protection is risk
that then

under Alternative

~~Medication~~

~~of the~~ up risk assessment
threatened

e.g.

ecosystem probability in itself.

ETS will ~~not~~ need considerably more
backing than Credo

ETS before surgery - only one
old add ET

range on probability → ETS.

(11:00)

→ long-term policy

→ but science not there.

ETS system goes beyond probability
requirement.

Mark Rey ✓
 Frank Gladics
 Scott Berg
 Barry Cullen
 John Heisenbuttel
 Luke Popovich

WARRIORS, WHINERS AND WINDBAGS

WW's guide to winners and losers at the Forest Conference

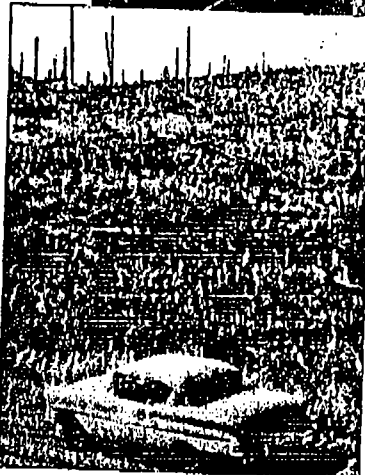
by Jill Smith

IF YOU WATCHED all of last Friday's Forest Conference, your mind was probably a little fuzzy by the end. Eight-and-a-half hours of talk about ecosystem management, timber supply and displaced workers is a heavy load. In fact, President Clinton himself may have been the only participant whose attention didn't waver. It's possible, of course, that as he looked at charts detailing the decline of the timber supply, he was actually thinking about his meeting with Boris Yeltsin the next day. But he appeared riveted to the discussion from start to finish.

For those of you who lost interest part way through, for those who didn't even watch, or for those who viewed it all but didn't understand it, of what took place—have no fear. WW made sense of it all, and we thought we'd sort out the summit by offering up a number of awards to various conference participants:

The Tortured Metaphor Award goes to logger Buzz Eades, who was trying to describe old-growth trees. "They get older every day. They're like you and I. You're going to be old growth someday, Mr. President." Clinton gets the **Best Comeback Award** for his response: "I thought I was this morning when I was jogging."

The Best Extended Metaphor Award goes to Diana Wales, a Roseburg lawyer who also heads the local Audubon Society. "Past [forest practice] policies have been like buying a car and then never changing the oil,



checking the water or replacing the tires. Sooner or later there's going to be a major problem. The environmental protection laws we have, such as the Endangered Species Act, are like the red idiot lights going on simultaneously with something terrible happening to your car. The spotted owl, marbled murrelet and numerous wild fish stocks now at risk are the equivalent of all the lights coming on at once. When that happens, it's too late to think about a tune-up. You simply have to stop. And the answer is not disconnecting the idiot lights. Just as the answer to the forest-management dilemma is not suspending or disobeying the laws that let us

know we have a serious problem."

The Reality Check Award goes to Allen Rivlin, deputy director of the Office of Management and Budget. Except for the words "gridlock" and "balance," probably no term was more overused during the conference than "ecosystem management," a new approach to forestry. Rivlin punctured the cliché with these comments: "It clearly makes sense to manage ecosystems rather than to manage for single species. On the other hand, we've had federal laws on the books for a long

time saying that the government should be doing that, and it didn't happen." Rivlin pointed out that the heftiness of the spotted owl is that it is a clear, simple indicator of whether the ecosystem is being well-managed. Perhaps because U.S. Forest Service Chief Dale Robertson was in the audience, Rivlin tactfully avoided pointing out that the key to successful ecosystem management is actually following the laws that require it—something the Forest Service has not always done.

The Trivial Pursuit Award goes to Bill Clinton. Where does this guy get his information? Maybe from the four books a week he reads. Whatever the case, his command of detail is impressive. After one of the panelists described Woodnet, a manufacturing network of small woodworkers on

the Olympic Peninsula, Clinton felt compelled to trot out these obscure facts: "This idea of very small-scale manufacturing and production networks was pioneered in northern Italy in patterns of behavior that go way back to the Middle Ages to the medieval guilds. But it is one reason—a little known fact—that in the 1980s, the place that had the most

rapid increase and income growth in all of Europe was northern Italy. And northern Italy's per capita income actually got slightly above Germany's in the 1980s.

The Lose-Lose Award goes to Charles Bingham, executive vice president for Weyerhaeuser Co. Bingham didn't say much. He didn't have to. His company's clout comes not through

*Williamette
Week
4/8/93*

ENVIRONMENT

TIMBER
LINES

roundtable discussions in Portland, Ore., but through fat campaign contributions and access to the halls of power in Washington, D.C. But he did have one interesting exchange with Vice President Al Gore regarding the federal subsidy that encourages Weyerhaeuser to export some of its logs overseas. Gore asked how the subsidy affected Weyerhaeuser's calculations about how many logs to export. Bingham couldn't win. If he said the subsidy did make a difference, then obviously taking it away would mean more Weyerhaeuser logs going through Northwest mills—and more work for local workers. If he said the subsidy made no difference, then the obvious question would be: Well, why are we giving you the money? In the end, Bingham said both, acknowledging that Weyerhaeuser saved about \$10 million through the subsidy, but that it "really does not make any difference," except to make the company more internationally competitive.

The Ute, Down Ute and Statisties Award goes to Jim Oelsinger, president of the Northwest Forestry Association. Oelsinger proclaimed that "past government decisions have left 80 percent of our national forests off-limits to timber production purposes today." Oelsinger failed to mention that his 80 percent figure includes the federal land above

timberline on Mount Hood, where trees never grow anyway. It also includes forest lands that are marginally productive because of steep slopes or poor soil conditions.

The Obviously Not a Lobbyist Award goes to timber-community resident Nadine Bailey for imploring the president, "Don't send us money." Bailey said her community needed the pride that came from a good job more than it needed a handout.

The Daring Heartbreaks Award goes to Neil Bingham, a commercial fisherman from California. Timber families may be falling apart because not enough trees are being cut, but Bingham reminded Clinton that fishermen's families are falling apart because too many trees have been cut. After describing how he and other fishermen can no longer provide for their families because of declining fish runs, he explained, "The destruction of the salmon's habitat has been the cause of the decline of the salmon: the loss of freshwater habitat in the forests, siltation of streams, cascades of sediment pouring into the streams, loss of shade from removal of the overstory trees." Bingham stretched a little—poor logging practices aren't the only reason salmon stocks are suffering, but they definitely contribute.

The Numbers Game Award goes to John Hampton, perhaps the most eloquent spokesman for the timber industry at the conference. Like other industry representatives, he repeated the demand for more old-growth harvesting. But perhaps his most interesting comment came in response to Gore's question about the size of his company. "We are medium-sized," Hampton said. "We have 499 employees. My competition is laughing because of the Small Business Administration Act. We need to stay under 500. We're very careful about that. We have sold several businesses, which were

value-added businesses, to stay under 500 personnel." A certain percentage of Forest Service timber sales are set aside for small businesses—defined as less than 500 employees—and closed to such giants as Willamette Industries, which could otherwise easily outbid its smaller competitors. By staying under 500 employees, Hampton's company qualifies for those sales.

The Industry Has No Choice Award goes to Meta Wewase, a willow, blond Altkenstocker who restores fish habitat in California for a living. Wewase's perspective on the timber crisis comes from more than nice feelings about forests. It comes from past experience on a timber supply task force for California's State Board of Forestry from 1979 to 1981. "We reviewed dozens of reports," she told Clinton. "And what they forecast was a timber supply crash on industrial timber lands in California at current rates of

cut in a hot tick." Hottenbeck also takes home the Small Business Award for defending small operations such as his own and telling Clinton: "Small is OK. Everybody is small at one point in time. Even the federal government started someplace."

The Nightmare on 16 Street Award was a tough one. Numerous timber community representatives poured out horror stories of laid-off workers. But he gave the award to Phyllis Steiger, mayor of Hoquiam, Wash., who offered this story: "There was a young couple in the Quinalt area. He was a logger. They got laid off. They were down to the point where the only food they had was out of the food bank and that was it. She became pregnant and had her baby. And the baby died. And afterwards they learned that for three days before that baby was born, that mother had not had anything to eat. Anything she'd had she had given to the two little kids

about is that man blaming everything on the president of the United States, who I love and admire, and it appalls me."

The Moving Target Award goes to everyone who talked about the price of lumber.

Jim Irvine, vice president and treasurer of the National Association of House Builders, said the price of lumber was too high. He told Clinton about a young couple who had to abandon plans to build their home because the price of lumber had gone up so much. Folks Post, a community activist from northern California, said the price of lumber was too low. He told Clinton about small, private landowners who couldn't make a profit harvesting their lands. Bas Merwin, who runs a retail lumber yard, said prices had risen in the past few years. Meta Wewase said lumber prices adjusted for inflation are less now than they were in 1977. And Bill Aker of the Sierra Club said lumber prices had gone down that very Friday because of the Forest Conference and speculation that log exports might be halted.

The Mythical Award goes to two people. Economist Brian Greber was it for his chart showing that technology and automation in the wood products industry

they already had."

The Pearl before Swine Award goes to Bill Clinton for his brief portrayal of Congress as a bunch of short-sighted hillbillies who just don't get it when it comes to his stimulus package, which

is now being debated (and threatened) on the Senate floor. Gore had explained that the package included money for worker retraining and other proactive approaches to the unemployment problem in timber communities. Clinton said, "It is truly astonishing the number of people in the Congress who would literally not sleep until the unemployment extension was passed—you know, to pay people who they feel sorry for who are unemployed—and turn around and say we are wasting money if we want to have a huge increase in the Labor Department's ability to retrain people on a continuous basis to keep them from getting unemployed in the first place."

The Sucking Up Award goes to Ivor Fletcher, president of the Oregon AFL-CIO, who promised Clinton he would go right out after the meeting and call Sen. Mark Hatfield to urge his support for Clinton's stimulus package. Fletcher gets to share the honor with Michael Bremer, executive secretary of the United Brotherhood of Carpenters, Western Council of Industrial Workers. Draper protested that all the blame for the forest crisis was being placed on the timber industry. With a tremulous voice and Lassic-like devotion in his eye, Draper offered this analogy: "And the only illustration I could use, and pardon me, is every time I turn on Rush Limbaugh, all I hear

can actually increase employment. Automation is usually blamed for layoffs. Greber's presentation was the first indication that automation can produce both results. And scientist Charles Meslow shares the award for rebutting those omnipresent forest-industry TV commercials with the pretty music and the reassuring voice that says, 'Oregon will never grow out of trees.' Meslow made it clear to Clinton that trees are out the issue: "The problem with forest management in the Northwest is not that we are growing out of trees. What is becoming an increasingly scarce commodity in the Northwest are forests, especially old forests. Plantations of trees nurtured to maximize wood fiber production are referred to as tree farms and rightly so. Tree farms lack many of the attributes of forests."

The Dead Silence Award goes to Interior Secretary Bruce Babbitt, because that is what he got—dead silence—when he asked: "I wonder if there are any realistic alternatives to the degree of clear-cutting I saw in much of the Cascades, and the intensive road-building that goes along with that, where you have these kind of tiered, terraced kind of road systems up mountainsides, which almost suggests it's ready to go into the river in the next rainstorm. You talk about these alternative systems [for logging]. How do you do it? How do you get the logs out?"

Why the pregnant pause? It's true that helicopter logging and long-span suspension systems can get some logs out of roadless areas. But many people feel logs simply should not be taken out. In fact, many believe existing roads, such as those Babbitt described, should be removed. The problem is that the trees that are easiest to get to have already been harvested. Most of the remainder are on steep slopes on

Continued on next page

SIDE SHOWS

Polarized views from outside the big top



Leave it to beavers.

By Jim Dixon

AS THE POLITICAL and media circus called the Forest Conference unfolded under the big top of the Convention Center, the sidewalks outside drew those who couldn't slip under the flaps of the main tent. Conference participants were billed as representing both extremes of the polarizing debate, as well as the reasoned voice of the middle ground. But a wider and more emotional perspective on the issues could be found at the side-shows.

David Potter, for one. A college student from Olympia, Wash., he was one of a small group of demonstrators who spent part of Friday just outside a yellow web of police tape surrounding the Convention Center at the intersection of Northeast Oregon Street and Martin Luther King Jr. Boulevard. Potter wore a buff-colored costume with a bedraggled tall and papier-mâché animal head tipped back on his head. It looked like a cow, but he explained, "I'm representing the cougars and all the big cats around the world who are being killed."

"I'm down here to let Clinton know," Potter continued, "that the people of the Northwest are sick of watching our ancient forests and all the wildlife, all the community of beings that goes with it, trucked down our highways, out to the docks, and shipped to Asia."

Potter believes that "traditional native peoples should have the first and foremost voice" when it comes to deciding how much timber to cut. "For some the native people lived here in a balance," he said, "and Europeans and others have come in and made a horrendous, horrific holocaust of a mess in less than 200 years." He's not confident that the

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SIDE SHOWS

Continued from page 13

timber conference will solve anything. "There are no traditional, grass-roots, native people represented here," Potter said, "and I consider that racist, and it makes me worried about what's going to come out of here."

Across the river at Waterfront Park was a different sort of extremist. At a pro-timber gathering called Forest, Families, Future, Gordon Smith explained his position.

"The mills are shutting down," Smith said. "There's only one mill left in Coquille, and there were three." For the displaced mill workers in the small coastal community, who often earned about \$25,000 each annually, there are few alternatives.

"The jobs that are left are minimum-wage jobs," complained Gordon's wife, Betty Lou, "and when you've bought a home, you've bought a car—for \$4 or \$5 an hour you can't even feed a family, let alone pay for things. People are losing everything they own."

At Pioneer Square, where environmentalists were holding a rally that was equally strident, Steve Cutley, was making his state-

WARRIORS, WHINERS AND WINDBAGS

Continued from page 13

federal land, where the danger of landslides is high and the prospects for reforestation are low.

The Eat Your Rhetoric Award goes to Jackie Lang of the Oregon Lands Coalition, one of two people to throw Clinton's campaign theme of "Putting People First" back in his face. "We couldn't support you on that front more," Lang told Clinton. "Your challenge is to put people first, to put people back to work." In the context of the forest debate, of course, "putting people first" would imply putting them ahead of the forests and putting them back to work at the expense of endangered species—probably not what Clinton had in mind when he adopted the campaign slogan.

The Economics 101 Award goes to Meco Wewers for her explanation of the barriers to sustainable forestry, an alternative and less environmentally damaging approach to timber harvesting: "Sustainable forestry requires more skills and time in the woods to get the wood out. This means it's more job-intensive, so there's more costs. [But] the majority of logging operations on corporate timber lands are quick and dirty extractions. Some of the industry-owned watersheds where I live have had up to 90 percent of their forest cover



removed in the last 10 years. Industry's overhead costs may be lower. But the real costs, in terms of cumulative effects to the ecosystem, such as soil erosion, loss of forest productivity, habitat destruction, species on the brink—these are the externalized costs that are impoverishing our community."

The New Wood Order Award goes to Katherine Mater, vice president of Mater Engineering, a forest products engineering and market research firm based in Corvallis. She came the closest to offering real solutions when she identified some alternative economic approaches to using the forest, such as maximizing the value of forest products,

including trash species. She cited a Midwestern weed that Mater Engineering had turned into a value-added wood product. The waste from that initial manufacturing process was converted to an oil for the perfume, lotion and soap industry. And the waste sludge from that conversion was further manufactured into an absorbent material for cleaning up oil and chemical spills.

Mater also talked about gourmet mushrooms, pharmaceuticals and other "special forest products." She said jobs in this area could provide a family wage and were not just small-scale opportunities. "We were able to put a conceptual plan together that employed 20 people in the main processing plant, employed 115 people in the field and had a return on investment of about 20 to 22 percent on startup. Not bad."

The Camel Bladder Award goes to Bill Clinton, who guzzled cup after cup of water without ever (apparently) visiting the restroom. Sources said, however, that when an aide brought Clinton a note during one of the sessions, Clinton asked her to bring him another one in 10 minutes so he could take a presidential potty break.

The Skinning Example Award goes to Margaret Powell of the Hoopa Tribe in California for her revelation that the

tribe drew up environmental regulations for timber harvesting on its own reservation long before the federal government did so for federal lands. Now, she said, spotted owls are relocating to their reservation from nearby federal and private lands, which have suffered from poor management. Perhaps the lesson is not that the Hoopa wrote their environmental laws first but that once they were written, the Hoopa actually followed them.

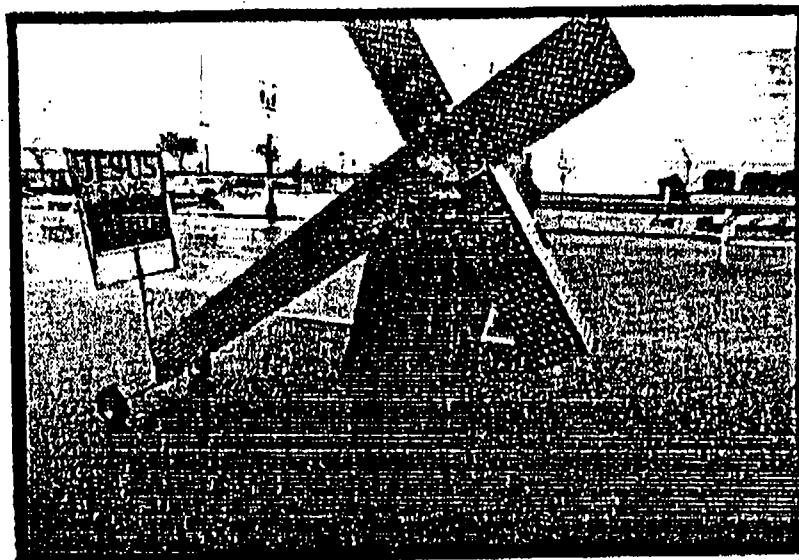
The No Surrender Award could go to almost every environmentalist who participated in the conference because each insisted that the last 10 percent of old-growth forest must be permanently preserved. But we'll give it to Andy Kerr, who stated the position most succinctly: "Environmentalists such as myself were very wary of this event today, because in a situation like this all the parties are often called upon to compromise a little and give and take, something like labor management negotiation. Then everybody splits the difference and says there's a deal. But when so little of the virgin forest is left—that 10 percent—environmentalists are not in a position to compromise the forest any further. The forest has been compromised all it can stand."

TIMBER LINES

STEVEN LANE

Willamette
Week 4/8/93

ENVIRONMENT

SIDE
SHOWS*Calvary or bust*

ment. Dressed in faded jeans, boots, a torn slicker and a plaid Mackinaw, his look didn't exactly fit in with the Birkenstock and Gore-Tex activists, but his T-shirt carried a cynically subversive message. The Oregon Trail T-shirt depicted a covered wagon on top of a hill. The official text read, "Taste the Real West on the Oregon Trail." Below Culley had added the words "cow pies," "pine stumps," and "carp."

"We used to have sharp-tailed grouse and bunch grass, now we got cow pies," the former Forest Service timber marker explained. "We used to have the old-growth pine, now we got pine stumps. And where we used to have salmon, we have carp."

He spoke with the soft drawl of someone raised in the country. His family came to Oregon in 1852, his

father was a logger, and he grew up on an eastern Oregon ranch. Culley is empathetic to the timber workers' dilemma: "I know what their problems are, but I also know that the environment out there is a big problem, too."

Calling himself "one of eastern Oregon's vocal radical environmentalists," Culley formed a group called Fish in Northeast Streams, or FINS. Its long-term goal is to prevent the relicensing of Idaho Power's dams on the Snake River, concrete barriers that, he said with a grin, "I'd like to dynamite."

But there were signs of a willingness to find the middle. Sandra Smith was at the Pioneer Square rally. She wore a cap with Boise-Cascade emblazoned across the front. A yellow ribbon, the symbol

of the beleaguered timber community, hung from the back, but a pink triangular "No on 9" button was sharing space with the corporate logo.

"I represent both points of view," Smith explained. "I think the industry could do more for the forest, but I know the industry is trying. There should be a compromise, and I think there can be." She works as a forestry technician for Boise-Cascade in Monmouth, setting up logging units and marking riparian zones. Though Smith sensed animosity between the opposing camps, she feels that there's hope.

Even at this rally, she said, "you hear people speaking out that say there has to be a compromise. We need the logs but we do need to do it smartly."

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Killing the Messenger

Stop blaming the spotted owl

By Paul Koberstein

AS PRESIDENT CLINTON learned at last week's forest conference in Portland, the legacy of logging Northwest timber is written not only on clearcuts visible from outer space but in the dejected souls of shuttered timber towns up and down the West Coast.

The authors of this dark chapter in Northwest history are chiefly the timber companies, with considerable help from their friends in Congress. Now, with the industry killed in political and legal gridlock, the conference was an attempt by the president to redress decades of overcutting Northwest forests by seeking ways to restore damaged ecosystems, to redirect devastated lives and to revitalize the depressed timber economy.

The surrogate in this debate is a fuzzy, two-pound bird that barely merited a headline in *The Oregonian* in 1987 when an obscure environmental group in Massachusetts, Greenworld, asked the U.S. Fish and Wildlife Service to protect it as an endangered species. It's fair to say few people had heard of the northern spotted owl before then.

Today many people are casting the owl as the factor in the current spate of mill closures and worker layoffs. Again last week, headlines in *USA Today* depicted the struggle in the idyllic terms of jobs vs. owls, and that newspaper was not alone in its characterization. In fact, the owl is no more to blame in 1993 for economic upheaval than it was in 1930, 1960 or 1980, when previous rounds of closures and layoffs uprooted thousands and thousands of Northwest families.

Layoffs in years past can be blamed on decades of cutting Northwest forests at rates faster than could have been sustained without causing log shortages, species extinctions or worker displacements. The layoffs we are seeing today share the same cause.

In the late 1950s as many as 300 tiny timber mills dotted the tidewater along the Oregon coast. As would be readily apparent to anyone driving the coast these days, those mills are long gone, with hardly a shred of rotting buildings remaining to remind us of that recklessness in our history. The mills closed without so much as a whisper about the owl or angry workers for environmentalists. To blame these groups for today's crisis amounts to blaming

the messenger, as though they were somehow responsible for abusing the Northwest's precious natural heritage.

Actually, the volume of timber cut in Oregon peaked in 1952, when nearly 10 billion board feet of wood fell on public and private lands. By 1962, the rate of cutting had declined by half. (Today, the debate focuses on whether the forests can cough up so much as 1 billion board feet in the three coastal states without threatening the existence of the owl and hundreds of other species.) In Washington, the pace of cutting peaked decades earlier, mainly at the hands of loggers working for Weyerhaeuser Co., the Tacoma tim-

ber giant that had purchased millions of acres from the Northern Pacific Railroad. The clearing of forest lands is a pattern dating back before the American Revolution. Clear-cutters had earlier leveled lands in the Midwest, South and East. The debate today is whether the last stands, and the fragile resources they support, should be left alone.

As Spokane environmentalist John Osborn told me three years ago, we aren't up against the spotted owl. We're up against the Pacific Ocean.

Years ago, the preponderance of logs were being taken from private lands, whose owners were busily converting their old-growth stands to new crops of second

growth. On Weyerhaeuser lands and elsewhere, that conversion is essentially complete. Now the only significant remaining stands of old growth are on public lands, and until recently the industry had expected permission to convert those as well.

In the Northwest there was no way to sustain the pace of the 1950s. In an important 1973 study, Oregon State University foresters warned of a future timber "gap," a period of years during which the flow of old-growth logs would slow significantly while the next crop of timber would still be immature. In 1989, a revised version of that study affirmed the earlier conclusions. The pace of cutting cannot return to levels seen in the 1980s for more than 100 years.

That is precisely why the Northwest faces this crisis. The problem would be less severe, however, had government agencies, the industry and Congress been willing to adjust to the implications of the OSU studies. Instead, they conspired to quicken clear-cutting in federal forests to help local mills boost production. That policy, set in the mid-1980s, led Oregon from the depths of a deep recession. But it set the stage for a showdown.

That showdown continues to be played out in two arenas: in the courts and in Congress. In April 1989, Seattle federal judge William Dwyer issued the first injunction blocking timber sales from federal lands. Dwyer ruled that the federal government was illegally selling timber, not in violation of the Endangered Species Act but the National Forest Management Act. That 1976 law, which did not require the government to sell a single stick of timber, specified instead that any such sales be done without diminishing any species of wildlife in any part of its range. Those injunctions are due to expire this August.

At the same time, members of the Oregon congressional delegation, worried about management of forests by the courts, convened in Salem for the first timber summit. That June 24, 1989, even apparently broke the impasse with a temporary compromise that released some areas of federal forest land for cutting and set aside other areas for preservation. In September 1990 the deal expired, and environmentalists again went to court, successfully. Which brought us to last week's Forest Conference.

Members of the Northwest congressional delegation, especially House Speaker Tom Foley, D-Wash., were conspicuous in their absence from Friday's conference. Members weren't invited, and in fact most preferred it that way. An important vote on the House floor on Friday offered a convenient excuse. Only Sen. Bob Packwood, R-Ore., a champion of timber companies and workers, made noises about coming West for the event.

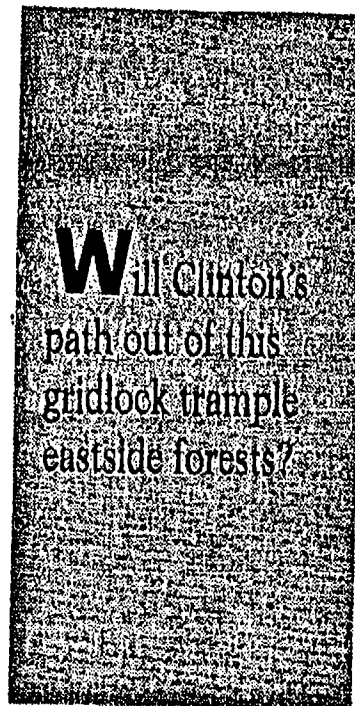
Now, with the Northwest's old forests apparently off-limits to further clear-cutting, environmentalists worry that forests in the Rockies will be the industry's last stand. An



ILLUSTRATION BY H. W. HART

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unspoken concern at Friday's conference was the specter that old forests west of the Cascades would be spared at the expense of increased cutting elsewhere. Clinton has promised to present a path out of this gridlock by early June, and it will be worth watching to see whether that path will include trampling eastside forests. Forests there are already



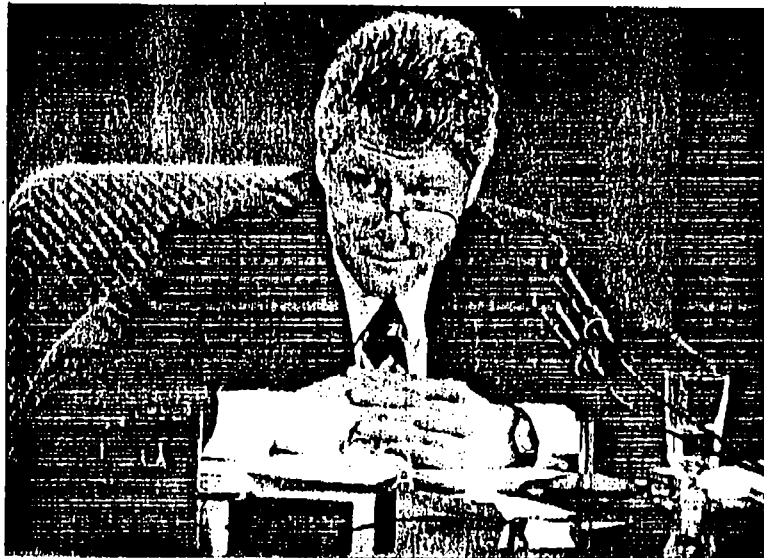
creaking under extensive clear-cutting and patterns of fragmentation that tend to isolate and then eliminate local populations of wildlife.

As the Clinton administration writes its plan, it could do well to learn from history and to focus on sustainability, a buzzword that's often misused and misunderstood. Sustainable harvesting of timber implies far more than merely cutting the same amount year after year in perpetuity, although it does mean that. Georgia Pacific, a timber giant that chewed through most of its Oregon holdings in the 1950s and 1960s, professes to practice sustainable harvesting. But it does so broadly, across its vast acreages in the West and South. Local communities have always been at risk to the capricious "cut-and-run" operations that saw GP roam the country for localities rich in saw-timber—only to pull out when it was liquidated.

The timber industry, in an expensive and extensive public relations campaign that began in 1990, proclaims that Oregon will never run out of trees. No doubt that is correct. Industry tree farms do a good job producing wood fiber for housing, paper and other products. A typical tree farm contains patches of a single tree species, each tree of the same age. It suffers, however, from the lack of the complex character of a natural forest composed of many species, of varied sizes and ages, including species of little or no economic value.

But the debate is not about trees anymore, nor is it about jobs or owls. It is about forests, and rivers, and wildlife, and people. Timber harvesting in the future must carefully sustain and nourish all of these entities. As Mike Draper, executive secretary of the Western Council of Industrial Woodworkers, said at Friday's conference, in words that, if not politically correct, hit the point squarely: "Together we can find a solution that protects not only the forests of God, but the families of man."

ENVIRONMENT



Dr. Feelgood

Bill Clinton and his 12-step summit

By Rachel Zimmerman

FOR PANELIST MARGARET FOWELL it was damn near organic.

"When Bill looked across the table at me and asked what I thought," said the Hoopa Valley Indian "he made me feel like I was the only one in the room."

For participant Jim Irvine it was potent empowerment.

"The confidence you bring, Mr. President, by just being here at this table has lowered the price of lumber," said Irvine, a local builder.

For Al Gore it was downright homeopathic.

"There was a lot of deep listening on both sides," said the vice president; at a post-summit news conference. "Everyone came with the intention of participating in the healing process."

From the campaign trail to the Democratic convention to this winter's Economic Summit, Bill Clinton has established himself as the pre-eminent therapist in American politics. Drawn to the pain of this country's citizenry and compelled to save all wounds, the president has displayed so much empathy and unconditional love that one can envision the whole of the American Psychoanalytic Association dropping, bodily, to his knees.

Last Friday, Bill Clinton gave Oregonians a chance to see his curative powers in action when he transformed a timber summit into a therapy session. He listened to the silenced and responded to those rarely heard. Before a Convention Center crowd of 400, presiding at a vast oblong table, the president showered sympathy on homeless loggers. He bonded spiritually with children of the Humboldt County, Calif., forests. He felt the shame of uneducated laborers in desolate southern Oregon, forced into classrooms for retraining.

Clinton allowed others to vent their anger and voice their fears, free of judgment. Like a great, benevolent father he firmly but gently prodded one functionally impaired child after another to tell their side of the story. In return, Dr. Bill offered his own painful anecdotes from Arkansas: firsthand accounts of the devastation that results when a resource-based economy crashes and burns. "Our concerns," said the president, referring to himself and Agriculture Secretary Mike Espy from neighboring Mississippi, "were built on the broken pieces of people's lives."

In his opening statement, Clinton revealed in the position that this summit was held "in a conference room, not a courtroom." Another venue might have been equally fitting: The Couch.

For the Portland summit was not the first time Clinton had displayed his profound understanding when he entered the realm of the afflicted. Only now it is clear that a pattern is emerging.

"The co-dependent White House is upon us," wrote *New York Times* reporter Mureen Dowd at the dawn of the new administration, commenting on the president's delight in discussing his family's "two generations of compulsions (step-father an abusive alcoholic, mother a gambler, brother a recovering cocaine addict, himself a fast-food addict)."

Throughout his brief tenure as chief executive, Clinton has offered a running mantra of "I'm OK, you're OK" to the men and women of America, together reciting their daily affirmations, celebrating Robert Rly.

Writer Sidney Blumenthal recently proclaimed the president "Chairman of the Inner Children's Defense Fund."

When Clinton talks about "moving" charts and "shared" pain and the vice president chimes in with "deep" listening, it becomes apparent that this is the language of an administration in recovery.

"Thank you for speaking out and for reaching out," Clinton said at the close of the Forest Conference, tenderly addressing a vulnerable Northwest constituency, as if we were all addicts stumbling out of a stupor and into the first acting days of sobriety.

The administration's 12-step approach to politics fits the president nicely. For those who have ever stood up in a drab church

For those who have ever stood up in a drab church basement and said, "Hi. My name is Belinda and I'm an alcoholic," Clinton's speeches should resonate with familiarity.

basement and said, "Hi. My name is Belinda (or Jane or Joe) and I'm an alcoholic (or a sex addict or an overeater)," Clinton's speeches should resonate with familiarity.

"The most important thing we can do," said the president convening the summit, "is to admit—all of us and to each other—that there are no simple or easy answers."

(The First Step in the Alcoholics Anonymous handbook reads: "We admitted we were powerless over alcohol and that our lives had become unmanageable." And the first chapter of the AA handbook is called "Bill's Story." Bill Wilson, that is, the founder of AA, whose members call each other FOHs—Friends of Bill, just like the president.)

More than mere language, though, it was the president's en-

sign, his extraordinary present man that so convinced us he was truly listening. Under the searing glare of stage lights, amid the constant hum of cameras, Bill Clinton was simply graceful and utterly in control. He sat on the edge of his seat, framed by seven flags and the presidential seal, and took notes. He laughed and encouraged laughter all around the table. When he felt the spark of a new idea or an articulate voice, he seized the moment, flitting, reaching, with his long and powerful arms, for more information, securing the speakers with a focused swivel of the head and a significant smile: Run with that idea, the grin implied, I'm liking this, unpack it, stay with me, I'm listening.

Roslyn Helfner, a vocational counselor who spoke well beyond her allotted time, tested the president's empathy. Sitting next to the executive vice president of Weyerhaeuser and surrounded by negotiand experts talking about the New Forestry and ecosystem management, Helfner offered a perspective that was hardly "big picture." Instead, she plowed through reams of minutiae and, finally, said that what she'd like most of all for her clients was a \$250 clothing allowance so the unemployed and disabled loggers could buy a single suit for a job interview. As Helfner talked and talked, White House aides in the audience began passing around sticks of chewing gum; one blond staffer toyed with a high-heeled pump dangling from her toe. Two aides emerged from the black curtain behind the president's table, held up their wristwatches and hurried away. Reporters sighed and photographers mickered. But Bill let Roslyn speak until she could speak no more. Then he leaned over, smiled sweetly, and said: "You know, if there were a hundred people like you in every state, we wouldn't have an unemployment problem." And everyone fell in love with Bill all over again.

But even the best of therapists never the impartial, detached figures they masquerade as. Rhinks are energized by their subjects, and for Clinton the loving response lavished on him by these participants fuels his own craving for acceptance and pumps up his political stature. "The more fact that you've taken the time to listen to me and my 11-year-old girl," said a logger's wife, "has given us new hope." Precisely the message this president has been trying to convey throughout his political career.

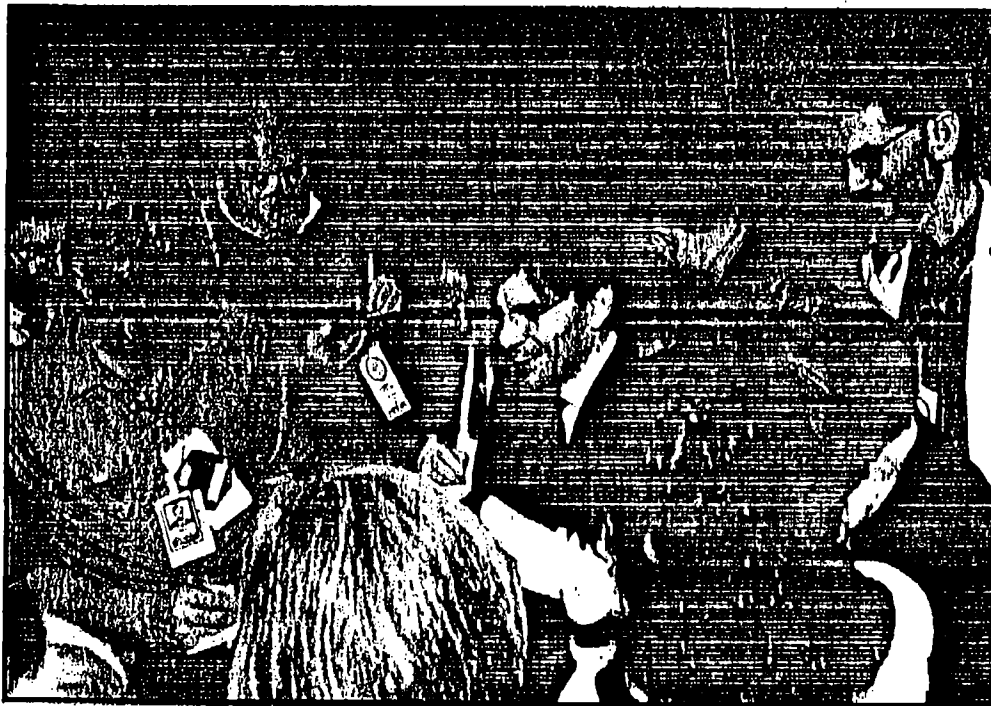
So whatever happens in 60 days, no matter how painful the new national timber plan turns out to be, its blow will have been softened by Friday's outpouring of mutual affirmation.

The only obstacle that remains before the permanent town hall meeting is perfected is the vengeful press corps, with whom President Clinton has met officially only once since taking office.

In the co-dependent culture of the presidency, the press is a compelling authority. A sort of disciplinary superego, which according to Freud, "torments the sinful ego with...anxiety and is on the watch for opportunities of getting [the ego] punished by the external world."

Certainly the tormenters will find a way to claw through the presidential veneer. But for now, sitting in a room with the president—a man who has mustered all of his executive firepower to resolve a regional conflict 3,000 miles from Washington less than 24 hours before a critical international summit—one is left almost breathless, for Clinton's command of political theater is dazzling. "I will never forget what I've heard today—the stories, the pictures, the passion," the president said. And though his words were contrived and almost maudlin, around the great birch table the heads all bobbed up and down: They wanted so much to believe him.

ENVIRONMENT



George Stephanopoulos and the press corps

BUZZ WORDS

Both sides
played spin
doctor

By Marc Zolton

THE MEDIUM MAY INDEED have been the message of Friday's Forest Conference, but manipulating the message was the real work of the day.

And ground zero for that spectacle was a cavernous, cement tomb below the Oregon Convention Center, filled with the media and its managers. Only a select few journalists actually got inside the Convention Center room with Clinton and his pants. The rest of us spent the day in a 30,000-square-foot, underground chamber woven with miles of television and computer cables and countless cellular-phone-toting technicians and camera operators.

This was center stage in the latest game in town: spinning the forest. Citizens of the Northwest have undoubtedly heard reference to the art form of spinning the message. They have seen the spin gurus twist and mold the truth for public and press consumption on countless radio and television programs.

But it is not often that the gyroscopic center of spin rotates out of River City. And for the untrained eye it was hard to tell Friday who was spinning whom.

"We are here to manage," admitted Chris West, vice president for corporate affairs for the pro-timber Northwest Forestry Association. West is a spin doctor, all right. Yet he sported the same press credentials as hung around my neck and those of hundreds of other working

journalists in the Convention Center dungeon. Asked for whom he wrote, West replied, feigning seriousness, *Forestry Forum*. "It is a major weekly publication."

West took full advantage of his access. He and five others from the NFA snaked through the gathering to make sure that "fellow" journal-

"I can get you with a timber worker," he rasped. "He is real. He is on the front lines. You want it?"

ists would not want of a compelling quote or fascinating forest fact.

Labor was doing its part as well. Only minutes after the conference opened, the manipulation was in full swing. An almost breathless soldier for the Western Council of Industrial Workers leaned close to my ear as I strained to watch Clinton on a television monitor.

"I can get you with a timber worker," he rasped. "He is real. He is on the front lines. You want it?" I politely declined, citing my great need to watch every moment of the great drama unfolding above me.

On the other side of the issue, and the tomb, sat the top officials of the National Audubon Society. They did not come to look into the eyes of the president and have him feel the planet's pain. Instead, they too masquerading as the working press, came to manage the media.

"My role is to talk to the media," said Audubon President Peter Berle. "To give some indication of how this all fits into our national efforts to shape this issue."

But shouldn't he, and not local members of Audubon, be upstairs, bending the ear of the most powerful decision-makers on the Potomac? No problem, Berle said assuredly. "If I need to, I'll just call up [Vice President] Gore and go have lunch with him."

Later Berle and other top Audubon officials huddled together over a quick lunch at a concession stand near the great media cave. Berle could be overheard doing a bit of halftime spin analysis.

"We seem to be hearing a lot of people saying they are running out of trees," Berle told his colleagues. "Is that a good spin for us?"

Despite active efforts to shape the message, there was one group of journalists that, for the most part, couldn't give a damn. Nowhere was the disinterest and detachment toward the Northwest and our forests more apparent than with the most powerful group of communicators on the planet—the White House press corps.

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BUZZ WORDS

Continued from page 21

The president's traveling companions were not interested in boning up on ecosystem management or ecological maps—their hearts and minds were already in Vancouver. That's Vancouver, British Columbia, where Clinton would make real news with Russian President Boris Yeltsin after he departed the Rose City.

So when White House Communications Director George Stephanopoulos appeared in a corner of the tomb, he was quickly engulfed by the hungry White House corps. But the boy wonder was asked about international affairs, not jobs and owls. When CNN's Wolf Blitzer broadcast live to the world from the underground catacombs, he talked Russian politics, not riparian restoration.

Portland and the Forest Conference were just an obligatory stop on the road to the real summit. Sure, the national f



The reality at the conference was as distant as another planet

about the Forest Conference (many did so with hours of testimony still unspoken as they scrambled to meet East C deadlines). Most knew

little of our great forests and the grinding gridlock paralyzing them. Many will never write about the topic again.

There were, of course, as always, a few notable and laudable exceptions to this collective indifference. In particular Timothy Egan's stories for *The New York Times* were insightful proof of his familiarity with the issues at the heart of the conference.

But for most, the Forest Conference was a mere pimple on the buttocks of the real world of news. Another day, another deadline to meet.

The press corps' world was one of splendid isolation. Only a handful of journalists were allowed to rotate through the actual conference room. There, after a quick glimpse of the proceedings, they were herded back into the netherworld of the press center. Upon their return, they turned inward. Photographing and interviewing each other.

Those few who did manage to stay inside the conference room for significant periods of time got a better sense of the powerful communication that was taking place. The eyes locking together between president and timber workers. The real sense of compassion bouncing around the room. But for most of the press, that reality was as distant as another planet.

They were left with no choice but to watch the banks of television screens broadcasting the meeting. And as weariness wore them down and deadlines approached, they were easy prey to the predators of spin working the room.

Portland and the Northwest have had their 15 minutes of fame. The media circus has moved on. The decisions affecting our future will radiate from a point thousands of miles away. Nearly as far away as the press sat Friday.

SIEGEN LANE

ENVIRONMENT



PRIME-TIME CUTS

WW's Tube critic
takes a chain saw
to timber TV

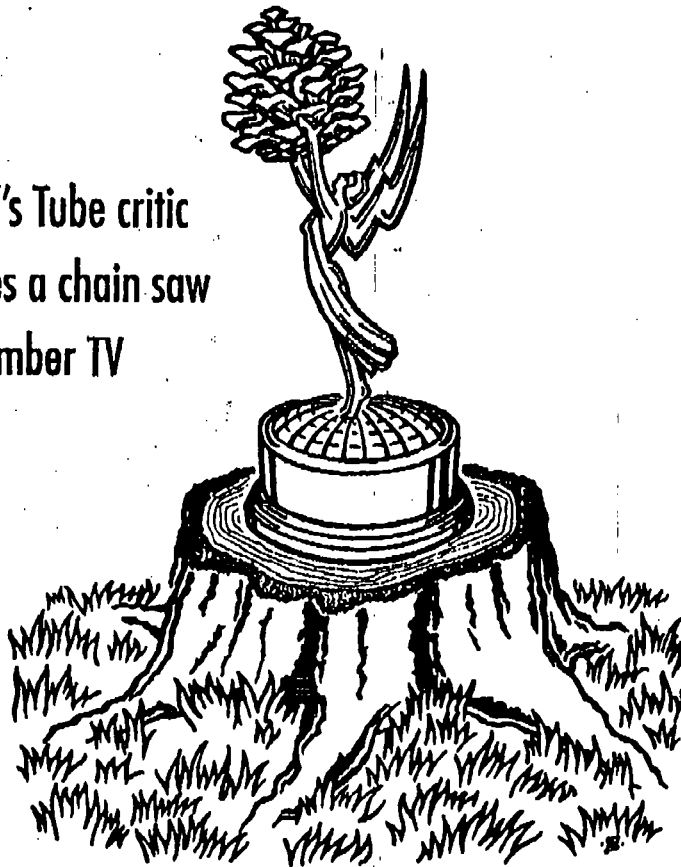


ILLUSTRATION BY CHRIS SAGE

By Susan Wickstrom

THE FOREST CONFERENCE was more than the biggest media event in Portland's history. It was an opportunity for local television stations to showcase their news staffs' talents and a chance for the networks to educate the nation on the Pacific Northwest. From protests to picnics to presidential jogs, viewers looked to TV for information about the hectic schedule of conference-related events. This viewer sat in front of both her televisions for hours on Thursday and Friday, watching live and taped reports of the conference. And though the medium generally failed to rise to the occasion, providing merely adequate coverage, there were a few outstanding moments that deserve attention, even awards. The envelopes, please.

Best Performance of Portland in a National Venue: Downtown gave a soggy, uninspired performance as

Tom Brokaw's backdrop when he anchored NBC's *Nightly News* on Friday. Fog-enshrouded Mount Tabor trees made a quiet, more focused effort behind ABC's Peter Jennings. But the best acting award belongs to C-SPAN's file footage. It presented the Rose City on a flawless sunny summer day.

Best Exploitation of Children: The closer winner is KATU for its 11 pm report on the timber industry's candlelight vigil on Wednesday. As the crowd sang "This Land Is Your Land" in the background, distraught timber folks lined up single-file for the reporter's camera to give brief heart-lugging profiles of their unemployed fathers. When finished, each bowed away in a choreographed style like college football players after they've been introduced as a bowl game.

Best Sound Bite: This award goes to ABC News for its Thursday evening piece, "An Experiment in Compromise," which featured a scene from the first day of a timber worker community retraining class. When an ex-logger complained to the teacher that

he hadn't been in school for 30 years, the instructor replied, "Let it go, Larry. Stop blaming the environmentalists and the politicians and the government. You can't blame change."

Excellence in a "President Watchers" Report: KOIN, KOW and KATU tie for this award because all three stations had identical stories: Open with crowd hanging outside of Benson Hotel, close-up on ladies looking out of office windows across the street, brief interview with man who states he's never seen a president in person before, a few seconds of Bill emerging from or ducking into limo, brief interview with woman who claims it was worth the wait.

Best Rap Spin: While KOIN, KATU and KOW all sedately labeled their coverage of the timber talks, "The Forest Conference," KOIN wins this award with some MTV-type hip: "Brooking the Log Jam." Yo.

Best Observation from the Journalist's Pit in the Basement of the Convention Center: The winner is KOIN's Eric Schmidt: "If you took a bowling ball

and rolled it down the middle of this room, you'd probably knock down every anchor in the area, maybe every anchor in the nation."

Best Network Best-Kidding KOW and KATU tie in this category. Both Friday 5 o'clock newscasts included interviews with their network's national anchorman. The town was lousy with experts on the timber controversy and KATU's Julie Enery chose Peter Jennings to comment on the conference. Jennings offered a vague analysis, appropriate for someone who probably boned up on the subject that very morning. KOW's Tracy Harry almost redeemed the station right out of the nomination by identifying Tom Brokaw as an observer rather than an analyst, which allowed him to take more of an objective approach with his comment. But the magazine show *Good Evening* clinched KOW's award when it led with yet another Brokaw interview and the promise of more to come in a few weeks.

Continued on page 24

PRIME-TIME CUTS

Continued from page 23

CORRECTION

MTV didn't air concert

MTV did not air the Ancient Forest Celebration concert Thursday night, as concert organizers claimed it would. A story in some Thursday editions of *The Oregonian* said the concert would be on MTV.

Readers may call *The Oregonian's* attention to errors by calling 221-8144 or by writing to the Managing Editor, *The Oregonian*, 1320 S.W. Broadway, Portland, Ore. 97201

Best Television Non-coverage: *CBS Evening News'* Connie Chung, standing in for Dan Rather, blew off the Forest Conference on Friday night, burying the event with a few lines sandwiched between the Republican filibuster and the upcoming Yeltrain-fest, because, of course, it was a big news day. Strangely, most of the newscast seemed devoted to a long piece on television talk shows.

Best Television Non-coverage of a Specific Event: An *Oregonian* front-page story Thursday reported that the Ancient Forest Celebration would be "broadcast live by MTV." Several radio stations, including KINK, took the paper at its word and spread news of the televised concert across the airwaves. Friday morning, KINK decays angrily lambasted the daily rag. MTV wasn't even in town. Rumors that *The Oregonian's* phone lines were clogged by late callers screaming, "I want my MTV," were unsubstantiated.

Best Performance by a Broadcast Journalist Confused by the Difference between Reporting News and Making It: Portland police arrested KBOO reporter Jeff Cullum on Friday for entering a restricted area. His assignment may not have made it back to his radio station, but the story of his arrest was aired on every local television newscast.

Fifteen Minutes of Fame Award: Republican Bill Cromwell wins for insinuating himself into Clinton's morning jog.

Best Non-story: This award goes to KATU's Paul Linnman and Vickie Fung for their live reports from Mill City, Ore., on Friday. They traveled down the valley to record the reaction of a small timber-dependent community to the conference. To their chagrin, the town was deserted. Everyone was either in Portland for conference-related activities or at home, glued to the television. Linnman and Fung stood on deserted streets in front of darkened buildings, describing the eerie quiet of the town.

Best Dressed Broadcaster: Steve Amen, host of KOPB's *Oregon Field Guide* and the station's all-day coverage of the Forest Conference, takes the prize for upgrading his trademark well-pressed flannel shirt to one of an unidentified shiny plaid material. An excellent definition of Northwest style in a non-grungy way. Très chic, Steve.

Best Second Lead Story: Rumors, rumors. KOIN

Newsroom 6 was the first to stray from timber talk with a report on the heinous, imminent major earthquake less 15 minutes into Friday night's 5 o'clock newscast. Though each local station attempted to trace the origin of the rumor, the reports conflicted. Either a West Linn or Southeast Portland man either talked to a cop or phoned the Coast Guard to ask if the earth was about to move the Big One. Then someone called Multnomah County who called Emergency Management Services who called the Secret Service, and so on and so on and so on—the sequence of calls is interchangeable. The only information local stations agreed upon was that earthquakes can't really be predicted, but the gals at KPTV said it will happen sometime in the next 150 years...maybe even tomorrow!!!

Best Local In-Depth Special Program on the Day of the Conference: KOPB's *Northwest Week* provided the only local in-depth special on the day of the conference.

Best Performance by an Out-of-Town Analyst: PBS's Mark Shields proved on Friday night's *MacNeil-Lehrer NewsHour* that some pundits do indeed keep their heads in an orifice. He declared the Forest Conference a "disaster" for the president, whining that Clinton should have been in Washington, beating Republicans off of his economic stimulus package instead of "at some taxidermy shop in Portland."

The Walter Cronkite "Trust Me" Award for Honesty in Broadcasting: There were two winners. ABC's Peter Jennings confessed that the Portland Forest Conference was merely a convenient stop on the way to Vancouver, British Columbia. NBC's Tom Brokaw asserted that the timber summit was of vital importance across the country, "even on the East Coast," and claimed he would have come anyway. Both anchors were believable.

Sop Award for Silliness in Broadcasting: KATU's successor to Bob the Dead Weather Cat, Tom, was dressed up as a Secret Service agent for Friday night's weather report. His assignment: Guard Socks. Criminy, Tom, you're a cat, not a Barbie doll. Have some dignity.

Williams Week
4/8/93

Willamette
Week
4/8/93

Willamette

ENVIRONMENT



Can't See the Forest

The Big O's coverage of the
conference offered lots of
details. That's it.

By D.K. Holm

WITH THE ARRIVAL of President Clinton's traveling crash course in forest issues, Portland's only daily had an opportunity newspapers only dream of. And it blew it.

The Oregonian's failure to get under the skin of the Forest Conference was partially a function of the paper's adoption of Big Event Journalism. Summits, civil wars, shuttle disasters, political races: Such circumstances make the news seem invitingly manageable and orderly to editors straining to lure the attention of readers. The subsequent day-by-day packages are laid out under a clever logo in colorful and busy colloquations of charts, graphs, tidbits, fun facts, big color pictures—and the absence of quotidian y and analysis.

The Forest Conference was one of those Big Events. It also revealed that those fact-filled packages fail disastrously to make sense of the world to their readers. Emphasizing trivia over substance, our own Oregonian mimicked this formula to perfection. Full-page color charts, Q&As covering the conference's background, reports on traffic jams, "media looking at the media" featurettes, among numerous other stories began appearing the previous Sunday and gave a sense of furious busyness but, like a hyperactive child, little real activity. Sure, it had a lot of reporters on the beat. Kathie Durbin (who has done good work on forestry in the past), Jeff Mapes, Don Hamilton and a host of others provided a flood of news stories in advance and features after the fact that attempted to cover the Forest Conference from all angles. But the daily huffed mightily to atomize, define and label the summit rather than interpret it. There were facts and figures aplenty, but little sense of the ideas that drove the event and—once the conference was over—what it looked, smelled and felt like. It's the whale-watch approach to journalism: Day, time, season, numbers, and we're outta there.

Just what were the paper's priorities? The Oregonian saw fit Wednesday to devote 28 inches to a guy who rented the Fox Theater marquee for a pro-old-growth-forest message. Something has gone drastically wrong when

quotes such as "It was really neat," uttered to Brian Mehan by someone who had just met the president outside the Benson, merit inclusion in the paper. It's telling that the O's Inside Line forum, in which taped calls from readers are transcribed, offered some the best analysis ("most of the cutbacks in jobs...haven't been caused by the environmentalists. They've been caused by excessive mechanization") while the editorial staff huffs and puffs pointlessly in the background.

Analysis could be found in some of The Oregonian's pages. Various columns by editors, such as Phil Cogswell, and staffers (David Sarasohn), along with a few In My Opinion pieces, illustrated the contentious voices engaged in the old-growth debate. But the actual stand of the paper seemed confused. Friday's editorial seemed unwilling to come right out and express a clear opinion on What Should Be Done, hinting that the final determination should be based on science, i.e. on the side of the environmentalists rather than economics, that is, the logging companies: "We've spent too long pretending otherwise."

For the most part, however, non-news flooded the paper. Sarasohn dilated in Friday's A&E on where Clinton should eat if he were to dine out here in Portland. This product of editorial brainstorming ("OK, everybody, once around the table, what can we do from the food angle?"), this piece ended up serving as a *Downtownerish* excuse to give several restaurateurs additional advertising.

Among the O's failures was not asking the hard questions. Clinton, who paid fealty to the O with an hour of his time for the editorial staff—as the paper never tired of reminding its readers—fielded no difficult questions. Al Gore, being only a vice president, didn't get off so lightly when he dropped by the office. In one of the few moments of life amid all the paper's hubbub, reporter Don Hamilton challenged Gore on the administration's about-face on charging higher grazing fees on public rangeland and royalties on precious metals mined from federal land: "That was a complete misinterpretation," he said of reports the administration had backed down. Hamilton also asked Gore if he still believed the pro-old-growth-forest remarks made in his book *Earth in the Balance*: "Gore clearly didn't relish the question. 'I'm just here to listen and learn,' he said before his press secretary, Maria Romash, pulled him away with the explanation that the hour was growing late." If only this spirit had informed the rest of The Oregonian's coverage. But spiritedness and prepackaging don't seem to mix.

Stumping the Prez

Willamette Week 4-8-93

Jeffrey Kaufman wanted Bill Clinton to know that loggers love nature just as much as tree-huggers. That's why two weeks ago, in preparation for last Friday's Forest Conference in Portland, Kaufman sent the president more than five hours of videotape showing loggers at work and play in the Northwest woods. The tapes were part of *U.S. Logger*, a series Kaufman produced in 1984.

Kaufman, a logger whose story was chronicled in the March 26 edition of *The Oregonian*, also sent a letter to the president. "I wanted to show that the people who manage [the forest] are not warmonger tree-rapers as I think most people believe," Kaufman told the Big O.

Kaufman said White House aides assured him that the prez and vice prez have both seen at least portions of the tapes.

But Kaufman's publicity splash caught the attention of more than just the White House.

Robert A. Leipper remembers Kaufman, but not as a kind-hearted timber man. In 1988 a Marion County jury found that Kaufman had taken a bulldozer onto Leipper's undeveloped land just west of the Aurora airport and cut down nearly 50 trees—most of them Douglas firs—and sold them. Another two dozen trees were killed or damaged in the process, Leipper said.

No criminal charges were filed, but Circuit Judge Richard D. Barber fined Kaufman \$6,323 after the jury, in a civil trial, found that he had violated the state's timber trespass laws.

When Leipper read about Kaufman's correspondence with Clinton, he was furious. "He says that not all

Tualatin man gives Clinton loggin



Jeffrey Kaufman and Tina Sauter show off the tapes that Kaufman sent to President Clinton to help him prepare for the forest conference.

Jeffrey Kaufman thought the before the April 2 forest summit

By KATHIE DUNSMITH
of the Oregonian staff

Jeffrey Kaufman of Tualatin heard about President Clinton's coming Northwest Forest Conference the other day and decided to give the White House a call.

He told the operator he had something he thought the president should see. Eleven half-hour videos on loggers and logging. All kinds—helicopter logging, horse logging, mechanical logging, salvage logging in the Mount St. Helens blast area.

Plus films of fun and games at the Albany Timber Carnival and historic film of Oregon's Tillamook Burn and the massive reforestation effort that followed.

The operator seemed excited. He said he really ought to "move higher up." That operator, in turn, told him up to the next he knew it, he was in the White House office.



the trees to keep the matter out of court, but Leipper declined, hoping to collect punitive damages.

"It was ridiculous," Kaufman said. "It took two years and he got less than we offered him. He just hates loggers."

Leipper says it's not loggers he hates but the fact that Oregon law treats trees as a crop. No thought is given to the aesthetic value of trees when determining their worth. And no money can be collected for damage to brush or shrubs.

He also is upset that people who illegally cut down trees on private property are rarely prosecuted. "I've had this happen to me in Marion and Columbia counties," he said. "The sheriff and the [district attorney] out there simply say this is a civil matter."

loggers are tree-rapers," Leipper said. "Well, this guy is the supreme tree-raper."

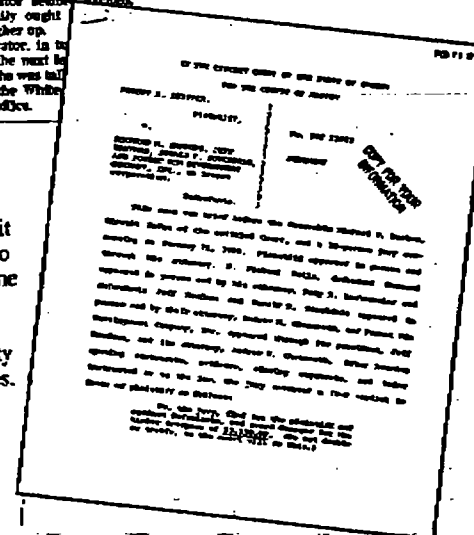
In his own letter to the president, Leipper said he had spent his life savings to buy the land and had hoped to build a house on the property before it was "irreparably damaged" by Kaufman's logging expedition.

Kaufman doesn't deny that he took logs from Leipper's property (although he puts the number closer to 20), but he insists it was an accident. Kaufman had been thinning some trees for an adjacent property owner who gave him faulty bound-

aries, he explained.

"Before this happened I used to leave it up to the landowner to show me where the line is at," said Kaufman, who once previously overstepped a property line while cutting trees. "Now, if there is any question, I insist on getting a surveyor."

Kaufman said his insurance company offered to pay Leipper for the value of



RECORD

By Linda L. Lutz 4/8/93

President Bill Clinton and Vice President Al Gore need more campaign money from the timber industry than any other political group, especially in state elections.

In both 1990 and 1992,

according to statistics from the Western States Center, timber

was the most Republican industry

in national politics. Last year, 74

percent of all political contributions

from timber interests went

to Republicans. Other industries

by comparison spread the wealth

between the country's two domi-

nant parties. The oil and natural

gas industry gave 58 percent of its

political dollars to the GOP.

Last year, the defense industry, 51

percent, and banking, 43 percent.

Locally, timber dollars were

even more concentrated in the

coffers of the GOP. Almost 90

percent of those dollars went to

Republicans.

Timber was the third largest

contributor to political campaigns

in Oregon in 1990, behind public

employee unions and business

associations.

Below is a list of the top 10

corporate timber contributors in

Oregon in 1990 and where their

money went. The Secretary of

State's Office will not fully 1992

figures until May.

The following list does not

include personal contributions

from timber executives and their

families.

Oregon's forest
industries \$89,010

Bohemian Inc. 54,362

Association of
Oregon Loggers 48,727

Weyerhaeuser 40,550

Tim Blixseth 37,501

WLPAC-Oregon 38,750

Georgia-Pacific 35,725

Bolt, Cascade Corp. 34,050

Seneca Sawmill 31,967

Williamson Industries 31,150

Contributions to
legislative races \$290,687

Contributions to
statewide races 164,579

Contributions to
non-timber
political action
committees 152,979

Source: Western States Center's
Money in Western Politics

04-05-93 10 41 3030637001 REGISTER GUARD

Clinton orders

quick response

■ Forests: President Clinton promises a solution to the timber deadlock within 60 days.

By LANCE ROBERTSON
The Register-Guard

PORTLAND — President Clinton on Friday laid the groundwork for a rapid end to the dispute over logging in the Northwest, ordering his administration to craft a solution within 60 days.

Concluding the daylong forest summit, Clinton said he "will insist on collaboration, not confrontation" from the warring sides in the decades-long battle.

"I intend to direct the Cabinet and this entire administration to get to work immediately to craft a balanced and comprehensive long-term policy," Clinton said. "I will direct the Cabinet to report back to me within 60 days to have a plan to end this stalemate."

"You don't have to fight in a court of law any more. You can work with us."

Clinton said the administration would adhere to five "fundamental principles" in ending the gridlock. These include developing new economic opportunities for timber communities, using sound science to protect forests and wildlife and guaranteeing a predictable logging level that won't harm forests.

Clinton meticulously avoided spelling out specific steps that his administration may take. Still, officials from timber and environmental groups sought to divine the president's most likely direction from his many comments throughout the eight-hour conference.

And despite the sometimes conciliatory atmosphere at the conference, both sides continued to feud over the key issue of whether any more logging should be permitted in federal old growth forests.

The timber industry said it was pleased with Clinton's push for a quick solution. Environmentalists, meanwhile, were wary but said they would work with the administration.

"He's moved this issue along a lot," said Chris West, spokesman for the Northwest Forestry Association. "We wanted a set of principles, and he ended this thing with a set of principles, which we agree with."

"There's not going to be peace in the forest tomorrow," said Andy Kerr of the Oregon Natural Resources Council. But, he said, "There's definitely peace talks in the works here."

Larry Tuttle, Oregon director for The Wilderness Society, said he believes the package Clinton develops will have "significant" no-logging preserves for the region's remaining old growth forests.

"He's saying there's no going back, that cutting levels are coming way down, that we need to find a way to help in the economic transition," said Rich Hoppe, a spokesman for The Wilderness Society.

Indeed, much of the summit focused on themes that Clinton dwelt on during his election campaign: The inevitability of change and the need to help regions cope with economic transitions.

Clinton began the conference by making it plain he wants to preserve old growth forests and that he believes that action would help the region's economy.

A healthy economy and a healthy environment.
Turn to SUMMIT, Page 4A

Engine
Register -
Guard
Sat., April 3

3

THE FOREST SUMMIT

SUMMIT

Continued from Page One

ronment are not at odds with each other; they are essential to each other," Clinton said.

Although never intended to produce results, the conference nevertheless was a massive show of force by the Clinton administration.

Though his predecessor, George Bush, largely avoided getting personally involved in the forest war, Clinton on Friday plunged into the debate, pulling along Vice President Al Gore, four Cabinet secretaries and other top White House officials. They were inundated with anecdotes, statistics and emotional pleas from environmentalists, mill owners, loggers, fishermen, scientists and economists.

"This was more than him living up to a campaign promise," said Mike Pieti of the Brotherhood of Carpenters and Joiners, one of a dozen labor unions involved in the forest debate. "He could have been out of here in an hour."

It also was half theater, half circus.

Participants, bathed in klieg lights, sat with Clinton, Gore and other officials at a huge oval wooden table. Their audience was a hall of invited guests, including the governors of Oregon, Washington, California and Idaho.

Meanwhile, about 700 reporters and photographers on hand were confined to a warehouse-sized room in the center's basement, relegated to watching the proceedings on televisions or being herded in small groups to the main conference hall where they could watch and take pictures but were barred from speaking with anyone.

The conference ended with a peace offering from the timber industry.

The industry essentially endorsed an end to clear-cutting by agreeing to manage forests using "ecosystem management," which tries to log trees while maintaining key forest components over a large landscape.

"We have listened to the environmental community, and we have listened to the scientific community very carefully, and frankly, we agree with much of what they say about managing



Associated Press

Zach Pauls, 9, of Scio supports his father, Jack Pauls, during a timber rally.

our ecosystems," said Jim Geisinger, president of the Northwest Forestry Association.

But Geisinger said that as a trade-off, some non-wilderness lands currently closed to logging should be opened to harvesting using selective logging and other ecosystem-based methods.

Geisinger also said federal legislation is needed to provide mills with a short-term boost in federal logs. Many mills expect to run out of federal timber by the end of the year.

Such legislation probably would have to be exempted from federal environmental laws — a notion conservationists strongly oppose. On Friday, they repeated their opposition.

"These people just don't get it. They have exhausted the land," said Hoppe, of The Wilderness Society.

Julie Norman, director of Headwaters, an Ashland-based environmental group, said conservationists are insisting on permanent preservation of remaining old growth, including forests east of the Cascades summit, plus key watersheds and other "native" forests.

But industry officials rejected the notion that logging should remain halted while changes are made in how the public forests are managed.

"We're going to have to ride the bicycle for awhile while we repair the tire," said Charles Bingham, executive vice president of Weyerhaeuser Co.

Clinton faces an enormous challenge, U.S. Forest Service biologist Jack Ward Thomas told the president.

"All sides in this issue, including you Mr. President, easily speak the word 'balance.' But they all mean different things," said Thomas, who has spent years researching forests and the threatened northern spotted owl. "What I think it means is this: Obey the law . . . Then minimize the social and economic consequences."

Sat. April 3

Clinton will rely on existing law

■ Interview: Environmentalists fear president will take away one of their biggest weapons in the fight to save old growth: lawsuits.

By LANCE ROBERTSON
The Register-Guard

PORTLAND — In an apparent victory for environmental groups, President Clinton on Friday said he'll comply with existing environmental laws and won't try to amend them in his bid to settle the old growth forest war.

"This will be the toughest test of whether you can make present law work," Clinton said in an interview Friday night with The Register-Guard and a dozen other regional newspaper reporters.

"I'd like to be given a chance to make the laws work," added a weary Clinton, who had just arrived at the Benson Hotel downtown after eight hours of lis-

tening to testimony and asking questions at the forest summit.

Clinton was accompanied by Vice President Al Gore.

Asked whether his intention to obey current law and avoid changing it meant he might try to prohibit environmental lawsuits in any legislation he may propose, Gore responded, "Well, that would be changing the law, wouldn't it?"

Environmentalists fear Clinton might support a restriction on lawsuits as part of a legislative package he may submit to Congress. Such a move could hamstring environmental groups, which have successfully used lawsuits to block most federal timber sales in the Pacific Northwest until the U.S. Forest Service and the U.S. Bureau of Land Management better protect the threatened northern spotted owl and other wildlife on federal lands.

Federal scientific reports have said logging on federal lands would have to be dramatically slashed from historic levels to protect wildlife.

The timber industry has been pushing for a law-

suit curb as a way to free up timber this year. The industry also favors changing environmental laws, such as the Endangered Species Act, to allow more logging.

But Clinton in the interview also warned that "this country cannot be governed solely by lawsuits."

Still, rather than blaming the old growth gridlock on environmental lawsuits, Clinton said federal forest agencies need to start acting more responsibly and to work in concert to pull themselves out of their legal bind.

Under the Bush administration, federal agencies fought among themselves over land management policies and were found to be violating federal environmental laws.

"Before I sort of presume a problem with anyone else, we have to do our job," Clinton said.

Clinton and Gore said they haven't decided whether forests east of the Cascades summit should be included in any solution, which is expected to be a combination of legislation and agency policy changes.



President Clinton leans back behind Vice President Gore to get a look at a panellist during a moment of brief levity at yesterday's conference.

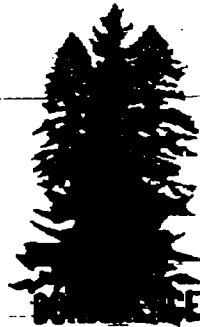
Clinton not in favor of changing environment laws or halting suits

by Eric Pryne and Mark Matassa
Times staff reporters

PORTLAND — President Clinton and Vice President Gore said last night they will not propose changing environmental laws — or restricting environmentalists' right to go to court to enforce them — as part of their solution to the Northwest forest crisis.

"I'd like to be given a chance to make the laws work," Clinton said at a meeting last night with Northwest reporters following a day-long forest conference at which he promised swift action on the region's most contentious and defining issue.

As for restricting environmentalists' access to the courts, Gore said, "That would be changing the laws, wouldn't it?"



Clinton and Gore's comments are certain to cheer environmentalists, who have used the Endangered Species Act and other laws to bring logging of old-growth timber on federal forest lands to a virtual standstill.

The timber industry has argued that any solution must limit judicial review.

The president and vice president offered few other specifics on what their package might include.

Gore said it would be premature to say whether restrictions on log exports are warranted or whether old-growth forest reserves advocated by environmentalists will be included.

Clinton said he was most impressed that "everybody that talked was ready for a resolution."

In his concluding remarks at the forest conference, Clinton directed his Cabinet to craft a long-term forest policy and to have, within 50 days, "a plan to end this

Please see **OWL** on A 8

recently... taxpayer cash he brings to table — about \$500 million — c not mean momentous thi haven't happened or aren't around the corner.

"We've been getting the w out to our allies not to expect u produce a big bundle (at Vanc ver)," said Sen. Patrick Leahy Vt., a key player on foreign aid

Clinton faces a three-way t during the weekend meetin caught among his own promi congressional resistance and b

Blue Cross, spent \$616,1

by Jim Simon
Times Olympia bureau

OLYMPIA — Blue Cross Blue Shield insurance plans, vs critics of health-care reform lation now before the Legislat yesterday reported spend \$616,000 in 1992 lobbying l makers and "informing" the pu about reform.

The Blues, a dominant force the state health-insurance mar will spend even more on polit and public education efforts year, says Donald Sacco, presid of Pierce County Medical, a E Shield affiliate.

Some lawmakers charge i plan members are running a sc campaign against pending legi

MOSTLY CLOUDY
Rain changing to showers. Rain chance 90 percent. Showers and breezy tonight. Highs, in the lower 50s; lows, 40 to 45.
DETAILS, p. 10.

Burien man fined for yacht trip to Cuba

Burien man still may lose boat, receive prison term

by Eric Nalder
Times staff reporter

Having already seized his yacht, the federal government says a retired Burien boatbuilder must pay a \$17,000 fine for not properly reporting two visits to Cuba.

boat parts, care packages and cartons of dried milk to Cubans. If he is convicted of that, the government could send his yacht and send him to prison for 10 years.

Eick 64, is a Dutch citizen, who has lived in the U.S.



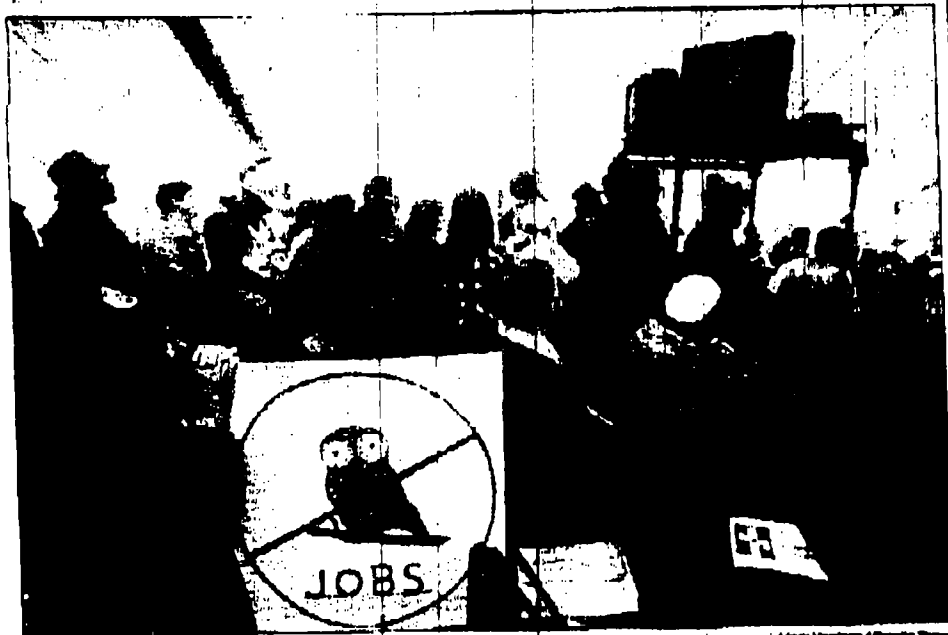
Customs Service spokesman Mich Sheehan says Eickholt is being fi because every foreign-flag vessel is quired to report departures and arriv in the U.S. regardless of destination.

Eickholt says he may not have repi ed his departures but there no sec about his arrivals. Before he got to dock in Fort Lauderdale, Fla., after Octobers trip to Cuba, a do officials from U.S. Customs, the Co Guard and the local police searched

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04/05/93 11:01



Ray Chisum watches a television monitor during a logger's rally in Portland's Waterfront Park during the timber conference.

Clinton favors status quo on laws

OWL

continued from Page 1

statement.

The president did not give a precise reading of what he'd like that policy to be, but he outlined some broad principles that suggest the finished product will be some compromise between environmentalists who want no further logging of old-growth forests and timber interests who say jobs, economic vitality and an entire way of life depend on just that.

Rich Nafziger, head of Washington's state timber team under former Gov. Booth Gardner and a panelist yesterday, predicted the government will allow limited logging in old-growth forests, combined with more aggressive management of forest ecosystems and the use of tax incentives to encourage more private timber production and more manufacturing of finished wood products.

For residents of the Northwest, who by now have heard every conceivable angle of the old-growth forest debate, yesterday's conference must have sounded as familiar as the rasp of a chain saw — or, perhaps, the hiss of an espresso machine.

But Clinton's long-promised meeting was aimed at a wider audience: the federal bureaucracy, which during the Reagan and Bush administrations often fought among itself, the national press, targeted by interest groups on all sides; and ultimately the American public, whom the president wants to convince of its stake in the subject.

Finally, Clinton himself was

part of the audience. He said repeatedly he came to the conference to learn, and it seemed true. He asked probing questions and was strikingly attentive throughout the day.

As at his Little Rock economics conference earlier this year, the president seemed in level in the talks. And, as at that earlier meeting, participants and other observers yesterday praised his command of a difficult subject.

Clinton and Vice President Al Gore, along with five Cabinet secretaries and two other administration officials, heard from three groups of panelists who, over nearly eight hours, dissected the region's forests economically, biologically, topographically, sociologically and politically.

Some of the most moving testimony came at the day's first session, titled "Who is Affected and How?" Mill owners, loggers and residents of timber-dependent towns told often-wrenching stories of how their livelihoods, and their way of life, are disappearing.

Phyllis Strauger, the mayor of Huguenin, told the panel about a woman, the wife and mother in a displaced timber family, whose newborn baby died because in the last days of her pregnancy the woman had not eaten. The only food the family could afford, Strauger said, the mother had given to her other children.

"Surely, surely," the mayor pleaded, "this planet is big enough to support wildlife species and the human species."

Like many from the rural Northwest, Strauger said it might be too late for her timber-dependent community to change, to diversify its economy. Yet speaker after speaker also said they knew

change was inevitable.

No one made that clearer than Clinton, who might have been preparing timber workers for a forest plan they won't like.

Twice during this century, he said, many people in his home state of Arkansas have been forced to leave, to make for themselves a new way of life, when the agriculture economy collapsed. Such transitions are "horrible," he said, but often unavoidable.

And there is a limit, he warned, to what he can do as president. "I cannot repeal the laws of change."

Northwest

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If you find that you are
unsatisfied with the right firm-
ness, we will exchange
it promptly, absolutely no
questions and no hassles!

FREE*
Pick up
and
disposal
of your old bedding.
If we deliver your new bed,
we will go happy to pick
up the old one and make it
a donation to charity
(if possible).

Seattle Post-Intelligencer, Saturday, April 3, 1993

Clinton promises action

'Sound, responsible' policies sought to end reliance on old-growth

By Rob Taylor
and Mike Merritt
P-I Reporters

PORTLAND — President Clinton, presiding over his long-awaited Northwest forest conference, pledged yesterday to end federal indecision over timber harvests and to help the region develop an economy less reliant on old-growth timber.



**THE
FOREST
CONFERENCE**

Capping a day of sometimes emotional and contentious discussion, Clinton ordered his cabinet to report back within 60 days "with a plan to end this stalemate."

He promised that federal agencies will adopt a "balanced and comprehensive long-term policy" sensitive to the

Inside

■ **Rallies:** Outside, activists on both gather. **Page A4**

■ **Reaction:** A wide range of public opinion. **Page A4**

needs of both humans and the environment. Moreover, he said, it would be "scientifically sound, ecologically credible and legally responsible" as well.

Meeting with reporters after the conference, a weary Clinton said he

would not seek any changes in the Endangered Species Act.

Some legislators and industry officials have said the act should be amended to consider the economic effects of wildlife protection.

"This will be, in a way, the toughest test of whether you can make the law work," Clinton said.

In the conference, Clinton made clear that the region's timber industry cannot escape a tough transition in learning to rely less on old-growth timber.

"I cannot repeal the laws of

1 of 3

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To	White House	From Seattle P-I
Co.	KIM HOPPER	Co.
Dept.	MEDIA RELATIONS	Phone #
Fax #	202-456-6409	Fax #

Seattle Post-Intelligencer, Saturday, April 3, 1993

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From Page 1

change," he told the conference of environmentalists, timber interests, scientists and economists at the Oregon Convention Center.

"What we have to find a way to do," he said, is to "work through this process in a human way."

The president gave few clues in the conference on how much federal harvesting could continue. But he stressed his compassion for people who have lost work in recent years as wildlife safeguards have sharply depressed federal timber sales.

Noting that his state of Arkansas has been one of the poorest in the nation, Clinton said, "At least some of us have a feel for what this must be like."

Through the day, Clinton heard Northwest residents voice a wide range of views on forest management around a 50-foot-long wooden conference table at the convention center.

Joining Clinton at the table were Vice President Al Gore, five federal agency heads and two top White House officials. An Oregon historian said such a high-powered federal gathering in his state was unprecedented.

Generally, both conference participants and interest groups, which converged here in droves, said they were relieved that the issue had finally received top-level federal attention.

"The key thing is that we have an administration here that is willing to grapple with the issue,"

said Victor Sher, the attorney for the Sierra Club Legal Defense Fund who has led court challenges to cutting of old growth.

"We're just happy that somebody at his level is dealing with it," said Chris West, a spokesman for the Northwest Forestry Association.

Larry Mason, a former Forks old-growth sawmill owner, emerged from one discussion deeply touched by Clinton's intent attention to his concerns.

"The way he looks at you," Mason said, "he made it easy for you to talk."

"I could see the president's face, and I could see all the faces of my friends and neighbors and the people who are affected."

Sitting at the conference table, the president heard a few relatively new ideas for solving the crisis over federal timber.

Jim Geisinger, president of the Northwest Forestry Association, endorsed the concept of ecosystem management for national forests. The phrase generally has been interpreted as meaning environmentally responsible timber harvesting that may yield less timber than past policies. His key condition, Geisinger said, is that more federal forest land be available for timber harvests.

University of Washington forestry professor Chad Oliver also called for careful landscaping of federal, as well as private, forests for wildlife protection and wood production.

Oliver contended that some

harvests can be good for wildlife. Many areas currently being aside for spotted-owl protection lack the structure of old growth timber. Careful thinning and pruning of these, he said, can accelerate growth of homes for northern spotted owls and other old-growth-dependent animals.

"These old-growth forests can't live in splendid isolation," said John Hampton, chairman of the Northwest Forest Resources Council.

UW ecologist Jerry Franklin agreed that foresters can do much to shape forests as they wish. But he cautioned that it is unclear whether man can duplicate all the benefits of a natural old-growth forest. "A great deal of humility is required in suggesting that we can regrow" old growth, he said.

Mason, the former mill owner, and several other timber industry speakers made emotional pleas for the president to provide enough federal timber to keep the region's forest industries running.

But Ed Whitelaw, a University of Oregon economist, said that with automation sweeping the industry many of the poorly educated workers of its past will not regain jobs in its future, regardless of how much timber is cut.

Several manufacturers tal about new wood products made of small trees and species of trees that were once discarded as useless. They argued that such production techniques could provide building materials and jobs to replace many of those being lost

Seattle Post-Intelligencer, Saturday, April 3, 1993

3 of 3

as old-growth timber falls into short supply.

Gore pointedly questioned Charles Bingham, executive vice president of Weyerhaeuser Co., about the current federal subsidy for export of unprocessed logs. Environmentalists say these exports should be discouraged or banned in order to provide wood-working jobs in the U.S.

Bingham, whose company exports about one-third of the logs it cuts in the Northwest, said the export subsidy should not be changed unless the nation wants

to make international sales "non-competitive."

Gore later told reporters the administration has made no decisions on whether to seek restrictions on the export of logs from private lands.

Nor would he say whether any additional federal timber sales would be permitted this year, as some Northwest lawmakers are urging. The guiding principle, he said, would be "where sales can go forward without degrading or destroying the forest and habitat."

Environmental advocates generally opposed any further harvest of old growth on federal lands. Some also called for a broad federal campaign to restore salmon habitat in rivers and streams throughout the region. Salmon fishermen echoed their concern.

Bob Doppelt, executive director of Pacific Rivers Council, called for more than \$720 million in federal spending on restoration work in timber-dependent areas, employing local people.

President Clinton expressed interest in such restoration plans, and said they should include both private and public landowners.

The discussion included some sharp exchanges between environmentalists and timber interests that have characterized this struggle for more than five years.

Bill Arthur, the Sierra Club's Northwest regional director, quipped, "we don't hunt buffalos, we no longer kill whales, and we shouldn't continue to cut the last 10 percent of our ancient forests."

Katherine Mater, a maker of composite wood products, said "we're learning to do more with less," but added, "we cannot make something from nothing."

Concluding the session, Clinton called on all sides to continue the dialog and to seek out common ground.

"I hope we can stay in the conference room and out of the courtroom," he said.

"We may make mistakes," Clinton said, "but we'll try to end the gridlock."

END

Seattle Post-Intelligencer, Saturday, April 3, 1993

Factions rally to air views

Thousands flock to Portland conference

By Mike Merritt
P.I. Reporter

PORTLAND — Inside the Oregon Convention Center the talk was of balance and conciliation, but outside under rainy skies the conflicts over logging and wildlife in old-growth forests were still raw and sharp-edged.

At least 2,500 timber-industry workers and their families from around the Northwest and northern California huddled under tents to sing patriotic songs and rally for a way of life they fear is slipping away.

A few blocks away, several hundred environmentalists crowded Pioneer Square to condemn the destruction of natural habitats in the region's old-growth forests. About 300 marched across the river to the convention center where they chanted, "Clinton, Gore, cut no more!"

"The timber industry has had an extreme undue influence with the politicians. They've been able to abuse and overuse the land," said Justin Miller, with the Oregon Geographic Society.

Four people were arrested outside the convention center after a shouting match between environmentalists and timber-industry supporters.

Overall, police reported few problems despite the thousands of demonstrators and conference-watchers crowding Portland streets the last few days.

Many mills and forest-products companies in Washington, Oregon, northern California, Montana and Idaho shut down for the day to allow employees to travel to Portland for the conference.

Larry Martin, an employee of a Roseburg, Ore., plywood mill, came with his wife Von and son Eric in a caravan of 20 buses.

"I want to be able to keep my job. It's the future of this boy here," Martin said. "We've got a

lot of people out of work, they've lost their homes and are sleeping out along the river."

Several small boats draped with banners supporting the timber industry cruised along the Willamette River waterfront.

"Mr. Babbitt, where did your hardwood floors come from?" read one banner, referring to Interior Secretary Bruce Babbitt.

Expectations that Clinton's summit will result in some resolution of the old-growth forest battle ran high among both timber workers and environmentalists.

"This is so important . . . People are here because they're finally feeling some hope that the administration . . . will finally break the deadlock," said Julie Stangell of the Oregon Lands Coalition, a timber and property-rights organization.

Jim Hallstrom, president of Zip-O Lumber Co. near Eugene, is dependent on old-growth Douglas Fir in the Willamette National Forest to produce high-grade products such as moldings and windows. But with court-ordered restrictions on new timber sales, Hallstrom said the company founded by his grandfather in 1945 faces an uncertain future.

In that national forest, the harvest level has declined from an average of 650 million board feet a year to less than 20 million board feet last year.

Two years ago, Hallstrom's company employed 118 people. Now, his workforce is down to 51.

"That's something my grandfather and my father never had to go through. But it's something I have to face," he said.

A mostly young crowd of environmentalists paraded across the Steel Bridge from downtown to the convention center, where they demonstrated under the watchful eyes of more than 150 helmeted Portland police officers.

"I don't think people expect

1 of 2

Seattle Post-Intelligencer, Saturday, April 3, 1993

2 of 2

the problem to go away by the close of business today. What Clinton has done is bring this problem to national exposure," said Michael Nixon, a Portland attorney who has represented Native American groups in environmental issues.

The industry, he said, is an "economic addict. They're going through withdrawal because

they've been cut off of timber."

Indian organizations also expressed unhappiness with the conference, saying their concerns had been largely ignored.

"No longer are we going to let them rape our land. There can be no compromise on our Mother Earth," Margene McGeo, a tribal member from Ukiah, Calif., told demonstrators.

END

Hallies: Out-activists state cases. Page A4
Reactions: A
 whole range of public opinion. **Page A4**
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legislators and industry officials have said the act should be considered to consider the economic effects of wildlife protection. "This will be, in a way, the toughest of whether you can make the work," Clinton said. In the conference, Clinton made it clear that the region's timber industry would not escape a tough transition in order to rely less on old-growth forest.

repeat the laws of

ST, Page A4

Will keep schools from g busing

Farmer

School Board voted yesterday for \$3.7 million in federal aid to move that will prevent the easing mandatory busing as planned.

the board approved magnet schools for 12 schools. But if approved, would have to comply with balance laws instead of relaxed state rules. The new rules would allow minority schools to operate under relaxed rules.

12 schools, the switch negates effort to ease its racial balance order to allow more minority individual schools.

d of Education. A one-year waiver for Seattle that

responsibility at the timber summit in Portland yesterday. Vice President Al Gore, left, and President Clinton strike similar thoughtful poses. Clinton later promised formulation of a long-term policy on forest management "and this stalemate."

Study cites depletion of steelhead, salmon stocks; issues call for action

By Paul Shukovsky
 P-I Reporter

More than one-quarter of Washington's wild salmon and steelhead stocks are depressed and 3 percent are critically low, according to a study released yesterday by state and tribal fisheries managers.

Some 43 percent are considered relatively healthy, but even those have been adversely affected by logging, dams, overfishing, urban and industrial activities and certain hatchery practices, the study said.

The new inventory is the most comprehensive ever done in the state.

Curt Smith, director of the state Department of Wildlife, said it "provides essential biological information for protecting and recovering our fish runs."

Robert Turner, director of the state Fisheries Department, called for decisive action to restore fish populations and cited the "spotted owl fiasco" as a harbinger of the future if action is not taken soon.

"If we don't take charge of our own destiny, the federal government will come in and manage our fish resources for us," Turner said.

Under the federal Endangered Species Act, the U.S. government is

obliged to take steps to protect species such as the northern spotted owl that are threatened with extinction.

Asked what kind of action should be taken, Turner cited the discussion yesterday at President Clinton's timber conference in Portland about the need to manage forests so that salmon streams are not damaged.

"If you have a watershed that has really been messed up by forest practices, you might want to address the problems at the watershed," Turner said.

That could mean requiring loggers

See SALMON, Page A4

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See VI

The Vancouver summit

Russians want change to get economy moving

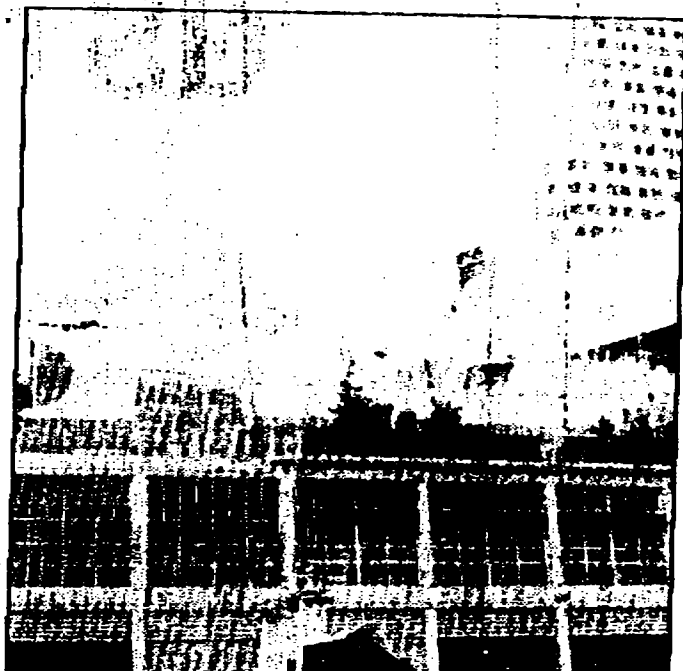
By Alan Boyle
 P-I Foreign Desk Editor

The Russian government is looking for more than a handout from the United States at this weekend's summit in Vancouver, B.C., officials said yesterday.

It's more important for the West to give Russian exports a better shot at world markets, said Vladimir Lukin, Moscow's or to Washington and ad- to Russian President Yeltsin. I n's t disadvantage hurts far more than West-

President Clinton is expected to reiterate his support for Yeltsin's reforms and offer a \$1 billion package of economic aid.

Tokyo Me industrial Lukin a concentr changes rat the pending Yeltsin's n life sians. In the to ver " shock," said eco ic c sian Embas One of stabilize the





ers during a rally Thursday
environmentalists and timber

workers and their families have turned out to draw attention to their causes
and concerns during President Clinton's forest conference.

MIKE BANTER/P-I

"Everything you have
timber industry is every bit
- Tom Robinson, n

"I'm just glad they're doing
for Mason Timber, and he
and keep jobs here. If they
lot of people lose jobs in mills,
jobs, and this community depend
- Clarice

"We are moving into a pro
happened in the inner cities. We
disintegration of families, disinte
ness, stranded elderly people,
from substance abuse."

- Bob Lee,

■ Compiled by Michael Paulson, P

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Salmon: Problems noted

From Page 1

to leave larger buffer zones of
standing trees along streams to
maintain water quality and
temperature.

"When we identify some of
the problems with watersheds
for fish, you begin to see values
and themes very consistent
with what was going on in
Portland at the timber confer-
ence," Turner said.

Bill Frank Jr., chairman of
the Northwest Indian Fisher-
ies Commission, said even the
stocks that remain relatively
healthy have suffered.

"We have lost productivity
from stocks which have not
been considered critical or de-

pressed. This productivity must
be restored too," Frank said.

Turner said the inventory is
being made available for pub-
lic comment.

In addition, the department
is seeking comment about pri-
orities in helping the stocks
recover.

"Even before we embarked
on this inventory, we were
concerned about salmon popu-
lations because we see well-
documented destruction of
habitat that has come with
development and growth in the
region. We are faced with the
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FINAL

NEWS

A1

22 INCHES

TIME OUT FOR SMILES AT A SERIOUS FOREST MEETING --

CLINTON NOT IN FAVOR OF CHANGING ENVIRONMENT LAWS OR
HALTING SUITS

BYLINE
ORIGIN OF STORY
SUBJECT

ERIC PRYNE, MARK MATASSA

PORTLAND

FORESTS AND FORESTRY; WOOD AND WOOD PRODUCTS; CONVENTIONS
AND CONFERENCES; OREGON; ENVIRONMENT; ENDANGERED AND
EXTINCT SPECIES

EXTRA KEYWORDS

FOREST CONFERENCE

ART

PHOTO

OUTLINE

1) BETTY UDESEN / SEATTLE TIMES: PRESIDENT CLINTON LEANS
BACK BEHIND VICE PRESIDENT GORE TO GET A LOOK AT A
PANELIST DURING A MOMENT OF BRIEF LEVITY AT YESTERDAY'S
CONFERENCE.

2) MARK HARRISON / SEATTLE TIMES: RAY CHISUM WATCHES A
TELEVISION MONITOR DURING A LOOGER RALLY IN PORTLAND'S
WATERFRONT PARK.

KEYWORD-HIT.

PORTLAND - President Clinton and Vice President Gore said last night they will not propose changing environmental laws - or restricting environmentalists' right to go to court to enforce them - as part of their solution to the Northwest forest crisis.

*INI'd like to be given a chance to make the laws work,*IN Clinton told Northwest newspaper reporters after the conference.

When asked whether that meant the administration would not recommend limitations on environmentalists' power to sue, Gore responded: *INThat would be making changes in the law, wouldn't it?*

Environmentalists have used the Endangered Species Act and other environmental laws to drastically curtail logging on the Northwest's federal forests in recent years. Timber interests have argued any solution must restrict their adversaries' ability to seek relief in the courts.

*INI don't want to deny anybody their legitimate day in court,*IN said Clinton, who spoke softly and looked tired after a long day refereeing the region's forest fight. *INBut, on the other hand, the country cannot be governed solely by lawsuits. In the end decisions have to be made.*IN

Clinton ordered his cabinet to report back to him with a Northwest forest package within 60 days. But the president and vice president provided few specifics on what that package might look like.

The president and vice president deflected questions about whether old-growth reserves should be established, whether log exports should be further restricted, or whether federal forests east of the Cascades should be included in their package.

Clinton and Gore both said they were pleased and impressed with what they heard at the conference.

*INThe thing that impressed me most about this was the feeling I got that everybody that talked was ready for a resolution,*IN Clinton said. *IN. . . They wanted us to take a stand that was coherent.*IN

Gore said: *INI think a lot of people really heard what the others were saying. I think there was a lot of deep listening going on on all sides.*IN

The president did not give a precise reading of what he'd like

suggest the finished product will be some compromise between environmentalists who want no further logging of old-growth forests and timber interests who say jobs, economic vitality and an entire way of life depend on that.

Rich Hafziger, head of Washington's state timber team under former Gov. Booth Gardner and a panelist yesterday, predicted the government will allow limited logging in old-growth forests, combined with more aggressive management of forest ecosystems and the use of tax incentives to encourage more private timber production and more manufacturing of finished wood products.

For residents of the Northwest, who by now have heard every conceivable angle of the old-growth forest debate, yesterday's conference must have sounded as familiar as the rasp of a chain saw - or, perhaps, the hiss of an espresso machine.

But Clinton's long-promised meeting was aimed at a wider audience: the federal bureaucracy, which during the Reagan and Bush administrations often fought among itself; the national press, targeted by interest groups on all sides; and ultimately the American public, whom the president wants to convince of its stake.

Finally, Clinton himself was part of the audience. He said repeatedly he came to the conference to learn, and it seemed true. He asked probing questions and was attentive throughout.

As at his Little Rock economics conference earlier this year, the president seemed to revel in details. And, as at that earlier meeting, participants and other observers yesterday praised his command of a difficult subject.

Clinton and Gore, along with five Cabinet secretaries and two other administration officials, heard from three groups of panelists who, over nearly eight hours, dissected the region's forests economically, biologically, topographically, sociologically and politically.

Some of the most moving testimony came at the day's first session, titled *INWho is Affected and How?*IN Mill owners, loggers and residents of timber-dependent towns told often-wrenching stories of how their livelihoods, and their way of life, are disappearing.

Phyllis Strauger, the mayor of Hoquiam, told the panel about a woman, the wife and mother in a displaced timber family, whose newborn baby died because in the last days of her pregnancy the woman had not eaten.

The only food the family could afford, Strauger said, the mother had given to her other children.

*INSurely, surely,*IN the mayor pleaded, *INthis planet is big enough to support wildlife species and the human species.*IN

Like many from the rural Northwest, Strauger said it might be too late for her timber-dependent community to change, to diversify its economy.

Yet speaker after speaker also said change was inevitable.

No one made that clearer than Clinton, who might have been preparing timber workers for a forest plan they won't like.

Twice during this century, he said, many people in his home state of Arkansas have been forced to leave, to make for themselves a new way of life, when the agriculture economy collapsed. Such transitions are *INhorrible,*IN he said, but often unavoidable.

And there is a limit, he warned, to what he can do as president. *INI cannot repeal the laws of change.*IN

END OF STORY REACHED

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New hope in timber country

SHORTER VERSION RAN

By MIKE GENIELLA
Staff Writer

LUMBER

PORTLAND — Expectations that President Clinton may achieve a breakthrough in a Northwest forestry stalemate are running high among timber interests and environmentalists.

Some ardent environmentalists say they fear Clinton may compromise too much in an effort to resolve a controversy that's eluded past administrations in Washington, D.C., and in state houses of California, Oregon and Washington state.

About 1,000 protesters on Friday shouted their concerns outside the Oregon Convention Center where the day-long presidential conference was held.

But in many quarters Saturday, Clinton was drawing high marks for his handling of last week's presidential forestry conference, and his order to Cabinet members to report back within 60 days on ways the administration can adopt a "balanced and comprehensive long-term policy" for management of public timberlands.

"I came away feeling it was a historical moment," said Patricia See *Timber*, Page B5

Timber

SHORTER VERSION RAN

Continued from Page B1

Schifferle, a spokeswoman for the Pacific Coast Federation of Fishermen's Association in Sausalito.

"I believe that with the enormous power of the presidency concentrating on a really thorny issue there can be real progress," Schifferle said.

Bill Dennison, president of the California Forestry Association, the state's leading timber group, said he was impressed with Clinton's apparent determination. "He really appears to be attentive to the problems," he said.

Clinton and Vice President Al Gore brought four Cabinet members with them to Portland in a high-powered presidential display of concern for what basically is a regional problem. Aides have said the president was intent on keeping a campaign pledge to convene a timber summit and bring peace to a strife-torn region.

Clinton told the conference of timber interests, scientists, economists and environmentalists that a new national forest policy will be "scientifically sound, ecologically credible and legally responsible."

It will be, said Clinton, a balanced and comprehensive long-term policy sensitive to both humans and the environment.

Clinton told participants that, "A healthy economy and a healthy environment are not at odds with each other, they are essential to each other."

"Understand that if we destroy our old growth forest, we'll lose jobs in salmon fishing and tourism and, eventually, in the timber industry as well. We'll destroy recreational opportunities in hunting and fishing for all, and eventually make our communities less attractive," said Clinton.

Theresa Schilling, a Sierra Club representative, said Saturday she was pleased with the conference's outcome.

"Clinton advocated protecting our forest ecosystems, and he spoke in favor of helping rural economies through these painful times. I think both can be done," she said.

Dennison said he's optimistic that in developing new forest policies the Clinton administration will recognize the differences between California's \$2 billion-a-year timber industry and those in Oregon and Washington.

"Our forests are different," said Dennison about the state's redwood region, a forest ecosystem unique in the world.

"We also have more regulations on private timberlands than Oregon and Washington, and we're way ahead of them on doing certain wildlife studies."

The California timber industry's bid to help shape Clinton's new forestry policy an ally in Gov. Pete Wilson.



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Pete W. 1.

Wilson told Clinton during a Friday meeting that the state's industrial forest landowners already are adopting management strategies to minimize long-term risks to ecosystems.

Wilson said the new management plans provide a larger degree of certainty and stability, which encourages investment.

"I believe this concept is a model for the future, a vision that can be shared by all the affected interests," said Wilson in a letter hand-delivered to Clinton.

Lab Product: On-Specimen for 1993-1997



President Clinton makes a point during timber conference as Vice President Al Gore and Frank Tallero, a school superintendent from Yreka, listen.

N. Coast residents join Portland debate

By MIKE GENIELLA
 Staff Writer

PORTLAND, Ore. — Setting aside more old-growth forests for wildlife protection could be the "death knell" to the Northwest timber industry, an executive for California's biggest user of logs from federal lands told President Clinton on Friday.

Dan Tomascheski, vice president of Sierra Pacific Industries of Eureka and Redding, the state's largest timberland owner,

*a Clinton looking for consensus. A3
 a Compromise won't be easy. A8*

said it would be hard for timber companies to compromise on that issue.

"We need that timber," said Tomascheski. Sierra Pacific owns 1.1 million acres of commercial forest land, but almost one-third of the timber for the company's nine sawmills comes from federal lands.

Tomascheski was one of eight Northern Californians who participated in Friday's forum aimed at resolving a deadlock over how to manage Pacific Northwest forests.

Mendocino County timber activist Meca Wawona told Clinton and Vice President Al Gore it's time for the administration to reach a decision on controversial forestry issues.

Wawona said the timber crunch
See Debate, Page A8

Press Democrat
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Timber

Continued from Page A1
timber speaking.

Clinton later told reporters from 12 regional newspapers, including the Press Democrat, "I have the feeling everybody is ready. They want their government to take a concave stand."

In the type of town meeting that is becoming a hallmark of his presidency, Clinton listened intently to the loggers, environmentalists

and fishermen who have deeply divided visions of the fate of the region's centuries-old forests.

Clinton, flanked by Vice President Al Gore and four Cabinet members, heard anguished voices from all sides.

Participants agreed in their descriptions of timberlands as complex ecosystems with compelling needs of wildlife preservation and timber production, but how to define the balance was fiercely debated.

At issue is how the Northwest can slow a decade-long slide in mill employment and still sustain the forests, especially stands of old-growth timber.

"Scared" logger

"I'm here today because I'm scared," said Buzz Bader, a dirt-road logger from Redding. "I represent thousands and thousands of timber workers just like me: modern Pent Dumps who are hiding in the car while their wife buys groceries with food stamps."

But environmentalists said that with so little ancient forest left, there is no room for compromise.

"We have cut our way west from the Atlantic to the Pacific. We are in the camp of the Pacific Coast and the timber frontier is over," said Max Arthur, northwest regional director of the Sierra Club.

Environmentalists said they are concerned about the possibility of cutting that bit a peak in the 1990s.

Federal courts in 1991 banned logging in national forests — though not on private land — until the Forest Service and the Bureau of Land Management forge a plan to protect the ancient spotted owl.

Owls, salmon, trees

There are an estimated 3,000 breeding pairs of spotted owls in Washington, Oregon and Northern California. Scientists watch the health of the spotted owl as a barometer of the overall health of everything that lives in the forest.

Salmon fishermen also have poignant tales and drew a different lesson: Their way of life can only be sustained by reducing timber harvesting that degrades streams and threatens fish.

On several occasions, Clinton and Labor Secretary Robert Reich asked what type of jobs could be created to sustain the rural communities across the Northwest that have depended heavily on mill jobs. Some of the suggestions included developing tourism and re-starting wood or water-related private forest lands.

In reality, however, little that was presented was new. The war of words, court action and political maneuvering has been going on for years.

Williston wants resolutions

After the day-long session, Clinton met privately with several western governors, including California Gov. Pete Wilson.

Wilson called for modification of the federal Endangered Species Act, arguing that more balance of economic needs is essential. Wilson said greater public participation is needed in setting wildlife protection measures, and "equal access for all parties in the courts to challenge the listing of species."

Clinton, however, said he does not anticipate calling Congress to

revise timber management laws. "I want to be given the chance to see if we can make our current laws work," said Clinton.

Clinton cited as a possible model for future government forest policies recent federal cooperation with California regulators to protect the marbled murrelet, a tiny seabird that nests in old-growth coastal redwoods, while allowing some coastal development to proceed.

Clinton said that while the Northwest timber controversy may be a regional issue, its possible resolution could serve as a model for other environmental-related disputes.

Won't limit appeals

He said he would resist calls to narrow legal appeals of federal government management actions relating to environmental issues, but that he would also seek a way out of the legal wrangling.

"I don't want to deny anybody their legitimate day in court, but we can't be governed by lawsuits. We need final resolution in these kinds of problems," he said.

One also leveled questions from environmentalists about Clinton's environmental community over the administration's lack of focus on private timberland issues.

He said debate within California's environmental community over the administration's lack of focus on private timberland issues is "unfounded."

There are two different areas (thrusts) on federal lands we have much more activity than on private lands, said Gore.

Gore said he's optimistic about the Clinton administration's chances of bringing peace to the timber controversy.

"People are tired of fighting, and it will. They're ready to move on."

Press Democrat news service Oct. 1, 1993

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CLINTON PRESIDENT/GENERAL

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Clinton pledges timber action

LUMBER

By MINK GEMELLA

PORTLAND, Ore. — President Bill Clinton ended his Pacific Northwest forestry conference Friday by ordering his Cabinet to find ways out of a timber crisis on federal lands within 60 days.

"I expect them to come back with a unified position for the U.S. government," Clinton said in a meeting with reporters at his hotel after the night-hour conference.

While Clinton did not spell out details of a forestry compromise, he said during the day that if logging does not resume on national forests, the administration would work to provide other economic opportunities for displaced workers. And he promised the plan would protect the region's forest and river ecosystems.

Although sympathetic to the plight of loggers who have lost their jobs because of timber restrictions, Clinton also hinted that as era is passing for the timber industry.

"I cannot repeal the laws of change," Clinton said.

He noted that because of changing economic conditions, an 18-year-old entering today's work force can expect to change the kind of work he or she does several times in a lifetime. He cited as an analogy Southern California aerospace workers who are losing their jobs because of reductions in

See Timber, Page A8

Debate

LUMBER

Continued from Page A1

predicted years ago, and that it's not fair to continue taking timber from public lands to subsidize private companies that have overcut their own lands.

Wawase advocated an end to further logging of ancient forests on public and private lands and the creation of a restoration program for riparian commercial forests.

Representative of Tri-Valley County who has emerged as a leading spokeswoman for Northern California timber interests, had a different view.

"Let's work, we need jobs, and we need that pride," said Bailey.

Bailey said Clinton's attention to controversial timber issues "gives us new hope."

Clinton gave Bailey a special nod when he asked her to introduce daughter Fitzhugh, an 11-year-old who participated recently with Clinton in a televised town hall meeting.

Neil Bingham, a Port Angeles commercial fisherman and president of the Pacific Coast Federation of Fishermen, told Clinton and Gore that fishing families have as much concern about their livelihoods as timber families.

There are 65,000 fishing jobs at stake, said Bingham.

Bingham warned that if salmon fishermen aren't better protected from current logging practices, then the "spotted owl problem will pale compared to what will happen if the salmon is listed as an

endangered species."

"We need your help," Bingham said.

Margaret Rowell of the Hoopa Valley Indian tribe told the president his administration should look to Indian timberland owners for models of how to manage the forest.

"We've incorporated practices federal agencies are still arguing about. We've been very successful," said Rowell.

Frank Yallerloo, superintendent of schools in Shasta County, said a changing timber economy has had serious effects on the rural district.

As unemployment grows, about 25 percent of kids in the schools are now from families on some form of public assistance, Yallerloo said.

State and federal agencies, and we need it now if we're going to lose a whole generation of young people to poverty," he said.

Other Northern Californians on the agenda were Eureka labor leader Charles Oliver, small mill owner Eric Hornbeck and Paline Pace, a Klamath forest activist.



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INTERNATIONAL INDUSTRY/GENERAL

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April 3

MAR 31 1993

Mendocino organic farmer in spotlight

BY PAUL GENTILELLA
Press Democrat Staff

UNIAW — Mendocino County environmentalist Meta Wawona has spent 20 years involved in forestry issues and now she's got her chance to tell President Clinton about West Coast timber problems.

"I'm not really into America sound bites," said Wawona, who will be one of 50 participants in Clinton's round-table summit in Portland, Ore., on Friday.

Wawona's aversion to publicity is well-known locally, but she said Thursday she's willing to step into the presidential spotlight.

She intends to tell Clinton and his entourage, "As a nation, we've been mining our forest equity, and what we need now is to move toward managing forest lands at maximum biological capacity."

"That means letting biological requirements of any given forest determine the level of cut," Wawona said. "Because if all components of a forest are in a healthy state, then we can maintain inventory and biological diversity."

Wawona, 50, settled in Mendocino County in 1971, after a life as an "Army brat" in the United States, Germany and Italy. She attended the University of California, Santa Cruz.

She began farming part of a subdivided ranch in the hills west of Ukiah, and it became one of California's first certified organic farms, specializing mostly in garlic growing.

Wawona said living in Mendocino County's rugged backwoods exposed her to logging practices she found unacceptable.

She soon became involved in the early-1970s movement to have the state adopt forest-practice act.

In 1978, she co-founded New Growth Forestry, a business that specializes in forestry and salmon-habitat restoration for individual timberland owners. Wawona said her and her husband's proudest accomplishment is the 12-year restoration of a stream spawning stream that traverses their property.

She served on a timber supply task force for the state Board of Forestry. And she worked for nearly three years on the Mendocino County Forest Advisory Committee, a panel that recommended local logging regulations only to see them voted down 3-2 last year by the county Board of Supervisors.

Wawona said she's feeling "pretty cynical" about the ability of governmental regulators to avoid political pressure.

"I've been there. I've seen governmental policy-makers and regulators become aware of the problem, but they still let industry demands dictate the levels of cut and nothing is going to change until that's stopped."

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Vice President Al Gore and President Clinton during lighter moment at timber conference in Portland, Ore.

Health Reform Plan to Allow Choice of Doctor

■ **Benefits:** Key Clinton adviser says preventive care also will be a major part of the insurance package.

By ROBERT A. ROSENBLATT
TIMES STAFF WRITER

WASHINGTON — President Clinton's health reform plan will allow Americans the freedom to "follow their own doctors" into new provider networks, and its basic benefits package will include preventive services rarely covered by current insurance programs, the Administration's chief health care adviser told Friday.

"There should be a choice of physicians—you shouldn't herd people into one plan or another," Mr. Magaliner, who is directing the Administration's \$50 member health care task force, told a gathering of consumer groups.

Addressing an issue that many observers consider critical to the success of the reform effort, he emphasized the President's desire to allow people to "be able to choose their own doctor."

The Administration appears eager to assure consumers who now have relatively good health insurance coverage that they can continue their current relationships with their family doctors or specialists.

In an extensive two-hour question-and-answer session, Magaliner provided other significant new details on the health reform package that the Administration will unveil next month, among them:

—The government would create special incentives to get doctors and nurses to work in poor city neighborhoods and in rural areas, to "make it attractive to go there and stay there."

—Antitrust laws would be eased to allow local groups of doctors and hospitals to join together in the creation of health-care networks.

—The popular Medicare program would be largely untouched by the reform package, other than the addition of some new benefits

that will be part of the universal package. The Administration is very "inflexible of not wanting to break something most elderly people feel is working pretty well," Magaliner said.

The Administration's package will have a basic set of health benefits guaranteed for all Americans. The coverage will be universal and portable, following each American, regardless of health status or employment, Magaliner said.

Care will be delivered under a "managed competition system," with residents of a geographic area choosing among several health plans.

Please see HEALTH, A10

A Year Later, Peru's Leader Defends Coup

By WILLIAM E. LONG
TIMES STAFF WRITER

LEMA, Peru—President Alberto Fujimori isn't exactly lauding his "self-coup" as an example for other countries to follow. But he does argue that Russian President Boris Yeltsin, for one, could deal better with his nation's problems if he would shut down the Russian Congress.

"I don't have the slightest doubt," Fujimori said in an interview, "Boris Yeltsin himself" has said so, and the big setbacks he has had in applying his structural reform also previously from the effort he must devote to his relations with that Congress."

It has been a year since Fujimori closed the Peruvian Congress in a

Please see PERU, A12

Clinton Calls on Cabinet to Craft Forest-Jobs Plan

By PAUL RICHTER
TIMES STAFF WRITER

PORTLAND, Ore.—President Clinton, presiding over a one-day timber "summit" here Friday, said he had given his Cabinet 60 days to develop a plan to end the warfare between timber and environmental interests over logging in the Northwest's ancient forests.

"You want us to try to break the paralysis that presently controls the situation," Clinton told advocates on both sides of the issue after a round-table hearing on the nation's most visible environmental problem. "Even when you were disagreeing, every one of you was a voice for change."

The meeting, held at the Portland Convention Center with Vice President Al Gore and five Clinton Cabinet members in attendance, was intended to provide Clinton with a firsthand view of the impasse that has developed since the courts halted timber sales from federal lands to protect the northwestern spotted owl.

Environmentalists say that halt must remain in force to save dozens of species in the 8 million acres of ancient forests that remain. Logging interests and labor say the region could lose 30,000 jobs if the sales are not soon resumed.

But Clinton insisted that the region "can move beyond confrontation to build a consensus on a balanced policy. This is not about choosing between jobs and the environment, but about recognizing the importance of both."

The President said he was directing his Cabinet to develop a "balanced and comprehensive long-term policy" that would follow a series of guidelines, and satisfy the needs to protect the forests and provide jobs for the timber communities that have been strained by a shrinking industry.

The issue has shaped up as the first important test of Clinton's

Please see TIMES, A16

INSIDE TODAY'S TIMES

RUSSIA WINS OBTAIN RELIEF

On the eve of the Vancouver summit, Russia won at least \$15 billion in debt relief from Western nations worried about Boris Yeltsin's political survival. AS

SALVADOR TO OUST OFFICERS

President Alfredo Cristiani has reluctantly accepted U.N. demands to remove 15 of his Salva-



Bombings Leave Fears, Suspensions

and Muslim family are tied to deadly biggest wider conspiracy was at work.

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ability to satisfy environmentalists while at the same time living up to his vow to make jobs his highest priority.

In laying out guidelines for the plan, Clinton said the Administration "must never forget the human and economic dimensions of the problem," while allowing timber sales where the forest can be protected. But the Administration should "do our best to offer new economic opportunities" where logging cannot be allowed for fear of denuding the forest.

Using language that would please environmentalists, Clinton said the government's effort must be "scientifically sound, economically creative and legally responsible." He said the policy should aim to produce a "predictable and sustainable level of timber sales."

Clinton announced his plans after the hearing that focused largely on the need for jobs and the distress of communities hard-hit by the timber-sale ban. But advocates on both sides said Clinton's guidelines seemed to be evenly balanced, and described themselves as pleased with the initial results.

Kerli Sheldon, president of the Wilderness Society, said the tenor of the meeting had concerned her, not that Clinton's closing statement left her "optimistic."

Mark E. Roy, executive director of the American Forest & Paper Assn., the leading trade group, predicted that the President's initiative would open the way to some logging in the old forests. "That's the news here," he said.

Clinton's announcement will begin a period of intense behind-the-scenes lobbying by both sides and presumably by members of the Northwest's congressional delegation.

For the last word on the summit, Clinton later met with a handful of West Coast newspaper reporters and said he preferred that he be given a chance to make America's environmental laws work, before proposing new legislation. But he acknowledged, "this will be the toughest test to see if you can make the laws work."

In the end, Clinton said a successful resolution would be felt across the land. "We are our selves here, it might be a model for a lot of other tough environmental issues that are coming right up."

In the eight-hour hearing, a succession of about 50 speakers told emotional stories about jobless workers and their distressed land.

Archbishop Thomas Murphy of Seattle told of a man who came to him lamenting that he had spent a lifetime in logging, lost his job and ended up sleeping in his pickup truck on the shoulder of the road.

"The loss of that man and those like him is evident in the empty storefronts . . . and downhewn young men" of the Northwest, Murphy said. He said the strains of the crisis were being felt in drug and alcohol abuse throughout the region.



President Clinton questions a pa

Frank Tallman, superintendent of schools in Shasta County, Calif., told how the impact of logging cutbacks had led to social upheaval, including increased juvenile delinquency, and a surge in welfare and unemployment applications. And, when fathers leave the community to look for work elsewhere, "we are de facto creating single-parent families," Tallman said.

Nadine Bailey, a longtime spokeswoman for loggers from Hayfork, Calif., said her county has seen its unemployment rate rise to 23% recently, while the share of schoolchildren eligible for free lunches has risen to 60%. "There's not much more for us to give," said Bailey, whose family has been in the business for three generations.

Another witness told of "modern Paul Bunyans who are hiding in the car when the wife buys groceries with food stamps."

Clinton, who promised to call the summit during a campaign swing through the Northwest last year, stressed his personal sympathy for the jobless and their families.

He described how his home state of Arkansas was twice torn this century by agricultural recessions that drove many into deep poverty or out of the state.

"I can't repeal the laws of change," Clinton said, using a favorite phrase. But, "some of us have a feel for what that must be like in these small towns, and we'll do what we can."

Environmentalists spoke of their sorrow at signs that the animal species were disappearing with the forests.

Diana Drepper, a lawyer and Audubon Society activist, said that



Aspen Press, Denver
questions a panelist at Northwest timber conference. At left is Vice President Al Gore.

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the disappearance of some animal
species was like the auto engine
lights that signal impending break-
down. They are "the equivalent of
all the lights coming on at once,"
she said.

The conference also allowed en-
vironmentalists to make an impor-
tant point: That deterioration of
the forest habitats and watersheds
reduce salmon harvests, thus hurt-
ing working-class fishing families
who are very much like those of
the loggers.

Nat Bingham, a commercial fish-
erman, warned that the declining
forests were damaging spawning
areas so badly that several species
of fish could become endangered.
And the impact of that, he said,
would make the two-year battle
over the spotted owl "pale in
comparison."

Bingham, responding to ques-
tions from Gore, estimated that the
commercial fishing industry pro-
duces 66,000 jobs, directly and
indirectly, in Washington, Oregon
and California.

Speakers thanked Clinton for
focusing national attention on their
difficulties. "We enthusiastically
embrace your promise to end the
gridlock," said Michael Draper, ex-
ecutive secretary of the Western
Council of Industrial Workers,
which represents many of the af-
fected workers.

The session allowed Clinton to
play a role he enjoys, of directing a
detailed policy discussion, in some
ways recalling the "economic sum-
mit" he held in Little Rock, Ark.,
before his inauguration.

He hinted in an interview with
the Portland Oregonian that he
believed the best approach might
be to reach an agreement on eco-

nomic and environmental goals,
and then to derive specific solu-
tions.

Environmentalists argued
against any solution that meant the
resumption of logging in the old
timberlands.

Adding to the environmentalists'
worries was the Administration's
temporary retreat this week on
plans to increase fees for mining
and grazing on federal land.
"What started out as a love affair
now quite frankly feels more like
date rape," said Jay Hale of the
National Wildlife Federation.

Environmentalists instead urged
the Administration to help cre-
ate jobs by banning log exports,
which would increase business for
U.S. lumber mills. Currently, one
out of four logs is shipped to
overseas mills. And they advocate
that the government step up aid to
stricken communities, and find
other ways to develop the towns'
economies.

The conference took place in a
carnival atmosphere that had been
building in Portland for days.

The city has been the site of a
continuing series of vigils, rallies,
news conferences and other media
events. About 60,000 showed up for
a Thursday concert sponsored by
environmentalists that featured
'80s-era rock performers Carole
King, David Crosby, Kenny Log-
gins and Neil Young.

On Friday, the other side took its
turn with a daylong gathering at
the camp park by the Willamette
River, sponsored by the timber
industry.

Times staff writer John Salzer con-
tributed to this story.

LA Times
April 3

Crop or Monument?

Therein Lies the Rub

■ **Summit:** Is a tree a commodity or nature's wonder? Promise of forest dispute settlement stirs hope, unease.

By JOHN BALZAR
Times Staff Writer

PORTLAND, Ore.—Some of the giant trees took 300 years to mature. The giant trees about their future has been banking for a decade. And now the promise of a "settlement" by presidential decree has the Pacific Northwest holding on with white knuckles.

Progress. Hope. Solution. Healing. Those were the words of President Clinton's forest conference.

But there was a sharper edge to the moment. The loggers and environmentalists and salmon fishermen and mill operators have spent too long conducting their fight. Their differences are cultural.

And it takes no expert to understand the difficulty of spinning a Divisio between a culture that believes a tree is a simple crop to be harvested and a culture that regards the tree as nature's monument to be preserved.

To many of the combatants, Friday's long day around a polished wood table at the Portland Convention Center was like a celebrated custody trial. With hundreds of reporters and cameras watching every move, the case was pleaded—for jobs, timber, wilderness, salmon, ancient forests and

appealing to salmon fishermen with the argument that logging is destroying spawning streams.

Billboards, radio advertisements and practically everything else that could carry a message.

"To kill and all 90% of ancient forest is out. Save what's left," said one theater marquee in downtown Portland.

Hundreds of logging-related companies from Northern California, Oregon and Washington state closed for the conference. Their workers traveled by bus caravan for a daylong rally in a cool but steady Northwest drizzle.

"People are scared. . . . It can't get much worse. . . . I'm worried my parents won't have a job," said Elizabeth Bailey, one of the improbable celebrities of the summit.

In T-shirt and tennis shoes, the well-mannered and convincing 11-year-old from Hayfork, Calif., told everyone who would listen of the downward spiral of her logging family and neighbors. She came to Clinton's eye as a result of a letter she wrote on the subject and continued the charm, telling television interviewers. "Thank you, Mr. President, thank you for coming."

Portland police estimated that 50,000 people attended a free rock concert Thursday night to support preservation of the remaining old-growth timber. The concert, too, was held in the rain.

"Nice weather for trees," said singer Neil Young.

"In between the music, when it's very quiet you can hear the earth crying," said Don McLean, originator of Earth Day. "We're shredding her forests at the rate of two acres a second, and it's got to stop."

Even people in the middle could not help but be emotional. During one conference panel, Northwest lumberyard owner Ken Merzon testified the recent sharp rise in wood prices as proof of the need for more logging. But then he added, "I'd be the first one out there to complain if they destroyed the view out my window."

"It's probably inevitable that conflict as deep as this one lead to overstatement, by people and misstatement."

Among the wilderness claims was from environmentalists who said that continued logging would wipe out all of the remaining old growth trees in the Northwest. In fact, about half of the remaining virgin forests in the region, some 3 million acres, already were protected as national parks and wilderness areas.

On the other side was the claim that logging has come to a halt in the Northwest because of environmental lawsuits and a spate of over court injunction by U.S. District Court Judge William L. Dwyer. Actually, Dwyer ordered a halt to new federal timber "sales" in owl habitat, but cutting has continued on public lands from sales approved during previous years.

Logging also continues on the richly forested private lands of the region.

For the last word on the Clinton later met with a West Coast newspaper and said he preferred to give a chance to make an environmental law with proposing new legislation acknowledged. "This will toughest test to see if you can the laws work."

In the end, Clinton said certain resolution would across the land. "If we can talk here, it might be a m. . . . a lot of other tough e mental issues that are coming up."

In the eight-hour hearing session of about 50 speakers emotional stories about workers and their distresses lies.

Archbishop Thomas M. Moore told of a man who c him inventing that he had a lifetime in logging, for his f ended up sleeping in his truck on the shoulder of the r.

"The loss of that man and like him is evident in the storefronts . . . and down storekeepers" of the North Murphy said. He said the str the crisis were being felt i drug and alcohol abuse thro the region.

JOBS: Na

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economic stimulus plan, wh encountering stiff resistance Senate Republicans.

He cited the recent decline consumer confidence and "co ung mass layoffs" as reasons Congress should quickly pass initiative.

Appearing before a congress at hearing, William G. Barr, deputy commissioner of labor tion, noted that there have "slow but steady declines in employment" between June, v the rate peaked at 7.7%, and l ruary, when it initially hit 7%.

Still, Barr noted that job less remains well above pre ceasion levels that fluctuated tween 8% and 6.4%.

The generally downturn se nics contributed to a glo city on Wall Street, where the l Jones Industrial average fell 6 points, to 3,370.87.

Lately, the basic trend in U.S. economy has been an up in the output of goods and serv without an accompanying boom new jobs. Many companies h relied on overtime to avoid hir new employees. Even tho overtime hours declined in Mar they stayed at a high level.

Other employers have filed their ranks with temporary wo men, who often receive no he insurance or other benefits. T temporary help industry has c counted for a quarter of the e playment gains since January.

The number of discourag workers—Americans who ha given up seeking jobs and are longer counted among the offici ly unemployed—remained at 1 million in the first three months the year. "The same level that h revealed since the third quarter 1991," Barron said.

About 8.2 million American worried part time last month b cause they could not find full-ti jobs. Administration policy mak

couldn't place any significance in that (three months of job gains)," Swezey said.

edged down by 5,000 to 13,694,000 from 13,699,000 the previous month.

would only mean more war. But he did not reject it outright. NATO Secretary General

experts to eastern Bosnia to check reports of atrocities allegedly committed during recent fighting.



off. Premium brands have the biggest profit margins, 56 cents per pack for Marlboro compared with 5 cents or 6 for most discount brands, it said.

ing to spend less on more is a trend limited to smokers. Members of all products have formed the retail industry in years. New-style manufacturers and retailers are prospering by combining low prices with sales volume.

ip Morris termed Friday's a "special promotion" rather than a price reduction. The company said it would issue discount cards, send special offers by the mail, give out free samples and in some instances, cut wholesale prices.

test of the price cut in Portland, the company gained 4 percent in market share, officials

Continued from page A:
for him and his policy officials to listen first-hand to all interests in the forest - from northern California to the Canadian border.

"I'll never forget what I learned today - the stories, the pictures, the passions," Clinton said at the close of the timber summit at the Oregon Convention Center here.

"Too many people are being hurt, and too many resources are being threatened, and we are going to do our best to turn this away from the politics of just trying to avoid tough decisions," Clinton said at the summit's close.

"I intend to direct the Cabinet and the entire administration to begin work immediately to craft a balanced, comprehensive and long-term policy."

He said he would direct the Cabinet to develop a plan within 60 days.

He said the solution must not forget "the human element," that it must provide industry a "predictable and sustainable" supply of logs off federal land in a way that doesn't jeopardize the long-term health of forests, wildlife and streams.

"Where sound management policies can preserve the health of forest lands, sales should go forward," Clinton said. "Where this requirement can't be met, we should do our best to offer new economic opportunities for year-round, high-wage, high-skills jobs."

Though Californians were at the table, the discussion did not include the displacement of timber workers or environmental assaults in the Sierra Nevada.

But in a meeting with Clinton after the conference, Gov. Pete Wilson asked the president to "keep California involved to craft resolutions."

The president said Wilson also called for changes in the controversial Endangered Species Act that would take into account economic as well as scientific issues. Court injunctions under the federal law have tied up thousands of acres of old-growth forests in Northern California, Oregon and

Washington where the northern spotted owl lives.

During a meeting Friday night with reporters from 10 newspapers, including The Bee, Clinton said, "I'd like to give the law a chance to work." He acknowledged, however, that the spotted owl controversy "will be the toughest test of whether we can make the law work."

Clinton also praised cooperation between developers and environmentalists in Southern California to resolve a recent controversy over a threatened bird called the gnatcatcher.

In an effort to ward off legal battles, developers agreed to a concept of preserving entire habitats that may contain several vulnerable species like the gnatcatcher, rather than relying on species-by-species listings under the Endangered Species Act.

Earlier Friday, those invited to the oblong conference table were not the captains of the timber industry nor the heavyweights of the environmental movement. They were mostly people who live, work or study in the forests.

In addition to forestry experts and environmentalists, Northern California panelists included Bailey of Hayfork; Nat Bingham, a fisherman from Fort Bragg, Mendocino County, who believes abusive logging has devastated salmon runs; and Buzz Eades, a sixth-generation logger.

Clinton singled out in the ring-side seats Bailey's 11-year-old daughter, Elizabeth who wrote about the plight of Hayfork in *Logger's World* magazine. Her story won her a spot on Clinton's televised discussion with children from around the nation in February.

Sawmill owners implored Clinton to reopen the vast swatches of forests that have been put off limits to loggers by court injunctions and other actions to preserve the "old-growth" stands inhabited by the northern spotted owl, a federally protected species.

The restrictions have led to a 95 percent drop in federal timber sales in the Gifford Pinchot National Forest of Washington, one

logging company president said.

Members of logging communities said they can handle the market-related boom and bust of the business, but that court-imposed cutbacks in the supply of available timber are killing their towns.

Frank Tallierico, Siskiyou County superintendent of schools, said the timber shortage has caused millworkers and loggers to travel hundreds of miles away from their families to find work.

"We are de facto creating single-parent families," Tallierico said.

Eades of Redding said he is scared for the future of his family, and the families of fellow loggers.

"I represent thousands and thousands of timber workers just like me, ... modern Paul Bunyons who are hiding in the can while their wife buys groceries with food stamps."

But environmentalists argued the timber industry created the crisis by over-cutting on private land and relying on the national forests to make up the difference.

"It's not an accident that this conference is taking place on the edge of the Pacific Ocean," said Bill Arthur, director of the Sierra Club's northwest office in Seattle. "We have cut our way west from the Atlantic to the Pacific."

"It took a couple of generations to eliminate 90 percent of the once-vast native forests that we had. We're at the edge of the Pacific Ocean, and the timber frontier is over. We have to learn to protect and work with and revive what we have."

Les Blumenthal and Sandra Doughton of the Bee Washington Bureau contributed to this report.

SETTING IT STRAIGHT

The concert by the California State University, Sacramento, Choir, originally planned for tonight, will not take place. The event was included in the calendar listings in Friday's Ticket section and in the Events listings in today's pre-printed Scene section.

ONE HJ THIRD CONGRESS

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U. S. House of Representatives Committee on

Merchant Marine and Fisheries

Room 1334, Longworth House Office Building
 Washington, DC 20515-6230

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MEMORANDUM

TO: Katie McGinty
 Tom Collier
 Jim Pipkin
 Jim Lyons
 Tom Tuchmann

FR: Will Stelle *Will Stelle*
 House Committee on Merchant Marine and Fisheries

RE: ESA Reauthorization and Resolution of the Timber/Owl
 Controversy

DATE: April 6, 1993

Two points occur to me which I believe deserve mention as you fashion your approach to the northwest forestry issue and the June 1st deadline.

1. First, the manner in which the new land management program for the northwest forests is woven into existing requirements will have major implications for the overall acceptability of that program.

For example, what ought to be the relationship of the new program to the forest planning or viability requirements of the NFMA, or to the prohibitions on jeopardy or takings in the ESA? Or, what is the best way to modify existing procedural requirements so that a defensible timber program can be promptly implemented?

Based upon our prior experience with this subject, I believe that these issues may parallel in importance the more obvious ones relating to the size of the cut, the acres protected or jobs gained or lost. I would encourage great care and caution in approaching these issues because they can become very volatile.

2. Second, many of the issues that arise in the context of this new land management program will be at the heart of the reauthorization of the Endangered Species Act. For instance:

- a. What should we do with critical habitat?
- b. What should we do with the taking prohibition on private lands?
- c. How should we fairly apportion the conservation obligations of the program among Federal, state and private parties?
- d. What are species, subspecies, and distinct populations, and how ought our conservation efforts be targeted?
- e. How should we address multiple species issues?
- f. If we do address multiple species within a broader conservation program, how does that program affect the individual species-by-species elements of the ESA, if at all?
- g. How should we address broader ecosystems, and what ought to be the relationship of that broader ecosystem approach to the individual components of the ESA?
- h. What kind of certainty ought to govern the decisionmaking process, and at what point does new information warrant reopening past decisions?

How we answer these types of issues in the old growth context will set a very clear precedent for the ESA reauthorization. There is great risk and great opportunity in this, and I would encourage you to pay close attention to these broader implications as you proceed in the coming weeks.

cc. Stephanie Solien

Katie

Attached is my attempt to briefly summarize the different perspectives of Lyons and Collier.

As of now (6:30), I have gotten something from Jim on the process (attached). It does not address the substance of the product. He is not available.

Collier is working on a memo, but it is not here yet.

cotton

I added the agenda in an attempt to focus on substance before we bog down on process.

* Analysis of suggestions - ~~the~~
inclined to Collier or Lyons?

Lyons - would implication be
lifted in August?? When would
you produce an EIS?? or wouldn't
you??

Collier at least would meet NEPA.
sufficiency would be for

* Collier - Lyons is necessary to BLM
Antiques?

* must have old growth??

? = when would
Lyons
rel/defrost
request plus
? = when would
Antiques become
available?

OPTIONS FOR PRODUCTS FROM
FOREST CONFERENCE

OPTION 1

(TC proposal)

- A. Regional forest management plan for Federal lands in northern spotted owl range (west side of Cascades). Regional plan would function as guidance for National Forest and Bureau of Land Management lands while they prepared or amended specific land use plans.
- B. EIS on that plan. Draft distributed at time of announcement. Congressional deliberations concurrent with public comment period. FEIS after comments and Congressional action.
- C. Seek legislative protection from litigation via "sufficiency" for 18 - 24 months. Congress should be presented the Administration proposal. *While FS & BLM plans are amended*
- D. Old growth reserves created administratively via the Antiquities Act.

OPTION 2

(JL proposal)

- A. Regional forest management program for Federal lands in northern spotted owl range (west side of Cascades). Regional program would guide National Forest and Bureau of Land Management ~~land management~~ while they prepared or amended specific land use plans.
- B. No EIS on program at announcement. NEPA addressed legislatively, or through EIS prepared post final decision.
- C. Seek legislative protection from litigation via "sufficiency" language for 3 -5 years.
- D. Administration and Congress should develop legislation based on proposal during June.
- E. Old growth reserves created legislatively with 10 year review.

A. through E. all had agreed to EIS.

AGENDA

FOREST CONFERENCE FOLLOW-UP

APRIL 8

1. Products resulting from Forest Conference
 - Products
 - Scope
 - Content
2. Strategic process prior to announcement
 - Consultations with Governors
 - Consultations with Congress
 - Press
 - Secretarial visits to Region
3. Strategic process post announcement
 - Public hearings
 - Consultation with Congress



United States Department of the Interior

OFFICE OF THE SECRETARY
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TIME: _____

FROM:

TOM COLLIER, CHIEF OF STAFF

NO. OF PAGES:

7

FOREST MANAGEMENT STRATEGY - OPTION

I. Politics

To be successful, strategy must accomplish

A. the following major requirements:

- For industry and labor: Timber sales should move forward this fall or early FY 1994;
- For environmentalists: Permanent old growth forest reserves should be designated and remaining forest lands should be managed to protect their ecological components;
- For fish proponents: Fisheries habitat must be restored and maintained;
- For communities: Payments to states in lieu of taxes must be maintained or a transition tied to forest management must be forwarded;

B. and other political requirements:

- comply with substantive requirements of all environmental and planning statutes;
- be a joint plan (must show agencies can work together);
- must begin process of compliance with statutes' procedural requirements.

II. Plan Strategy Outline

A. Develop common management plan as an EIS -- June 1.

- Include watershed management prescriptions;
- Promote and define ecosystem management that includes management of old growth reserves, watershed management areas, and remaining forest lands;
- Promote "new forestry" techniques to provide for highest harvest levels that comply with statutes;
- Present at least 3 options whereby there would be a high, medium-high, and medium probability of success in achieving the viability of late successional/old growth related species;

- Complete peer review;
- Deliver draft to policy team by May 20.

B. Put EIS into public comment period -- June 1-July 15.

- This would allow us to design a strategy for Judge Dwyer that should be acceptable;
- This will show good faith to environmentalists that we are complying with existing statutory process;
- This should serve as a lightning rod for inevitable criticism -- channeling it into the public involvement process required by the EIS process.

C. Propose "Interim Management" legislation -- allowing preferred EIS option to go into effect immediately for 18 months.

- Congress would need to declare that preferred option is in compliance with all substantive requirements of all relevant statutes and allow sales to proceed immediately;
- The legislation would require land management agencies compliance during the 18 months with procedural requirements of all relevant statute;
- Judicial review would be allowed with respect to whether sales are in compliance with plan but not as to whether plan is in compliance with statutes;
- At the end of 18 to 24 months, the plan would have to have meet all procedural statutory requirements and stand on its own administrative feet;
- This is substantially different from "sufficiency language" proposed previously;
 - Insulated plans will be in compliance with the substantive provisions of existing environmental laws whereas sufficiency language was used in the past to get around such laws;
 - Sufficiency language is not being used to increase timber sales beyond what is allowed by substantive statutes;
 - Sufficiency language traditionally addressed individual agency actions -- such as timber

*with
Angela May?*

sales -- but not the planning process as a whole;

- This approach is based upon an existing plan which Congress will have determined to be in compliance with the substantive environmental statutes and which already has been placed into the EIS review and comment process;
- See quid pro quo -- below.

D. The President would promise to designate by Executive Order Permanent Old Growth Reserves on the same day he signs the "Interim Management" legislation (These old growth reserves could also be permanently designated through legislation if need be.)

- Old growth reserves -- National Monuments -- can be declared permanent pursuant to the Antiquities Act;
- This would be the quid pro quo for environmentalists' support of "interim management" legislation;
- Ideally, this would also be coordinated with the announcement of the worker and community assistance package;

E. Importance of Hill and interest group buy-in.

- We should start soon to communicate to the Hill and interest groups the options we are thinking about -- with this being an option;
- We should be willing to aggressively argue that this optional strategy has the advantage of avoiding a Hill battle over the details of how the forest should be managed -- instead, as the statutes suggest, Congress would defer to the new administration's expertise;
- We should conduct regular briefings of the Hill staff on exactly what the management team is up to. These should be detailed and very open. Let's get buy-in and suggestions here;
- We need environmentalists to buy-in on the permanent old growth designation coupled with multi-species approach toward management of remaining forest lands in exchange for no objection to "interim management" legislation.

III. Advantages and Disadvantages of this EIS Approach

A. Advantages

- The plan in a form of an EIS could help reduce procedural hoops to be jumped;
- The Administration will have greater leadership role and control of the process through a plan that they are responsible for implementing;
- Simply legislating the preferred option of an EIS while allowing the agencies to implement the plan could lower the possibility of long, drawn out, negotiations over legislative language;
- Old-growth reserves could be easily included in the legislation if need be;
- An interim approach buys the agencies time to meet the environmental laws' procedural requirements while providing some certainty to the industry and labor.

B. Disadvantages

- Congress may insist on legislating a management plan because so much time and effort has been devoted to this process;
- "Interim implementation" -- taking any form -- is one principal that the environmental community has traditionally refused to compromise on.

IV. Maintaining Options

Regardless of the decision, it will be important to assure that as many options for moving a solution forward are kept open. This is important in terms of allowing the administration to move in substantively different directions and from a public perception standpoint in that people continue to understand that the President is open to new ideas.

This proposal allows the administration to move either administratively or congressionally and either quickly or at a more deliberative pace.

APR 07 '93 02:50PM

P.2

TALKING POINTS:
INSTRUCTIONS TO FOREST MANAGEMENT GROUP

Overall Objective: The preparation by June 1 of a coordinated conservation and forest management plan for the federal lands in the Pacific Northwest and northern California within the current range of the northern spotted owl. The plan would be in the form of (or it would be accompanied by) a programmatic environmental impact statement. The Departments of Interior and Agriculture are taking the lead in the development of the plan, with assistance from the Department of Commerce and the Environmental Protection Agency.

The plan should be based on the best technical and scientific information currently available, and it should meet all ^{The substantial} requirements of applicable laws and regulations (including ESA). Subject to that constraint, it should also seek to attain the greatest economic and social contributions, including timber production.

Options: It should provide an array of reasonable alternative paths toward meeting those goals and should display the costs and benefits of each option.

Ecosystem management: In meeting the environmental requirements of the law, the plan should embody an ecosystem approach and should not be limited to any one species. Specifically, it should assure habitat conditions that will provide for the viability of:

- the northern spotted owl,
- marbled murrelet,
- anadromous fish species and other fish species of stocks listed under the ESA or considered "sensitive" or "at risk", and
- other species known to be associated with old-growth forest conditions.

As a matter of policy, and to achieve similar treatment of all federal lands here involved, we have decided that the same "viability" standard that is applied to Forest Service land will also be applied to land managed by BLM.

In addition, the plan should assure the maintenance or creation of a connected or interactive old-growth forest ecosystem on federal land.

The plan should include options for meeting these objectives that would have varying probabilities for achieving success -- from medium to very high.

APR 07 '93 02:51PM

P.3

Effect on non-federal lands. The plan should minimize the impact on non-federal lands within the region, but it should identify any non-federal contributions considered necessary to accomplish the identified objectives.

Old growth reserves. Identify and assess the benefits and costs of possible additional reserves that are especially sensitive for scientific, recreational, or cultural values (in addition to those that are required for biologically-driven requirements of law).

Costs and benefits. Cost and benefit analyses should include: timber harvest implications, effect on public uses (scenic quality, recreation, subsistence, tourism); effect on environmental and ecological values; effect on jobs (timber, fish habitat protection, investment, restoration); and economic and social effects on counties and local communities.

Adaptive management. The plan should address a program of adaptive management, including identification of inventory, research and monitoring requirements. Silvicultural manipulation of forest stands should be examined, judged in an ecosystem context.

White House keeping secrets about forest task force

By Carol Bradley
Gannett News Service

WASHINGTON — Suddenly, it's the biggest mystery confounding the Pacific Northwest since "Twin Peaks" fans wondered who killed Laura Palmer.

What, exactly, are these inter-agency task forces charged with drafting a solution to the ancient forest dilemma?

And who is Kathleen McGinty, the coordinator behind it all?

Last week, the Clinton administration staged a nationally televised Forest Conference where 50 environmentalists, timber industry representatives and workers were able to tell the president their worries and hopes about old-growth forests.

Now comes the hard part, and the White House is divulging few details.

Nobody's talking about the three task forces that are supposed to be hammering out proposals addressing old-growth logging, aid to communities hard hit by plummeting harvest levels, and long-term forest policy.

Outside political circles, the woman overseeing the project — Office of Environmental Policy chief McGinty — is about as visible as a participant in the Federal Witness Protection Program.

A few names have managed to leak out. Jack Ward Thomas, the U.S. Forest Service's chief research biologist, project leader for range and wildlife habitat

research, and a key player in previous old-growth studies, is said to be leading the science-minded task force. He's set up shop in Portland, Ore., for the duration of the two-month project.

"I don't think there's any (deliberate) secrecy or any ulterior motives" in the administration's tight-lipped stance, Thomas said. "I think it's just a matter of getting things organized." For the moment, he said, he's compiling technical background information.

Charles Meslow, director of the Fish and Wildlife Service's Cooperative Research Unit in Corvallis, Ore., and professor of wildlife ecology at Oregon State University, also is said to be a task force appointee, as is Jim

Sedell, a Forest Service fishery biologist. Both participated in the Forest Conference. Neither could be reached for immediate comment.

For the moment, spokesmen for Vice President Al Gore aren't telling the public anything. They're accepting faxed requests for interviews with McGinty. So far she hasn't granted any.

About McGinty, this much is known: A Columbia Law School graduate, she's served as Gore's environmental adviser since 1990 and was the Senate's top staff adviser at last year's U.N. Conference on Environment and Development in Brazil. She also was an official member of the U.S. delegation to the Antarctica Environmental Protocol

Treaty negotiations.

At 29, she makes even yuppie seem ancient.

But despite her relative inexperience on the old-growth issue, lawmakers and lobbyist praise McGinty's ability to grasp salient points quickly.

"She's very impressive," Rep. Mike Kopetski, D-Ore., said. "The delegation members had a bit of skepticism because she's new to the issue and rather young, (but) she's really picked up on the issues quickly."

"I think she's got a learning curve, but everyone who comes to this issue has a learning curve," said Fran Hunt, the National Wildlife Federation's forestry specialist. "I think she's gone up that curve very rapidly."

The Idaho Statesman Sunday April 11, 1993

er, the VA paid \$44,930 to move the woman back to the Richmond VA medical center where she had worked.

Doesn't compute

The Department of Education was losing about \$800,000 a day

in only one eye), said the Department of Transportation's inspector general.

Job bank

Businesses in Seattle that said



caught stealing from public housing projects are their own

general reported. Doing so, however, triggered a HUD incentive program that awards contractors for finishing projects for less than the agency's original estimated costs. The result: The contractor received \$255,913 in federal bonuses.

No problem

Federal grants designed specifically to eliminate drug problems have been given to public housing projects with few or no drug-related crimes, said the Housing and Urban Development Department's inspector



Sunrise, Mt. McKinley

Ansel Adams

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MEMORANDUM

March 9, 1993

TO: Katie McGinty, David Cottingham

FROM: Kevin Kirchner

RE: Regional Guides, Forest Plans, and New Attempts to Get Sufficiency Language from the Forest Summit

As you know, the timber industry and some of their supporters in the Northwest Congressional delegation have repeatedly sought to legislate sufficiency language -- which suspends NEPA, NFMA, ESA, and other environmental laws -- in connection with ancient forest issues. The infamous Section 318 of the FY 1990 Interior Appropriations Act was the last time they were successful in enacting such language, though they have tried again every year since both in authorizing and appropriations bills.

Many of these same players have launched an aggressive public relations and lobbying campaign to include sufficiency language or other limits on judicial review in any proposals that come out of the Forest Summit. Apparently, they have also convinced some folks in the new Administration who have never dealt with this issue that it is legally impossible to resolve the ancient forest controversy without sufficiency language. In particular, several people on the Hill and in the new Administration have been told, erroneously, that whatever forest protection measures come out of the Summit will have to be legislated by Congress for some "interim" period, coupled with sufficiency language, in order to implement the summit proposal immediately and get a "short-term" timber supply to the market.

The purported reason for tacking sufficiency language onto an interim proposal, which is wholly inaccurate, is that it would take 12-18 months to amend the individual Forest Service and BLM plans in the region in order to incorporate the solution developed through the summit process. It is argued that NEPA, NFMA, and FLPMA require a scoping process, draft plans, a public comment period, and analysis of the comments by the agencies before a summit-generated solution could be implemented. Thus, the argument goes, the only way to get some interim timber supply to the region's mills without being subject to lawsuits for failing to meet the procedural requirements of



these laws¹ is to legislate the package "notwithstanding any other provision of law" for some fixed period until the plans are amended.

The argument is wrong with respect to the Forest Service not only because it is based on a misreading of NFMA and NEPA, but because it disregards the agency's own handling of this very issue in its earlier Records of Decision (RODs) in the owl controversy. In the BLM's case, draft plans have already been released for public comment and, subject to the standards described on page four of this memo, a different preferred alternative could be selected without having to go through a second public comment process before the plans are finalized in the Fall.

In sum, the effort to legislate a "short-term" or "interim" solution that includes sufficiency language is a continuation of the Reagan-Bush approach: avoid a long-term solution; ignore the latest science; and make timber production the overriding consideration in any measures that are adopted. In fact, it sounds suspiciously like Section 318.

Individual Forest Service Plans Can Be Amended By A Regional Guide

Under NFMA's regulations, there are two levels of land management planning: regional guides and forest plans. Individual projects, such as timber sales, carried out on national forests must conform to standards and guidelines established in the regional guides and forest plans.²

Regional Guides are required to "provide standards and guidelines for addressing major issues and management concerns which need to be considered at the regional level to facilitate forest planning." 36 CFR § 219.8(a). Regional Guides are also required to contain "new or significantly changed regional management standards and guidelines necessary to address major regional issues...."

A draft and final EIS, prepared under NEPA, are required for any standards and guidelines in the regional guide. 36 CFR § 219.8(c). In approving a regional guide, or amendments thereto, the Forest Service Chief documents and justifies the basis for the decision in a ROD in accordance with NEPA. 36 CFR § 219.8(d). That ROD is subject to appeal. 36 CFR § 219.8(e).

¹ It is assumed by those that make this argument for sufficiency language that the package will meet the substantive requirements of NFMA, FLPMA, ESA, etc. Thus, they argue, they only need the sufficiency language to preclude procedural lawsuits.

² The standards and guidelines in a regional guide or forest plan are the enforceable legal requirements that govern all activities in the region or on the forest. For example, the Willamette National Forest Plan says that standards and guidelines

state the bounds or constraints within which all practices will be carried out in achieving the planned goals and objectives of the Willamette National Forest. The intent of S&Gs is to help the manager stay within the constraints prescribed by law as well as provide environmental safeguards for management activities. Project-level direction will be developed through NEPA procedures within the bounds of the S&Gs.

Thus, amendments to a Forest Service Regional Guide must go through all of the requisite procedural hoops and any standards and guidelines adopted therein govern activities on individual national forests in that region.

The Forest Service is currently in the process of amending its Regional Guide in Region 6 -- and has been for the past six years. The litigation before Judge Dwyer (SAS v Robertson/Evans/Moseley) has been over the agency's failure to adopt a regional guide that complies with NFMA's requirement to maintain the viability of native vertebrate species, for which the northern spotted owl is an indicator species.

At the present time, the Forest Service is under a court order to prepare a supplemental EIS (SEIS) and new Record of Decision for the owl and other old growth dependent species in Regions 5 and 6. Judge Dwyer has ordered the agency to adopt the new ROD by August 13, 1993.³ That SEIS will be published in draft form and go through the normal public comment process prior to being finalized.

The Forest Service has the authority to make the new standards and guidelines contained in the SEIS and ROD effective immediately and, in so doing, amend the individual spotted owl forest plans at the same time. As described below and in the attachments, this is precisely what the agency did in its two prior spotted owl RODs in December 1988 and in March 1992.

The Forest Service Has Amended Individual Forest Plans Through Regional Guide Amendments in the Past

When the first Region 6 Regional Guide amendment for the spotted owl was adopted in December, 1988, none of the individual national forests in Region 6 had final NFMA forest plans in place. Thus, the ROD could not amend the plans *per se*. But it did govern all national forest activities in the Region immediately because it adopted new standards and guidelines "as interim direction for managing spotted owl habitat between the time of this decision and approval of individual forest plans." The ROD also directed the National Forests to incorporate those standards and guidelines into the final forest plans (then in draft form) on the 13 spotted owl forests in the region. (SEE ATTACHMENT A.)

In March, 1992, the Forest Service issued a new EIS and ROD for managing spotted owl habitat -- the December, 1988 version having been found inadequate. That ROD expressly "amend[ed] the Forest Plans for [9 spotted owl forests in Region 6] to add the HCAs and standards and guidelines for northern spotted owl habitat management of alternative B." It further provided that "the standards and guidelines of this management plan are effective as of the date of this Record of Decision." (SEE ATTACHMENT B.)⁴

³ Since a draft EIS (or in this case, SEIS) must be available for public comment for 3 months, the draft SEIS will have to come out in the next few weeks if the FS has any hope of meeting the August 13 deadline.

⁴ The ROD similarly amended the plans for six national forests in Region 5 and for 4 other forests in Region 6 that only partially contain owl habitat.

The BLM Plans Can Also Be Amended in a Timely Fashion That Obviates Any Need for an "Interim" Legislative Solution.

As described above, the BLM plans are already out in draft form and are scheduled to become final, after analysis of public comments and any modifications, in the Fall. This is an important issue because if the BLM doesn't shoulder its burden of old growth protection, the Forest Service will have to pick up the slack. Thus, it is in the Clinton Administration's interest to have plans that are moving in the same direction along the same track. Secretary Babbitt's promise to coordinate with USDA and other agencies on this issue is encouraging and should be acted upon to modify the draft BLM plans.

Under the provisions of NEPA and FLPMA, those plans can generally be modified based on public comments and input from other agencies so that a different alternative is developed or selected, so long as it falls within the range of options evaluated in the draft plans.

In fact, the CEQ's NEPA regulations specifically direct an agency to "assess and consider" comments received and to respond to those comments by: "(1) modify[ing] alternatives considered including the proposed action; [or] (2) develop[ing] and evaluating alternatives not previously given serious consideration by the agency". 40 CFR § 1503.4(a). A supplemental EIS, which would have to be reissued for public comment, is only required if, for example, the agency makes "substantial changes to the proposed action." 40 CFR § 1502.9(c).

The U.S. Court of Appeals for the Ninth Circuit has established a clear standard for evaluating whether there have been the kind of "substantial changes" that would require an agency to issue a supplemental draft EIS for public comment. In doing so, the court made clear that "agencies must have some flexibility to modify alternatives canvassed in the draft EIS to reflect public input. If an agency must file a supplemental draft EIS every time any modifications occur, agencies as a practical matter become hostile to modifying the alternatives to be responsive to earlier public comment."⁵

Thus, the rule established in the 9th Circuit, which governs the BLM plans in Oregon, is one that "calls for a pragmatic judgment: (1) whether the alternative finally selected by the [agency] was within the range of alternatives the public could reasonably have anticipated the [agency] to be considering; and (2) whether the public's comments on the draft EIS alternatives also apply to the chosen alternative and inform the [agency] meaningfully of the public's attitude toward the chosen alternative."⁶

Although the preferred alternatives in the draft BLM plans fall short of what we believe they should do, it is not at all clear that making the necessary modifications to more closely reflect the multi-species, ecosystem approach being called for by leading scientists would constitute the kind of "substantial" changes that would trigger a supplemental draft EIS.

⁵ *California v. Block*, 690 F.2d 753, 771 (9th Cir. 1982).

⁶ *Id.* at 772. See also, *Half Moon Bay Fishermans' Marketing Association v. Carlucci*, 857 F.2d 505, 508-09 (9th Cir. 1988).

SUMMARY

get sued??

The Forest Service has the legal authority under NFMA and NEPA to amend individual Forest Plans through the Regional Guide. Moreover, it has done so twice in the past when addressing the spotted owl issue. Thus, there is no "procedural" reason to legislate an interim solution with sufficiency language. The obvious objective of those who are really behind this effort is to get another short-term fix with sufficiency language insulating the solution, good or bad, from judicial review. Of course, if the solution really does meet the requirements of NFMA and other laws, there should be no fear of lawsuits which, in order to succeed, would have to show that the proposal was "arbitrary, capricious, and contrary to law." (5 U.S.C.A. § 706) 11 ✓

The BLM has the authority to modify its preferred alternative before the plans are made final in the Fall without having to issue a supplemental draft EIS for public comment.

In short, both agencies could adopt and implement scientifically and legally sound plans for the owl forests by Fall. Obviously, those plans could incorporate proposals developed during the summit process without any need to do new draft/supplemental EISs unless the summit proposals went far beyond anything the FS or BLM have evaluated yet -- something that no one thinks is likely. Given the nearly 2.7 billion board feet of timber already under contract on the FS and BLM spotted owl forests in Washington and Oregon⁷, which is unaffected by the injunctions and could be logged at any time, there is no need to legislate an "interim" solution containing sufficiency language.⁸

This does not, of course, mean that we oppose establishing a statutory reserve system. In that case, however, sufficiency language is still unnecessary because a scientifically and legally sound proposal will stand up to a test in the courts -- whether from environmental groups or the timber industry. And it would be inappropriate to deny either side their fundamental right to seek review in the courts.

It is only where a proposed solution is scientifically or legally inadequate that sufficiency language is "needed" by the timber industry or their friends in the Congress.

⁷ These figures are from Timber Data Company of Eugene, Oregon and are current as of December 31, 1992. The volume under contract, almost 2.7 bbf, represents well over a year's worth of timber at last year's harvest levels.

⁸ Of course, other timber could be made available to domestic mills by limiting raw log exports. In addition, a recent study shows that there is additional volume available from private lands in the region. Finally, the Forest Service's own EIS issued in March 1992 states that the agency could have an ASQ of more than 800 mmbf on the 17 owl forests in Regions 5 and 6 while implementing the ISC Strategy and protecting all suitable owl habitat (i.e. under the terms of the Dwyer injunction).



RECORD OF DECISION USDA Forest Service

Amendment to the Pacific Northwest Regional Guide

Final Supplement to the Final Environmental Impact Statement

Introduction

This documents my decision to select Alternative F as planning direction for habitat management to maintain population viability of spotted owls in the National Forests of Oregon and Washington, except for the Olympic National Forest. The Olympic National Forest will provide a higher level of protection for spotted owls than was described in Alternative F. In addition, because of incomplete information and uncertainty regarding the long-term effects of actions taken under this decision, management direction adopted in Forest Plans will be reviewed and revised as necessary within 5 years from the date of this decision. This decision amends the standards and guidelines in the Pacific Northwest Regional Guide for planning spotted owl habitat management on 13 National Forests: the Deschutes, Gifford Pinchot, Mount Baker-Snoqualmie, Mount Hood, Okanogan, Olympic, Rogue River, Siuslaw, Siskiyou, Umpqua, Wenatchee, Willamette, and Winema National Forests.

Regional standards and guidelines are general direction for National Forests to use in developing Land and Resource Management Plans (Forest Plans) under the authority of the National Forest Management Act (16 U.S.C. Sec. 1600 et seq.). The act requires that National Forests provide for diversity of plant and animal communities in order to meet overall multiple-use objectives (16 U.S.C. Sec. 1604 (g)(3)(B)). Population viability of native vertebrate species is an integral part of providing for animal diversity in a National Forest. This decision provides Regional direction to ensure that the requirements of law and regulation (36 CFR 219.19) regarding spotted owl population viability are met as part of planning for overall multiple-use management of the National Forests.

The Forest Plans, now in draft, will use these standards and guidelines to plan for spotted owl habitat management. Forests will designate spotted owl habitat areas (hereafter referred to as Habitat Areas) to sustain breeding pairs of spotted owls in a number and distribution that sustains viability and provides for periodic interchange between individuals to prevent isolation of small subpopulations. Actual management of spotted owl habitats on specific sites in each Forest, including in Habitat Areas, will be determined through projects that implement the Forest Plans. For the time between this decision and completion of the Forest Plans, the Regional standards and guidelines will serve as interim direction for managing spotted owl habitats. Thus, it is recognized that additional analysis will occur at the Forest level to apply these standards and guidelines to determine the actual size, pattern, and management of habitats inside and outside of Habitat Areas. Planning direction adopted by this decision will be reevaluated within 5 years, based on new information obtained through an accelerated, interagency program of management, inventory, research, and monitoring of spotted owls and their habitats. Sufficient options will remain at that time to adjust the course of managing spotted owls and their habitats.

breeding pairs require large amounts of habitat within their home ranges, more in northern Washington than in southern Oregon. Young spotted owls have limited abilities to disperse from one habitat to another. Spotted owl habitats are becoming increasingly fragmented and, in some areas, isolated from the main population. And continued existence of a well-distributed population depends on a population number and distribution that provides security from factors that can eliminate a species from an area, such as local catastrophes, inbreeding, and random variations in births and deaths. These factors increase in importance as populations become smaller and as individuals in these populations become more isolated from one another. Field data and our analyses show that, without protection of spotted owl habitats outside of reserved areas during the plan period of the next 10 years, environmental conditions could result in loss of spotted owls from significant parts of the species' current distribution. Therefore, based on the known biology and environmental situation, and to maintain a high level of population viability for spotted owls, I am directing that special measures be taken to protect spotted owl habitats and populations outside of reserved areas.

Unfortunately, there remains much information about spotted owls and their habitats that is unclear. This adds uncertainty to the decision. For example, we know only generally how much habitat is required by each owl pair in different parts of the planning area, how far and through what kinds of habitats young will disperse, and the long-term consequences of various combinations of population number and distribution on viability. Most of the information on these items is inferred from incomplete inventories and research, theories, models, and the professional judgment of scientists who have examined only parts of the entire situation for which policy is required. Because of this and the high value of the mature and old-growth forest resources at stake I am making this an interim decision of no more than 5 years' duration, and directly tying it to the accelerated program of management, inventory, monitoring, and research on spotted owl habitats and populations. This decision will be reviewed at any time the Spotted Owl Research, Development, and Application Program provides sufficient information, but not later than 5 years from the date of this decision.

Public response to the Final Supplement shows there is considerable debate about options that will remain to protect additional habitat at the end of 5 years under this direction. It is my judgment, based on the best available field information analyzed in the Final Supplement, that sufficient options will remain at the end of the 5 year period of this decision. This information shows there are currently 4,145,000 acres of spotted owl habitat in the National Forests of Oregon and Washington. At the end of 5 years, under this planning direction, there will still be about 3,965,000 acres of habitat, a net reduction of about 4.5 percent. Further, planned timber harvest will not so fragment the habitat as to preclude options to increase the long-term level of protection provided in future years should new information show that is necessary.

Implementation of the Decision

This decision will be implemented in three ways. First, the standards and guidelines in Alternative F, as modified for the Olympic National Forest, provide Regional direction for development of final Forest Plans on these National Forests that contain spotted owl habitat. Second, the standards and guidelines in Alternative F, as modified for the Olympic National Forest, will be implemented as interim direction for managing spotted owl habitat between the time of this decision and approval of individual Forest Plans. Third, implementation will allow for incorporation of new information as it becomes available. Although my decision is based on the best information currently available, we have an accelerated program of research, inventory, and monitoring underway that is bound to generate new and pertinent information. Further, we are managing spotted owl habitats and populations under an Interagency Agreement with the U.S. Fish and Wildlife Service, National Park Service, and Bureau of Land Management, and through Memoranda of Understanding with State agencies. This Agreement and the Memoranda call for all agencies to cooperate and coordinate their efforts to develop new information, monitor the overall effectiveness of management policies, and indicate needed changes.

Our long-term goal is to sustain population viability of spotted owls throughout their range and to increase our knowledge about spotted owls and their habitats. Especially important to this decision are: (1) the effectiveness of large blocks of habitat in reserved areas in sustaining spotted owls, (2) the effect of

Comparison to Other Alternatives

In light of the concerns that many people have regarding this decision, I have thoroughly examined each of the Alternatives described in the Final Supplement. Following are my reasons why these Alternatives were not selected.

Alternatives A, C, and D will not ensure that Forest Plans would maintain a sufficient amount or distribution of spotted owl habitat to prevent isolation of small populations in reserved areas. Alternative A would lead to extreme fragmentation of suitable spotted owl habitat in many areas of the Region during the next 5 years. This would isolate breeding pairs of spotted owls in many areas of the Region and jeopardize population viability immediately.

Alternative C, the current direction alternative, does not provide for sufficient amounts of habitat in designated Habitat Areas to meet the foraging, cover, and breeding needs of spotted owl pairs over time. Thus, occupancy rates would not be sufficient to sustain an adequate number of breeding pairs and prevent isolation of owls in reserved areas.

Alternative D is similar to Alternative C, except that more Habitat Areas, each with a larger amount of suitable habitat, would be provided. Again, however, based on current scientific information, the amount of habitat in designated areas under this alternative would not sustain a sufficiently high occupancy rate by breeding pairs to prevent isolation of owls in reserved areas. Therefore, it is my judgment that Alternative D will not maintain a viable population of spotted owls.

Alternatives G, L, and M would each provide for adequate amount and distribution of habitat to meet the life needs of spotted owls and allow for interaction of individuals throughout the population. An exception is the Olympic Peninsula, where Alternative G would not provide adequate habitat to sustain a sufficient number and distribution of breeding pairs. The effects on National Forest timber supplies of these alternatives is significantly greater than Alternative F—my selected alternative (Final Supplement, p. IV-46). Because Alternative F sustains a viable population, the additional reductions in timber supplies caused by Alternatives G, L, and M would have unnecessary negative effects on the economies of Oregon and Washington and on the livelihoods of people employed in the wood products industry. I find that the current status and trend of spotted owl habitats and populations, and the known information about spotted owl biology do not warrant the additional reductions in timber supplies beyond those in Alternative F at this time, given the overall multiple-use objectives for National Forest management.

Implementation of the Decision

This decision takes effect immediately. Implementation will occur through development of Forest Plans for National Forests in the Pacific Northwest Region that contain spotted owl habitat and through application of the standards and guidelines to site-specific projects such as timber sales.

This decision will not resolve all debate on the spotted owl or its habitat. To address ongoing concerns, I direct the existing Spotted Owl Research, Development, and Application Program to coordinate: (1) additional research to evaluate dispersal, small population dynamics, and the ability of owls to use different habitats, especially where the potential for isolation of small populations is greatest, (2) development of criteria that would indicate the need to reevaluate management direction based on new information, and (3) acceleration of spotted owl habitat and population inventory and monitoring, especially in reserved lands and lands outside of designated Habitat Areas. A comprehensive inventory of spotted owl habitats shall be completed on all National Forest System lands by the end of Fiscal Year 1994, and sufficient information shall be available to infer their effectiveness in supporting spotted owl populations.

Other Guidelines and Assessments of Spotted Owl Population Viability

The Oregon-Washington Interagency Wildlife Committee prepared a set of management guidelines for spotted owls in the Pacific Northwest in 1988. The guidelines were developed by scientists and field biologists with experience in spotted owl population and habitat research and management. They provide an approach to planning habitat management to conserve a well-distributed, viable population of spotted owls in Washington and Oregon. However, the guidelines were produced outside the planning procedures required by the National Environmental Policy Act and the National Forest Management Act. Further, they were not available until after the Final Supplement was completed. Therefore, they were not explicitly included in the array of alternatives analyzed in the Final Supplement. The effects of the Interagency Guidelines on spotted owls and other forest resources, including timber supplies, would fall within the range of alternatives analyzed in the Final Supplement.

After biological evaluations were completed for the Final Supplement, Dr. Russell Lande, of the University of Chicago, published an assessment of spotted owl population viability in the scientific literature. Dr. Lande's assessment included a critique of models used in demographic analyses, but arrived at similar conclusions about population trends. It also included a model of population responses to habitat change that predicted extinction for the owls when habitat falls below about 20 percent of the overall landscape. There is no field evidence that this model accurately represents either existing or future conditions for spotted owls in the Pacific Northwest. This model is based on three assumptions which available information indicates are invalid.

All new information and other scientific contributions will be assessed under the Spotted Owl Research, Development, and Application Program and appropriate adjustments in management direction will be made when necessary.

Summary of Decision

In summary, my decision is to protect the viability of the spotted owl through selection of Alternative F, with modifications for the Olympic National Forest, as Regional standards and guidelines for development of Forest Plans. These standards and guidelines provide direction for planning the management of spotted owl habitat, and they provide interim direction for the actual management of spotted owl habitat between the date of this decision and completion of those final Forest Plans. At any time, but not later than 5 years from the date of record, this decision shall be reviewed based on new information from the Spotted Owl Research, Development, and Application Program, and any necessary adjustments in management direction to sustain population viability of spotted owls shall be made through amendments or revision of Forest Plans. I believe that my decision meets the intent of the National Forest Management Act and planning regulations with regard to maintenance of a viable population of spotted owls and that all practicable means have been used to minimize any environmental harm associated with this decision.

Appeal Rights

This decision may be appealed in accordance with the provisions of 36 CFR 211.18. Within 45 days from the date of this decision, a notice of appeal must be made in writing and submitted to the Secretary, U.S. Department of Agriculture, Washington, DC 20250, with a copy to me, USDA Forest Service, P.O. Box 96090, Washington, DC 20090-6090. A statement of reasons to support the appeal and any request for oral presentation must be filed within the 45-day period for filing a notice of appeal.



F. DALE ROBERTSON
Chief

DATE: 12/8/88



United States
Department of
Agriculture

Forest Service

National
Forest
System

March 1992



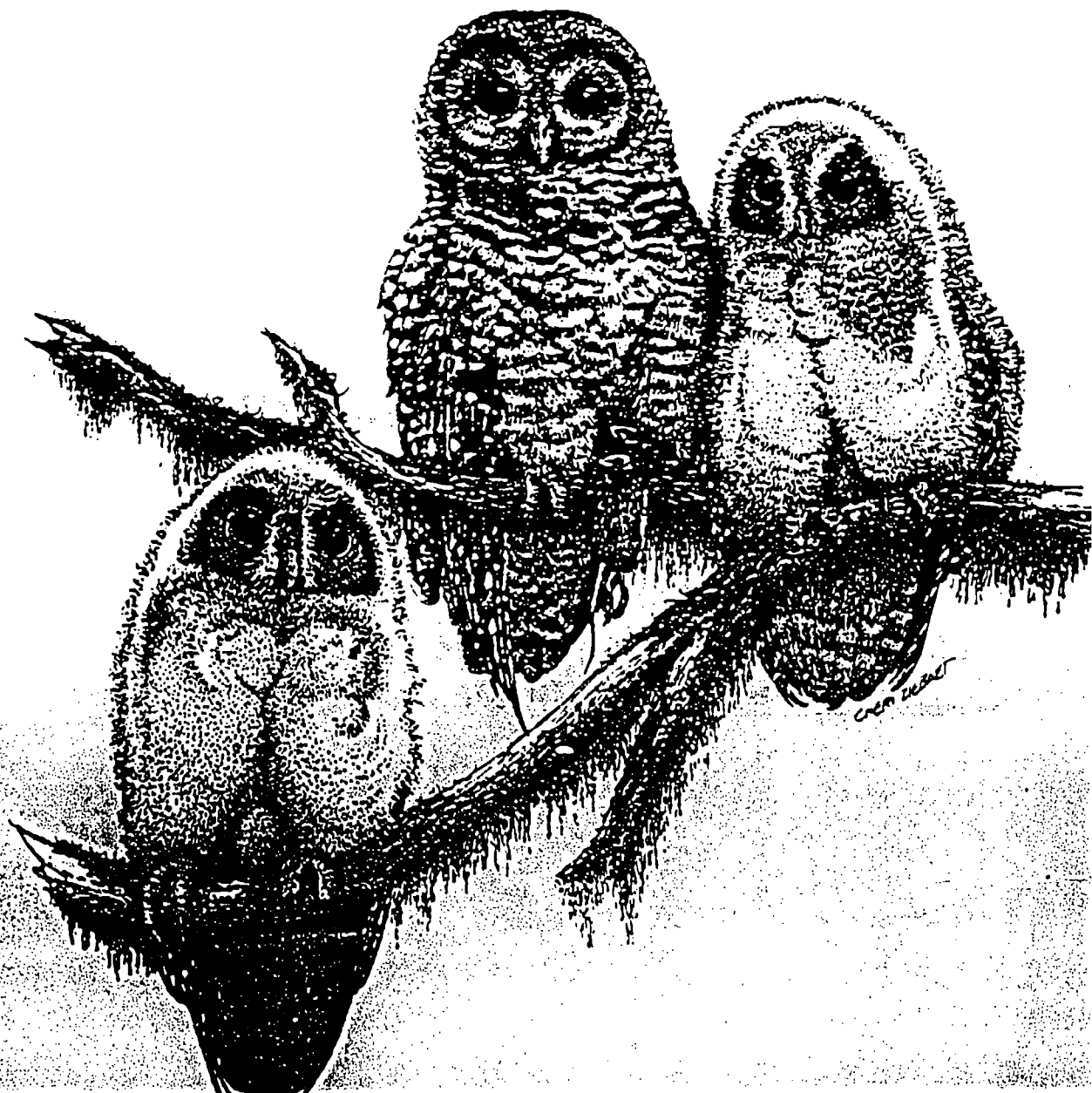
Record of Decision Final Environmental Impact Statement

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on Management for the Northern Spotted Owl in the National Forests



Monitoring and Research

Conservation Strategy and will explore opportunities to develop or maintain suitable owl habitat through silvicultural treatments.

The Regional Foresters for the Pacific Northwest and Pacific Southwest Regions and the Station Directors for the Pacific Northwest and Pacific Southwest Forest Research and Experiment Stations are directed to proceed with the northern spotted owl monitoring and research program described in the FEIS (Appendix J).

Implementation

All management activities, permits, contracts, cooperative agreements, and other instruments for occupancy and use on National Forest System lands within the range of the northern spotted owl are to be consistent with the management direction adopted by this Record of Decision.

Accordingly, this Record of Decision:

- o Amends the Pacific Southwest Regional Guide to add the HCAs and standards and guidelines for northern spotted owl habitat management of Alternative B in the FEIS. The previous management direction for northern spotted owl habitat in the Regional Guide is superseded.

- o For the Klamath, Lassen, Mendocino, Shasta-Trinity, and Six Rivers National Forests, HCAs are established and the standards and guidelines are to be applied directly to all management activities within the range of the northern spotted owl pending completion of the Forest Plans. The HCAs and standards and guidelines will be included in the Forest Plans being developed on these Forests. The Modoc National Forest Plan is amended to add the standards and guidelines of Alternative B for that portion of the Forest within the range of the northern spotted owl.

- o Amends the Pacific Northwest Regional Guide to add the HCAs and standards and guidelines for northern spotted owl habitat management of Alternative B. The previous management direction for northern spotted owl habitat in the Regional Guide, as amended, is superseded.

- o Amends the Forest Plans for the Gifford Pinchot, Mount Baker-Snoqualmie, Mount Hood, Olympic, Rogue River, Siuslaw, Siskiyou, Umpqua, and Willamette National Forests to add the HCAs and standards and guidelines for northern spotted owl habitat management of Alternative B. It amends the Forest Plans for the Deschutes, Okanogan, Wenatchee, and Winema National Forests to add the HCAs and standards and guidelines of Alternative B for that portion of those Forests within the range of the northern spotted owl.

Projects will be conducted according to the management direction in the Forest Plans, as amended by this decision. Management direction in the Regional Guides and Forest Plans that is not directly superseded by this decision remains in effect. The standards and guidelines adopted by this decision assume that the existing standards and guidelines and management area designations and prescriptions for forest lands outside HCAs will.

remain in effect. Changes in management direction on such lands will have to be carefully evaluated through the adaptive management process. The obsolete Spotted Owl Habitat Areas (SOHAs) of the Forest Plans are replaced by either the standards and guidelines for HCAs or the standards and guidelines for the forest matrix and surrounding management areas. The annual quantity of timber offered for sale will reflect the harvest implications of the standards and guidelines and HCA designations.

Specific standards and guidelines are provided for timber management in HCAs, including timber sales currently under contract (FEIS, Chapter 2, pages 30-31). In cases where existing sales do not meet the requirements outlined in the standards and guidelines, the Forest Service will make every effort to work with purchasers to bring these sales into compliance. The standards and guidelines apply to these sales, even if the sales are exempt from judicial review or are covered by a biological opinion from the U.S. Fish and Wildlife Service that states the sales would not jeopardize the continued existence of the spotted owl.

Situations may arise in the future where standards and guidelines will need to be evaluated. The Conservation Strategy provides for some activities, such as salvage of timber in HCAs and land exchanges, if they have been reviewed by the Technical Review Team. This Record of Decision provides a process for evaluation of proposals to modify the standards and guidelines through adaptive management.

Regional Guide and Forest Plan Amendments

This decision amends the Regional Guides for the Pacific Northwest and Pacific Southwest Regions to prescribe standards and guidelines for management of northern spotted owl habitat to be used in the forest planning process. In addition, the affected Forest Plans are amended to add the HCAs and standards and guidelines.

The degree to which the HCAs and the standards and guidelines for the management of habitat for the northern spotted owl in this decision require changes in existing management prescriptions in the Forest Plans varies by Forest. Although the area available for timber production and the annual quantity of timber offered for sale is limited by this decision, as disclosed in the FEIS, this decision does not amend the Forest Plans to change the suitable land base or allowable sale quantities. Additional analysis and public involvement under the process provided by the National Forest Management Act and the National Environmental Policy Act are required at the Forest level before making these adjustments.

Each National Forest must analyze its own management situation and capabilities to determine the effects of implementing this decision on other multiple-use goals and objectives in the Forest Plan. Each Forest must then determine whether the adjustments required to manage habitat for the spotted owl are to be addressed through further Forest Plan amendments or revision. Individual Forests will want to consider other changes in the Forest Plans to mitigate some of the adverse economic effects of this decision on local communities. This Record of Decision replaces previous direction for management of spotted owl habitat and assumes that other

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Forest Plan standards and guidelines and management area designations and prescriptions for the forest matrix will remain in effect (FEIS, Chapter 2, page 32). Changes in management direction on such lands would have to be carefully evaluated through the forest planning process and the adaptive management process.

In summary, analysis of the effects of implementation of Forest Plans as amended by this decision, additional public involvement, environmental analysis, and interdisciplinary evaluation of alternatives for all forest resources will have to be undertaken by each National Forest to determine what further amendments or revisions of Forest Plans are needed. The timing to initiate this process will depend on a number of factors, including the status of the Recovery Plan and the need to respond to changes in resource conditions on the Forest.

Adaptive Management

This decision includes an adaptive management process to monitor and evaluate implementation of the standards and guidelines. If monitoring indicates that adjustments are needed to increase protection for spotted owl habitat or to expand management options for other forest resources, the processes outlined for adaptive management will be followed.

The adaptive management process will involve both technical and management groups within the Forest Service and interagency groups in which the Forest Service participates. An interagency Technical Review Team was set up in November 1990 to provide interpretation of the Conservation Strategy, to review proposed actions under the standards and guidelines to determine consistency with the strategy, and to evaluate monitoring and research information over time to determine the need or desirability of modifying the strategy (FEIS, Chapter 2, pages 33-34). The Technical Review Team will review and make recommendations on proposals to modify or adjust HCAs, proposals for various activities within HCAs, and proposals for activities within the forest matrix that might not be compatible with the Conservation Strategy.

The Forest Service established the Northern Spotted Owl Steering Committee and the Northern Spotted Owl Oversight Team to perform functions similar to the Technical Review Team. The composition and functions of the Oversight Team and Steering Committee are discussed in the FEIS (Chapter 2, page 35). The Oversight Team and the Steering Committee will ensure a consistent interpretation of the standards and guidelines adopted by this decision on National Forest lands across regional and forest boundaries. They will also facilitate coordination with the Technical Review Team on the review of proposals to modify management direction through the adaptive management process.

Relationship to the Endangered Species Act

Adoption of the Conservation Strategy does not relieve the Forest Service of its responsibilities under the Endangered Species Act. The Forest Service will continue appropriate consultation and conferencing with the U.S. Fish and Wildlife Service and National Marine Fisheries Service as

The Recovery Plan

The U.S. Fish and Wildlife Service has also been working with an interagency team (including state representatives) to develop a Recovery Plan for the northern spotted owl, as provided by the Endangered Species Act. The Northern Spotted Owl Recovery Plan, once approved, will serve as a guide to future Federal, state, and private activities affecting the spotted owl. The goal of the Recovery Plan is to manage habitat so that the northern spotted owl will no longer need to be listed under the Endangered Species Act. Department of Agriculture and Forest Service representatives are participating on the Recovery Team. When the U.S. Fish and Wildlife Service issues an approved Recovery Plan for the northern spotted owl, the Forest Service will identify its objectives under the Recovery Plan. The Forest Service will determine at that time if adjustments to the management direction in this decision are necessary.

Management on Bureau of Land Management Lands

The Bureau of Land Management is currently in the process of formulating alternatives for its Resource Management Plans, including plans for its Oregon lands within the range of the northern spotted owl.

On September 11, 1991, the Bureau of Land Management petitioned Department of the Interior Secretary Manuel Lujan, Jr. to convene the Endangered Species Committee to consider applying the Endangered Species Act exemption process to 44 timber sales located in spotted owl habitat in western Oregon. The decision of the Endangered Species Committee on these 44 sales is expected later this year. The viability rating for Alternative B (and other alternatives) assumed that management activities on Bureau of Land Management lands would comply with Section 7(a) of the Endangered Species Act. In its Biological Opinion on the Draft Environmental Impact Statement, the U.S. Fish and Wildlife Service stated that it would consider the granting of an exemption to the Bureau of Land Management by the Endangered Species Committee as significant new information, which would require the Forest Service and the U.S. Fish and Wildlife Service to consider the need for reiniciation of consultation.

IX. Effective Date and Implementation

The standards and guidelines of this management plan are effective as of the date of this Record of Decision. Because this decision amends Regional Guides and Forest Plans, it will be implemented 30 days after publication of this Record of Decision in the Federal Register. Until 30 days after the publication of this Record of Decision, there will be no ground-disturbing or habitat-modifying actions, and no Records of Decision, Decision Notices, or Decision Memos signed for timber sales, salvage sales, road construction, or other development activities, in Habitat Conservation Areas or in spotted owl nesting, roosting, and foraging habitat.

X. The Administrative Record

This decision and the accompanying environmental impact statement comply with the requirements of the court's March 7, 1991, and May 23, 1991, rulings in SAS v. Evans, and are in accordance with the National Forest Management Act (16 U.S.C. Sec. 1600 et seq.), the National Environmental Policy Act (42 U.S.C. Sec. 4321 et seq.), and the Endangered Species Act (16 U.S.C. 1531-1536, 1538-1540), and other applicable laws.

Information about the northern spotted owl, its habitat needs, the analysis of population viability, and management alternatives and their environmental impacts were presented in the Final Environmental Impact Statement on Management for the Northern Spotted Owl in the National Forests, published in January 1992, and its accompanying administrative record. This Record of Decision is based on that information. Readers are referred to the FEIS and the administrative record for detailed information.

XI. Administrative Review

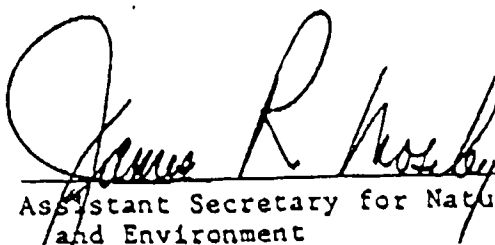
This decision by the Secretary of Agriculture, delegated to the Assistant Secretary for Natural Resources and Environment pursuant to 7 CFR 2.19 (56 FR 27389), is the final decision of the Department of Agriculture. There is no opportunity for administrative review.

Decisions on site-specific projects affecting northern spotted owl habitat will continue to be subject to the requirements of the National Forest Management Act, the National Environmental Policy Act, the Endangered Species Act, other environmental laws, and the administrative review process provided in 36 CFR 217.

XII. Contact Person

James C. Overbay
Deputy Chief, National Forest System
USDA Forest Service
P.O. Box 96090
Washington, DC 20090-6090
202-205-1523

XIII. Signature, date


Assistant Secretary for Natural Resources
and Environment

3/3/92
Date

Other laws and regulations that pertain to my decision include the Multiple Use-Sustained Yield Act (16 U.S.C. 528-531), the National Environmental Policy Act (42 U.S.C. Sec. 4321 et seq.), the CEQ Regulations (40 CFR Parts 1500-1508), and the Endangered Species Act (16 U.S.C. 1531-1536, 1538-1540).

Decision

After careful consideration of all available information concerning this issue, it is my decision to select Alternative F, as amended for the Olympic National Forest, as Regional direction for planning spotted owl habitat management. It is my judgment that this direction meets the intent of law and regulations for population viability as part of meeting overall multiple-use objectives. These standards and guidelines will ensure the continued existence of the species by maintaining a high degree of security from the various factors that can jeopardize the existence of a species in an area. Crucial to this decision are increased protection for owls on the Olympic National Forest and the limited duration, a maximum of 5 years, during which this decision will be in effect before it is reviewed and amended as necessary.

I take seriously the recommendations of the Washington State Department of Wildlife to provide for a high probability of maintaining a viable population of spotted owls. On the Olympic National Forest there is immediate concern over isolating and fragmenting spotted owl populations. Such isolation and fragmentation could result in less than a high level of population viability. Therefore, I am prescribing additional measures for the Olympic National Forest as displayed in the attached Amendment to the Regional Guide. These additional measures require an increase in the number and size of Habitat Areas over that provided by Alternative F.

This has been an extremely difficult decision to make. While we must maintain the viability of the spotted owl, there are gaps in the technical information concerning spotted owl viability. I recognize that any decision to remove areas from availability for timber harvest carries an immediate and known consequence, the loss of jobs in the wood products industry, one of the critical industries in Oregon and Washington. However, I know that we cannot delay a decision until all information is available because habitat fragmentation is an immediate and growing concern. Therefore, a decision is necessary now. This decision attempts to provide a course of action that maintains spotted owl viability at the least impact to the economies of Oregon and Washington.

Rationale for the Decision

Available information (Final Supplement, Appendix B) on spotted owl biology, habitats, and populations can be characterized by: (1) what is known with certainty, and (2) what remains unclear because interpretations are variable or research is still in progress. This decision involves natural resources, namely mature and old-growth forests, that have high values for many uses, including spotted owl habitat. Prudence dictates that my decision favor the use of information that is known with certainty. It is appropriate and necessary, however, when knowledge is incomplete to use uncertain information to help shape a decision and to judge the possible risks or costs of those decisions. Our analysis used all available information to estimate long-term effects of changes that would occur during the 10 to 15 year life of a Forest Plan under each alternative on spotted owl habitats and populations, and timber supplies. Models and statistical inference were used to predict these future conditions. I realize that the results of any analysis are influenced by the characteristics and assumptions of models and methods as well as by the validity of their basic data. Further, the conclusions of analyses that weigh heavily in decisions of this sort, eventually require field verification. We cannot wait for complete field verification of all the information used in this decision. Therefore, we had to use professional judgement to interpret the relative veracity and certainty of all sources of information. In this I was most influenced by the judgment of professional biologists who have extensive field knowledge of spotted owls and their various environments.

We know a lot about spotted owls. In Oregon and Washington probably fewer than 2,000 breeding pairs of spotted owls exist, and they depend on mature and old-growth forests for survival and reproduction. The

Forest Conference Readings

Applegate Project - Tuchmann is locating at DOI office

Gang of Four ✓

House Agriculture Bill (Lyons) ✓

Senate Agriculture Bill (Leahy) ✓

Forest and Family Protection Bill ✓

Employment Alternatives Report K. Norman Johnson - Not available yet

Kevin Kirchner ✓