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Forest Summit - Interior Draft of a Possible Scenario February 23, 1993

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United States Department of the Interior

OFFICE OF THE SECRETARY
Washington, D.C. 20240



February 23, 1993

Memorandum

To: Katie McGinty
From: Tom Collier and Jim Pipkin
Subject: Forest Summit

Enclosed is a draft of a possible scenario for the forest summit. When the draft is circulated, it is our intent not to include the final section ("possible solution" on pp. 11-13). Please keep in mind that the objective of this draft is to provide a structure for people to talk about and we do not view any part of it as etched in stone.

POSSIBLE SCENARIO FOR
FOREST SUMMIT

February 23, 1993

- David Cottle → ^{Program of pre-apprentice} ~~pre~~ ^{POB} ~~lemania~~ ^{lemania}.
- also coordinate interg. pres. + Environ.
- ^{outdoor} ~~suburban~~ ^{suburban} ~~environment~~ ^{environment}.

PRE-SUMMIT

SUMMIT

CONCLUSION OF SUMMIT

POST-SUMMIT

POSSIBLE SOLUTION

pre-summit working groups.

Cabinet member @ other sites.

?- Portland, Oregon.

post-summit $\rightarrow$ ombudsman to focus info.
 working groups $\rightarrow$ if necessary but no commitment.

Forest mgt plan $\rightarrow$

→ low square of cost requirements.

August 16 → Forest sent a final plan to Dwyer.

OBJECTIVESPRE-SUMMIT

Launch process leading to comprehensive, coordinated resolution of northwest forest management issues involving federal lands.

Personally involve President Clinton.) ?

Reach out: include public and interest groups; involve all affected states.

Provide open channels of communication.

Raise visibility for the conference and the issue (as first step in creating national and regional will to solve the problem).

Take steps now that will permit quick action following summit; begin information gathering process.

Shape the debate.

SUMMITDay One (Site Visits):

If possible, visit all three states.

Demonstrate desire to be educated.

Show interest in biology, sociology, and economic impact.

Demonstrate interest in human stories as well as facts.

Day Two (Conference):

Arrange maximum breadth of participation.

Educate President, Cabinet, national and regional audience.

Make clear that President is there to listen, not to expound.

Demonstrate there is no preconceived answer.

Show desire to give fair hearing.

Devote part of time to education as to where we are and how we got there.

*Let's see
some questions
able?*

CONCLUSION OF SUMMIT

Establish channel for further solicitation of views of interested parties.

Establish vehicle for input by representatives of interested groups.

Explain decision-making process and guiding principles.

Again demonstrate no preconceived solution.

Indicate solution will be based on good science.

Show determination to rise above previous interagency bickering and come up with solution that entire Administration can support.

Indicate urgency, desire for prompt action.

POST-SUMMIT

Continue outreach.

Obtain input on factual issues.

Provide coordinated effort by relevant agencies to achieve consensus.

Make crash effort to resolve quickly.

Provide opportunities to continue momentum and public interest.

POSSIBLE SOLUTION

[The Administration's proposed solution cannot and should not be determined until after the summit.]

Develop a broad forest management plan that complies with *(if goes beyond)* existing laws.

Include proposals to deal with economic impact on individuals and communities.

Maximize actions that can be done administratively.

Structure legislative proposals to make it easy for Congress to sign on.

Consider interim legislative action to allow progress while administrative plan proceeds to finality.

Try to obtain Congressional action before August recess.

POSSIBLE SCENARIO
FOREST SUMMIT

PRE-SUMMIT

Comments re.dk. from [unclear]
consultation w/ Hill → *Clinton call in Mon.*

Presidential Announcement. Within a week, President Clinton announces a summit to take place in the Pacific Northwest on March 28.¹ In doing so, he fulfills a campaign promise -- to bring all the participants together to focus on the problem. The announcement is made at the White House, with the Vice President and the Secretaries of Interior, Agriculture, and Labor in attendance. *Commerce, Education*

The President talks about the complexity of the issues, the importance of resolving them, and demonstrates that importance by saying that he and the relevant Cabinet members will be there to hear the testimony and that he will personally be involved in the resolution. He says that he wants to hear all points of view and that he will be contacting all interested parties to recommend possible participants.

The President indicates that the summit is the first step in a process intended to develop the information necessary to develop a single, coordinated strategy for dealing with the issues. He indicates that the effort will be directed out of the White House by the Office on Environmental Policy.

The President instructs the Secretaries of Interior, Agriculture, and Labor, with assistance from the Secretary of Commerce, to become involved and to pull together information relevant to the issues. He emphasizes that he does not know the answers.

Support for the announcement is orchestrated.

1 to Congress
business party
forests

Outreach to Elected Officials. Because of the impact that this process could have on elected officials from the northwest, extensive discussions are had with federal, state and local officials about both the role they want to play in the summit process and their "bottom line" political and policy needs. In particular, members of Congress are consulted at the earliest opportunity to determine whether they should be included as presenters or made a part of the conference in some other fashion. As soon as the date is made public, calls are made to them, to the Governors, and to other key state and local

¹A question that must be resolved at the outset is whether the summit will address west-side forests only or whether east-side forests will be included. We presume the summit will be limited to west-side forests, since east-side forests present somewhat different issues and different constituents (e.g., Idaho).

explain

*Calvin - Economic Development
White House*

*Carly Katz - Labor - task force
Commerce
DOD
USDA - Rural
Development
Interior*

*This needs to
get underway
now.*

*7:00 pm - 7.2 hrs / yr
officials.*

Outreach to Interest Groups. Immediately after the announcement, letters or calls go out to leaders of interest groups (industry, labor, environmental organizations, and county/community groups) and to relevant economists and academicians. All are invited to suggest names of possible speakers and to make any other recommendations they wish about the summit. Follow-up contacts are made as appropriate.

Agency Action. The Secretaries of Interior and Agriculture tell their agencies that the time for finger-pointing is over, that they are to work together to resolve their differences, and that the ultimate objective, following the input from the summit, is a single Administration plan. They are to begin work now -- not to have an answer before the summit but to do the necessary spadework. The Department of Labor starts developing information on the economic issues involved and possible forms of worker and community assistance and job retraining. Input is requested from Commerce because of its role regarding anadromous fish.

Summit Planning. Under direction from the White House Office of Environmental Policy, a team is formed that plans the summit and makes logistical arrangements (site, technology options, number of participants, presenters, observers, etc.). Others work on the substantive questions to be asked at the summit by the President and others, and on the directions to be given at the conclusion of the summit.

Staffing is critical. This will need to be a "hands-on" process with constant attention to communication and to getting input from the interested groups. A full-time staffing structure with regional representation will be necessary. Having staff that is familiar with the issue, and people from the northwest, will help underscore that the process is fair and honest.

Pre-Summit Press Coverage. Following the Presidential announcement, press releases and briefings would be focused on the following:

- possible stories that raise awareness of (1) the quality of scientific evidence that already exists and (2) the greatly accelerated cut rates of the 1980s that turned this problem into a crisis situation;

- possible actions that would indicate, especially to timber and labor interests, that the playing field will be level -- such as noting items in the economic package that directly affect the northwest (rural community development banks, investment tax credits, reforestation projects, job retraining, rural enterprise zones);

- another possibility for leveling the playing field would be to have the Vice President meet with economically

*No longer
that should
be heard
representation
@ the
Summit*

approach as part of a geophysical or
Special Check for forest.

*Memorandum for
President Clinton
March 1993*

distressed timber families who are coming to Washington in March;

- discussion of the National Biological Survey as an action intended to elevate the role of science in decision-making and to facilitate administrative decisions before a crisis arises;
- small -- but real -- stories so that the press will not spend its energies guessing about what is going on;
- continued emphasis of the overall objective -- development of a sensible forest (and watershed) management plan that provides for conservation needs while also making timber available now; and
- background papers distributed close in time to the event.

In terms of tactics: use could be made of satellite time to bring Cabinet members to Pacific northwest news programs; we can work with editorial boards, place op-eds, make Secretarial trips to the region, hold briefings for DC-based western reporters, etc. Some written materials should be developed by the time the summit is announced.

*Economic Development
Administration
Commerce/Education/EPA*

SUMMIT

Day One. The relevant Cabinet members (Interior, Agriculture, and Labor), plus the Vice President, are divided into three teams that make site visits. One team goes to Washington, one to Oregon, and one to northern California. Each includes at least one environmental event and one industry/labor event -- for example:

- old growth forest visit, talk with private economists, plus visits to a timber community and to an individual family adversely affected by reduced timber harvests;
- visit to salmon recovery site, flyover of forests in various stages of development, plus visit to timber mill;
- visit to site that is using new forestry techniques, reforestation project, plus conversations with union representatives and job retraining people.

*Copper story
in a.m.*

Purpose: to demonstrate interest, intent to see the situation first-hand, and to hear all points of view.

Day Two. Summit conference in Portland, Oregon, preferably with satellite hook-up to sites in Washington and California, with some presenters (and possibly a Cabinet member) at each location. President Clinton presides and asks questions, similar to the

*Notes for other
industry here?*

economic conference.

Part of the time is devoted to education -- background information on the history of timber cutting in the area, technology changes, mill operations, employment, the economies of the area, development of industrial base outside of timber, recreation, tourism, and other uses of old growth areas. Because most facts related to these issues are controversial, some presenters might be academics, or more than one spokesman might address the same facts.

The majority of the time would be spent listening to a broad range of witnesses -- industry (timber companies and mills), environmental groups, unions, individual workers, county representatives, state elected officials, members of Congress (if they desire to participate), job retraining spokesperson, tribal representative, midwestern manufacturer dependent on timber for its products, representative of southern timber industry, etc. Speakers would reflect geographic diversity (i.e., all relevant parts of the Northwest) and diversity in terms of national, regional and local interests.

It is likely that approximately 25 to 30 presenters could be accommodated (average 10 minutes each, including questions). The presenters could rotate up to the table in groups. In addition to the presenters, there could be official "observers" (representatives of groups who are invited to watch only) and "special guests" (politicians and others who rotate to the table), as well as an audience.

The President, Vice President, and Cabinet members would be there to listen and to ask questions -- questions that would demonstrate their openmindedness and their interest in all aspects of the debate.

Thought will have to be given to the fact that demonstrations and rallies are likely to take place around the summit.

CONCLUSION OF SUMMIT

At the conclusion, the President would:

- summarize what is at stake,
- re-cap meeting highlights,
- reaffirm his commitment to solving this problem and his intent to remain personally involved,
- establish a vehicle for further input from the public and from interested groups,
- announce that the hearing record will be kept open for

two weeks,

- announce a plan of action, and
- announce a timetable for implementation of the action plan.

As part of the action plan, the President would make clear that the Administration intends to base its decisions on the best available scientific and other information. Sources will not be limited to those at the agencies. A vehicle would be established for doing this (possibly task forces), as well as a tight deadline (30 days).

*Just not
make before*
The President would announce that based on the information already collected and that submitted through the 30-day process, the Administration would put together a coordinated plan for dealing with the issues. The plan is to be completed within 90 days of the conclusion of the summit.

*Over
rules*
As part of the plan, the Secretaries of Interior and Agriculture, with input from the Secretary of Commerce, will develop and propose a single plan for management of northwest forests. The plan will include short-term and long-term components, and it will address both administrative actions and any related proposed legislation. The plan would comply with existing environmental laws to preserve species and habitat; it would also bring timber back into production at sustainable levels.

The Administration plan would also cover labor assistance, and the Secretary of Labor would develop appropriate worker and community assistance programs.

As part of the outreach effort, the President could name an ombudsperson (preferably from the region) to act as a conduit for further input from interested parties.

POST-SUMMIT

Outreach. Continuing input should be received from interested parties and follow-up actions should be taken with respect to the different constituencies to retain support and credibility.

The task forces or other entities established for fact-gathering would work intensively during the month following the summit.

Consideration should be given to whether working groups (either industry/environmental groups or groups of scientific experts) operating under short time deadlines (30-45 days) might be able to narrow the range of controversy and agree on some elements of a forest plan. Caveat: if it is determined to pursue this option, there is a real potential for having the process become bogged down, and it would be important to make it clear that

working groups are producing input for the decision-making process and that they will not make the decisions; in addition, there seems to be a high probability that working groups will fail in their mission unless the task is defined more in terms of fact-gathering than in terms of providing solutions. Nonetheless, if it is determined to try the working group approach as a means of achieving continued involvement, possible topics could include:

- Re the northern spotted owl, there is lots of information, but is there any recent scientific data that is not already being considered by Interior and Agriculture?
- If some form of interim protection is to be given to marbled murrelet nesting habitat while additional study is done, can any agreement be reached on how to go about that?
- What suggestions can be made about new kinds of economic assistance that would be appropriate for northwest timber communities?

The Interagency Process. The agencies would have 90 days to collect information and develop a plan -- administrative and legislative -- with Interior and Agriculture taking the lead on biological aspects and land-use planning aspects, and with Labor responsible for recommendations on job retraining, worker assistance, and community assistance. The plan should be designed to comply with existing statutory requirements, but the door could be left open to recommending statutory changes if that is considered desirable.

An interagency effort would be needed, both at the highest policy level and at the senior career staff level. With respect to the forest management plan (as distinguished from the economic assistance components), representatives of the Secretaries of Interior and Agriculture would establish and direct the team effort. BLM, FS, and FWS team members would in large part be regionally based. Early comparisons of alternatives would be done. Once rough alternatives are selected, they would be thoroughly defined, in terms of interim resource protection (to be sure they include the latest science such as the FS/SAT) and in terms of possible timber volume to be made available.

Direction would then need to be drafted at the regional FS level and at the state BLM level, and reviewed by the individual units (16 national forests and 6 BLM districts). Maps showing individual boundaries will need to be prepared.

Once the land allocation process is completed, and is deemed to provide adequate resource protection for an interim plan, the individual FS and BLM units would review the remaining land base to determine which areas can support timber sales.

Planning should include agreed-upon (internal) milestones and

there will need to be regular working group meetings to anticipate major milestones and assess progress.

Post-Summit Press Activity. Planning should take into account possibilities for additional announcements. There should be a fairly continuous flow of items designed to sustain interest in the subject and to indicate that movement is occurring. One example is that at the conclusion of the conference or afterward, the President could announce the release of some section 318 sales that were being held up -- indicating the availability of timber this year.

POSSIBLE SOLUTION

The current conflict in the Pacific northwest (Washington, Oregon and northern California) is primarily a result of the past failure of federal land management agencies to properly follow the environmental laws. Exacerbating the problem is the lack of coordination among the land management agencies. The new Administration has a unique opportunity to change past practices and to put in place a forest management plan that is environmentally sound, economically sensitive, and allows the land management agencies to work together instead of apart.

The precise content of that plan -- and answers to the questions of how much land should be set aside and how much timber should be offered for sale -- are matters that should not be determined until after the summit. But the general path to a solution and some of the subjects that must be covered can be addressed now.

Except for the timing aspect mentioned below, the proposed plan would be an administrative solution, and it would be based on the cooperative efforts of the Secretaries of Interior and Agriculture and their agencies (BLM, FWS and FS), with the Secretary of Labor dealing with some of the economic consequences of holding timber sales to sustainable levels, and with input from Commerce re anadromous fish. It cannot be emphasized too strongly that for a successful forest management plan to emerge, it will require support from the White House and a determined effort by the Secretaries of Interior and Agriculture to have their agencies work together and produce a coordinated plan, where the same standards, or their equivalent, are adopted by all relevant agencies and complementary objectives are embraced.

The forest management plan would be premised upon compliance with existing environmental laws -- including FLPMA, NFMA, ESA, and NEPA. It would take into account the protection of the northern spotted owl, marbled murrelet, salmon, and other species that are associated with old growth forests. It would address the question of whether some old growth forest should be protected beyond what is required by the laws governing species and habitat protection. The plan would also be much more. It would set out administrative guidelines to move BLM and FS toward an ecosystem

management approach.

It should be recognized that despite an intensive effort, 90 days after the summit it will not be possible to know with precision exactly how a policy should be applied to a particular situation. For example, research remains to be done with respect to some of the species that could potentially be affected by timber sales. The plan will have to assure interim protection for such species while additional research is conducted, and it is likely that the protection can later be revised based on more precise scientific information. Thus in some respects, the plan will be an interim plan, and included in the plan will be a procedure for resolving such issues and a timetable. A continuing effort will be made to fine tune the plan and to address its application to specific parcels of land. However, it would be the Administration's intent to put the plan into effect as soon as possible.

Legislative Assistance. In view of the procedural delays (for NEPA, comments and revisions) that must occur before an administrative plan can become effective, legislative assistance will be necessary. Specifically, the plan will propose that Congress legislatively permit it to go into effect immediately and that the plan would be statutorily authorized until such time as it becomes administratively final. The purpose of this would be to allow timber sales to proceed while the plan is going through the review process, as long as the sales are consistent with the plan. For this to happen (i.e., for the plan to affect the 1994 timber harvest) Congress must act before the August recess.

Economic Assistance. In addition to the forest management plan prepared by Interior and Agriculture, an important part of the Administration proposal would be assistance to individuals (and communities) adversely affected by timber harvest reductions. It is expected that this part of the plan would be developed by the Department of Labor. It is possible that some of this effort could be funded through receipts from timber sales. Examples might include:

- Establishment of a Community Rural Development Fund, to provide grants, loans, and micro-loans to communities and businesses for the purpose of diversifying the local economy, funding technological improvements, or other purposes.
- Establishment of a Dislocated Forest Worker Assistance Account, administered by state employment agencies who would disburse money to assist affected workers.

On the other hand, many counties are already heavily dependent on receipts from timber sales, which creates additional pressure for timber harvests that may be larger than those possible under a plan for sustainable yield. Alternative sources of funding

should be considered.

Other Issues. In the course of determining an Administration proposal, some other issues that should be considered include:

- must be done* //
- Conservation contracts. Consideration should be given to a vehicle for replacing lost jobs with opportunities for woodworkers to restore ecosystems, practice alternative harvest methods, and provide for recreational opportunities.
 - Log exports. This is a sensitive subject, but it should be discussed -- ways to limit it and indirect ways to discourage exports and encourage domestic processing of logs from private lands.
 - Budgeting. The current line item budgeting for timber, recreation, fish and wildlife habitat, etc. focuses resource managers on meeting specific targets. Budgeting mechanisms to provide for more integrated resource management need to be developed.