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Forest Conference-Environmentalists

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THE WHITE HOUSE
WASHINGTON

MEMORANDUM TO: Jim Lyons
Mark Gaede
George Frampton
Don Barry
Tom Tuchmann
Peter Coppelman
Steve Odell
Mike Gippert
Pete Raynor

FR: Will Stelle *WGS*

RE: List of Items on Option 9

DATE: 16 February 1994

The Ancient Forest Alliance sent me the list of following items that it believes are necessary to make Option 9 legally sufficient. Obviously, to the extent that we have not made these changes in the SEIS, we should be prepared to address why our current position is adequate in the ROD.

As an aside, I have also been advised that one of the main vulnerabilities in our current position is the assumption in the DSEIS that the habitat on non-Federal lands would remain unchanged. We need to ensure that we address that issue squarely in the ROD.

cc. K. McGinty

TO: Katie McGinty, Will Stelle
FROM: Ancient Forest Alliance
DATE: February 14, 1994

SUBJECT: Option 9 Recommendations

1. Thank you for the opportunity to meet with you to present our views on the draft Environmental Impact Statement on the management of federal lands within the range of the northern spotted owl. We wish to emphasize once again our hope that the final EIS and the subsequent ROD are both scientifically sound and legally responsible. We believe the following changes must be made in order to meet those goals:
 - a. Protection of ancient forest areas outside of the projected reserves is absolutely necessary in order to provide the biological connectivity necessary to provide for the viability of old growth species required by federal law. Protecting additional ancient forests in revised and expanded reserves will significantly improve the viability ratings for terrestrial and aquatic species extant in Northwest forests.
 - b. Elimination of salvage and thinning in Late-Successional Reserves. Presumed benefits to spotted owls of silvicultural manipulation are conjectural, at best, and these activities increase risks for many smaller species. Some thinning activities may be appropriate in drier provinces (Klamath-Siskiyou and east-slope Cascades), but only where high fire hazard can be documented in previously fire-suppressed stands.
 - c. Expansion of riparian corridors on ephemeral streams to meet the recommendations of the Scientific Analysis Team.
 - d. Protection of key watersheds (both Tier 1 and Tier 2) by removing them from the timber base.
 - e. Elimination of Adaptive Management Areas and the protection of ancient forests, Roadless Areas and riparian areas now imbedded in AMAs by designation of additional Late-Successional Reserves.
 - f. Protection of any remaining Roadless Areas from roading and logging which will ensure an additional margin of safety for species conservation, with minimum impact on timber cutting levels.
 - g. Protection of all remaining suitable marbled murrelet habitat on federal lands plus dedication of adequate acreage to grow back 50 percent more suitable acreage (an SAT report recommendation).

Katie McGinty/Will Stelle

February 14, 1994

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2. You requested information on areas where biological connectivity is lacking. Listed below, from North to South, are the areas where we have identified significant holes in connectivity between forests in the Pacific Northwest:
 - a. I-90 Corridor: Private lands and an AMA fragment the central section of the Cascade Range in Washington State.
 - b. Gifford Pinchot NF: North/South connectivity in the Gifford Pinchot NF is hampered by the Sispus AMA, which cuts the NF in half.
 - c. North/South connectivity in the Mt. Hood NF is impaired by Matrix lands.
 - d. The Willamette NF is the most heavily fragmented national forest in Oregon, and suffers significant losses in North/South connectivity due to the designation of large areas of this forest as Matrix.
 - e. In the Eastern portion of the Umpqua NF, lands in the Matrix prevent an East/West connectivity.
 - f. A biological bridge between the Siskiyou biological province and the Cascade Range is broken by a checkerboard mix of private lands and federal lands proposed as Matrix, and by the Applegate AMA, which sits squarely between two Late-Successional Reserves.
 - g. A similar failure in East/West connectivity appears between the Coast Range and the Roseburg SEA, where O&C lands and private lands act to bisect biological corridors.
 - h. In Northern California, the Hayfork AMA blocks connectivity between Late-Successional Reserves in this region. North/South connectivity can be restored with the protection of Roadless Areas in this AMA as Late-Successional Reserves.
 - i. In the Mendocino NF, a sordid history of overcutting has left a landscape almost devoid of connectivity. The only possibility of providing North/South connectivity in this fragmented area lies in protecting critical watersheds and Roadless Areas currently designated as Matrix lands.

NEWS RELEASE



THE PACIFIC RIVERS COUNCIL

P.O. Box 10798 • Eugene, Oregon 97440
(503) 345-0119 • Fax (503) 345-0710

FOR IMMEDIATE RELEASE
CONTACT: Bob Doppelt
David Bayles

Will

*Copy to
Kur*

April 1, 1994
3 Pages

ONE YEAR AFTER PRESIDENT'S FOREST CONFERENCE, PRC SAYS LANDMARK STEPS HAVE BEEN TAKEN, YET SOME IN TIMBER INDUSTRY CONTINUE TO SHAMELESSLY SEEK TO OVERTHROW ENVIRONMENTAL LAWS

Eugene, Oregon: A participant in President Clinton's Forest Conference in April 1994, PRC Executive Director Bob Doppelt, said today that the administration has taken historic steps toward developing a forest plan that meets scientific and legal tests. Despite this, some in the timber industry continue to shamelessly mislead the public to overturn the nation's environmental laws. Citing information from a timber industry group called the "Citizens to Protect the Pacific Northwest and Northern California Economy", and other timber related events, PRC said that since the Forest Conference it has become clear that the real issue has always been "jobs vs jobs", not "jobs vs. the environment," that more than just timber workers have been harmed by the illegal overcutting of the forests, and that the nation's environmental laws are vital to our democratic process and to restoring salmon and watershed ecosystems.

"One year ago, I joined with President Clinton and others at the Forest Conference to examine the problems caused by decades of illegal overcutting of the region's forests," said Doppelt. "At that conference, and through the subsequent work of administration scientists we have clearly learned that the overcutting has seriously harmed the region's salmon, fishing industry and watersheds, and ultimately the long term economic health of our region."

"I think the President deserves a great deal of credit for allowing the honest facts about the degraded conditions of our forests to be put on the table for the first time. He also deserves credit for establishing a long overdue new land and water management scheme: ecosystem based watershed conservation. While we may have reservations about some of elements of the FSEIS, if the plan is sufficiently buttoned up, and implementation is carefully and fully done, the President will have taken historic steps for our generation and future generations.

"Despite this, some in the timber industry continue to shamelessly mislead the public in order to pressure Congress to overturn vital environmental laws...all so they can continue to reap huge profits."

"For example, if the so called 'Citizens to Protect the Pacific Northwest and Northern California Economy' really want to tell the public the whole truth and really care about the Northwest, they should have written their comments like this:

Thousand of fishing jobs lost... Coastal fishing communities in decline...Virtually all old growth timber cut on forest lands in the spotted owl region... And a forest policy that continues to drive salmon and other species towards extinction....These are the very real consequences of the policies of the past that have gripped our region since 1981...and the timber industry wants to ensure that there is no end in sight. (See attached flier for their actual words).

"It is time for the public to say 'no more' to the misleading rhetoric from these members of the timber industry, and to stand up and defend the laws that are fundamental to our democracy," said Doppelt.

"Let's recall a little history," said David Bayles, PRC Public Lands Director. "We need to remember that the spotted owl forests are shut down by court order, because the Reagan/Bush administrations refused to follow the law."

"What laws were these? First, the National Environmental Policy Act, which requires the government to reveal the environmental consequences of major actions (like forest plans) before engaging in those actions. NEPA gives the average citizen the right to challenge the government when they ignore important information in an environmental impact statement.

"Second, The National Forest Management Act, which requires that in planning for the use of National Forests, all the different values of the forest -- including recreation, logging, grazing, wildlife, fisheries -- must be balanced in a Forest Plan. Third, the Endangered Species Act, which prohibits the government from deliberately and knowingly driving a species into extinction.

"These are the laws that the timber industry now wants Congress to suspend. They were drawn up -- as all federal laws are -- through the democratic process of compromise between Republicans and Democrats. They were signed into law by Presidents Nixon and Ford.

"Some in the timber industry seem to think that the citizens in a democracy would be better off if the government did not have to disclose the environmental consequence of its plans, better off if the National Forests were managed more exclusively for logging, and better off if the government deliberately and knowingly drove salmon and other species into extinction, with no regard for our children or the future.

"These members of the timber industry are plainly wrong, and we must reject their greedy short-sighted behavior. If we believe in democracy, then we need these laws preserved, and we need them enforced. Judge Dwyer's decisions have been right, and the Clinton forest plan is on the right track," concluded Bayles.

"The President's Forest Plan may not be well liked by all sides, but progress has been made, and the timber industry's alternative is considerably worse. We must give the Clinton administrative the time it needs to develop a legally and scientifically sound plan," concluded Doppelt.

NORTHWEST FOREST UPDATE

MARCH 1994

Thousands of lost jobs . . . Communities in decline . . . Virtually no timber sales on federal forestlands in the spotted owl region . . . And a forest policy that continues to be driven by litigation . . . These are the very real consequences of the impasse that has gripped our region since 1990 — and there's no end in sight.

In the year since his Forest Conference in Portland, President Clinton's Administration has been working on a plan to break the gridlock. Although the "Option 9" plan does balance environmental concerns, it is seen as the crisis. Now, it appears that even forward.

Federal Judge will review the President's plan in a few weeks, and decide at that junction that has for the Administration has. Environmental Impact Statement will accompany the final plan. It goes to Judge Dwyer. EIS reveals some details of the final plan:

- The plan further reduces timber sale volumes below those in the draft July 1993 version, and will likely reduce them still further if its new provisions for spotted owl, streamside, and old-growth areas go into effect. The result would be a more than 80% reduction in historic levels of timber sales from the region, and reduced lumber supplies to meet the nation's housing needs;
- The plan faces a number of serious problems which may keep it from being implemented at all:

On top of all these problems, environmental groups have already announced their intention to file further lawsuits against the Administration's plan to increase timber sales from federal forestlands. This means that litigation will continue... unless the Administration is forced to

further complication of a timber sale beyond.

Executive's Role

The President's position on the plan is on at hand is. The anniversary of the conference is rapidly approaching. A number of reasons, the day.

Citizens to Protect the Pacific Northwest and Northern California Economy

1515 S.W. Fifth Avenue, Suite 515
Portland, OR 97201
(503) 276-4978

It is clear that lawsuits and other delays will only prolong the crisis. We need a genuinely workable policy for the management of our federal forest resources.

In the coming months, "Citizens to Protect" must continue to urge Congress to work with the Administration to find a solution — one which fairly balances social, economic, and environmental concerns for all the citizens of the Pacific Northwest and Northern California.



THE PACIFIC RIVERS COUNCIL

formerly THE OREGON RIVERS COUNCIL

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FAX COVER SHEET

TO: WILL STELLE

DATE: 1/21/94

ORGANIZATION: _____

FAX NUMBER: 202/456-2710

FROM: Bob Dappelt

NUMBER OF PAGES: 6
(including cover sheet)

COMMENTS: FYI

CONTACT: Kathi (In case of transmission problems)
Office: (503) 345-0119
FAX: (503) 345-0710

New Visions to Restore America's Rivers and Watersheds

offices also in Portland and Washington, D.C.

From: Willa Nehlsen, Salmon Recovery Project Director,
Pacific Rivers Council
James R. Karr, Director, Institute of Environmental Studies,
Professor of Zoology and Fisheries,
University of Washington
Judy Meyer, Professor of Ecology, University of Georgia
Christopher A. Frissell, Research Assistant Professor, Flathead Lake
Biological Station, University of Montana,
Research Associate, Department of Fisheries and Wildlife,
Oregon State University
David Bayles, Public Lands Director, Pacific Rivers Council
Jack A. Stanford, Jessie M. Bierman Professor of Ecology,
University of Montana

To: Dr. Thomas E. Lovejoy
Assistant Secretary
Smithsonian Institute
Washington, DC 20560

Dear Dr. Lovejoy:

Thank you for the opportunity to express our views on the scientific basis for strengthening the President's plan for owl forests. From the perspective of aquatic biodiversity and species recovery the central weakness in the President's plan is the failure to adequately protect the health of existing aquatic refugia.

In keeping with sound conservation, the FEMAT Aquatic Conservation Strategy is predicated on a federal regionwide system of "key watersheds" whose role as refugia is considered "crucial" [FEMAT V-46]. We agree with this approach, but suggest that while FEMAT prescribes such refugia, it fails to protect them. For such refugia to be effective over necessarily long recovery times (many decades to centuries) their integrity must be insured both in design and in implementation. The FEMAT preferred alternative does not provide that integrity, indeed it prescribes a rationale for introducing new human disturbance to those refugia. We find that the justification for such new disturbance highly speculative and its application entirely inconsistent with the conservation role of the refugia.

Nehlsen, et al., to Lovejoy
Concerning the President's Plan for Owl Forests
Page 1
January 20, 1994

The intact (or more relatively intact) watersheds that form the refuge system are the last best places --- they are the default refugia that remain in a highly altered landscape. Although they are disproportionately headwater areas, they are nevertheless the areas where:

- 1) land use, modification of flows, and non-native species have had the least impacts on the native biota;
- 2) connectivity is high;
- 3) the elements (genes, species, assemblages) and the processes (mutation/recombination, population demography, nutrient cycling) that are essential to the maintenance of these ecosystems are present, in contrast to the situation in lower reaches of the same systems; and
- 4) ecosystem function and habitat integrity are most likely to survive the next large magnitude flood.

Biotic recovery from disturbance is highly correlated with the presence of refugia, and inversely correlated with the distance to those refuges. A robust, secure, and well-distributed refugial system will be needed for a considerable span of time (many decades to centuries), even if the slow process of watershed recovery begins elsewhere promptly.

The FEMAT correctly observes that "stewardship of aquatic resources has the highest likelihood of protecting biological diversity and productivity when land use activities do not substantially alter the natural disturbance regime to which these organisms are adapted" [FEMAT V-29]. We agree, but it is important to recognize that the vast majority of aquatic ecosystems are already operating under disturbance regimes permanently or persistently altered by human activities. Furthermore, under the preferred alternative the natural disturbance regime will not in fact be the basis of management even in the proposed key watershed refugia. Natural disturbance regimes are certain to be accelerated by past and continuing incursion of road construction and logging activities in these generally steep and very sensitive watersheds.

First, under any alternative, refugia will be subject to the legacy of past disturbance superimposed on the natural regime. Since much disturbance in National Forest headwaters is relatively recent, its effects are still propagating across the landscape. In addition, much of the Pacific Northwest has escaped severe winter storms for more than a decade and mass movement triggered by recent logging and roadbuilding may yet be expected. We have not yet seen the full manifestation of the impact of disturbances that have accumulated over the past few decades. In other words, we are still several decades away from any general regionwide recovery of riverine ecosystems on federal lands. This is indeed exactly why establishment of watershed refugia is necessary. By advocating an active restoration program aimed at reducing the effects of past disturbance the FEMAT tacitly concedes the seriousness of the legacy of logging and roadbuilding even in the most remote and little impacted areas.

Second, the preferred alternative inappropriately encourages an administrative mechanism for the introduction of new disturbance into refugia, through a "Watershed Analysis" process which has never been well developed, funded or proven -- and which indeed remains largely unwritten. Watershed analysis is supposed to determine the form and extent of "land use activities compatible with disturbance patterns" [FEMAT V-55]. It is extremely difficult to identify ways that large scale resource extraction can occur on the steep sensitive lands that dominate federal holdings without incurring significant risk of accelerating or adding to a natural disturbance regime that is inherently volatile and chaotic. In addition, the relationships between land use and the health of ecosystems are not sufficiently well understood that claims of compatibility would be well founded. Prior to the past few months, many Forest Service officials claimed that past practices on federal lands have had no adverse effects on ecosystem health and biodiversity. How can we be certain we are up to the task today? We cannot. Refugia are necessary as a hedge against such uncertainty, not as a place to press on with large scale management experiments whose results can be irreversible. Management experiments should be developed under rigorous experimental design, should be conducted only outside of refugia, and should be based on a thorough analysis of the ecological effects of past practices.

The net effect of the preferred alternative's strategy is that the refugia will be subject to:

- 1) the natural disturbance regime,
- 2) the legacy of past disturbance,
- 3) new human disturbance supposedly "compatible with disturbance patterns".

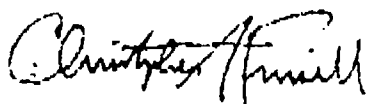
We know of no scientific justification for this approach. The conservation role of refugia can only be undermined by deliberate introduction of disturbance, however well planned. Programming additional human disturbance in these areas critically adulterates the concept of refugia and seriously jeopardizes their conservation function. If the management of refugia is to be modelled on the rate, pattern and intensity of natural disturbance then natural disturbance alone will provide exactly that. Management activities within refugia should appropriately be limited to reducing the effects of prior human-caused disturbance. Even this will be serious business. The proposed refugia are largely in headwater areas, where the frequency, intensity and consequence of natural disturbance are more severe than in lower reaches and where aquatic systems are less resistant to the effect of anthropogenic disturbance.

Even where it is possible, recovery may be long and difficult. There is very little basis for estimating the ability of large disturbed watersheds to regain effective ecological function or for wide-ranging species (e.g. anadromous salmonids) to redeploy population structures and life history strategies consistent with those recovering ecosystems. Similarly, at the ecosystem level the general conditions under which the effects of large scale disturbance of steep land watersheds are or are not reversible are not well understood. Under the twin conditions of highly significant gaps in knowledge and a highly altered regional matrix of ecosystems, the few remaining functional watershed refugia are invaluable and irreplaceable. They must be managed to maximize the likelihood that they will continue to function as landscape refuges for aquatic species into the indefinite

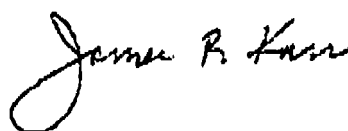
future. FEMAT should more clearly describe the goals and objectives of watershed refugia, and the need for their establishment, so that the importance of such watersheds will become clear to policy makers, managers and citizens.

We can provide a bibliography to the relevant literature if that is desirable.

Sincerely,



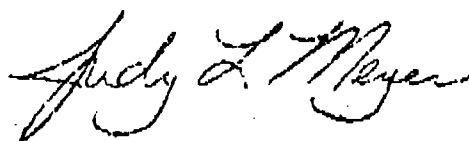
Christopher A. Frissell
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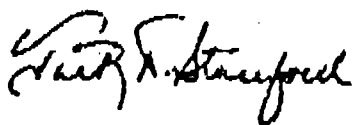
James R. Karr
Director, Institute of
Environmental Studies
Professor, Zoology and
Fisheries
University of Washington



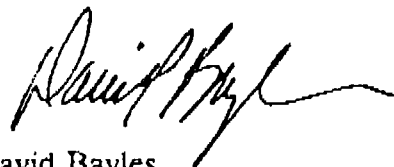
Willa Nehlsen
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Jack A. Stanford
Jessie M. Bierman Professor of
Ecology
University of Montana



David Bayles
Public Lands Director
Pacific Rivers Council

VISION 2020

RESTORATION FORESTRY AND ECOSYSTEM MANAGEMENT PROJECT PROPOSAL

The Clinton Administration has stated that protecting ancient forest ecosystems and sustaining local economies are national priorities. They are seeking ideas to move the debate out of the courtroom. The Trees Foundation and its affiliates have been researching practical methods to accomplish this objective and propose **VISION 2020: Restoration Forestry and Ecosystem Management**.

VISION 2020 brings together practitioners of sustainable forestry with Native Americans and US Forest Service (USFS) personnel to draft an Ecosystem Management Strategy for the 52,000 acre Bluff Creek watershed. Bluff Creek is a tributary to the Klamath River, and lies entirely in the Six Rivers National Forest (SRNF). Forest restoration, harvesting of timber and non-timber products, and traditional Native American uses will be charted to the year 2020. Concrete proposals to revitalize forest dependent communities by matching local initiatives with sustainable industries are key components in the strategy.

PROJECT GOALS

#1 FORM PARTNERSHIPS FOR LAND MANAGEMENT OBJECTIVES

VISION 2020 brings together the expertise of US Forest Service personnel, local grassroots activists, and Native American tribal resource managers to develop this Ecosystem Management Strategy for the Bluff Creek watershed. A Memorandum of Understanding between the USFS, the Karuk Tribe of California and the Trees Foundation (Trees), was recently drafted to formalize commitment to the goals of the partnership. (see Appendix)

#2 DRAFT AN ECOSYSTEM MANAGEMENT STRATEGY

An essential component to restoration forestry is the development of a long-term management strategy. The Ecosystem Management Strategy requires gathering and integrating extensive biological, social and economic data. Primary consideration will be given to indigenous cultural values and to restoring and maintaining a healthy ecosystem for all living things within the watershed. The economic well being of the local community will also be provided for. A Final Management Plan will grow out of the Ecosystem Management Strategy to be developed over the next eighteen months.

#3 PRODUCE CERTIFIED ECOLOGICALLY HARVESTED FOREST PRODUCTS

Products harvested under the Plan will carry ecological forest product certification. This market oriented approach to sustainable forestry is at the forefront of the prevailing political/economic climate and will stimulate an appreciation for the unique nature of forests and forest products.

#4 CONVENE AN INTERNATIONAL CONFERENCE

In order to utilize the expertise of the international scientific community, and to promote the feasibility and desirability of sustainable forestry, Trees will sponsor an International Conference, **VISION 2020**, to be held May 1995, here on the North Coast.

A Draft Strategy with background data will be circulated to attendees prior to the event to maximize convention effectiveness. The Final Ecosystem Management Strategy will reflect concerns and suggestions raised at the conference, including techniques for monitoring and review.

The Final Management Plan and NEPA documents will be prepared by SRNF in July, and, following approval, on site prescriptions will begin in the Fall.

#5 PROVIDE A NATIONAL MODEL FOR ENVIRONMENTAL CONFLICT RESOLUTION

The participation of local organizations will enhance public confidence in USFS and advance the resolution of a major national conflict. The Trees Foundation has initiated the concept of cooperatively managing public lands on California's North Coast, resulting in a draft Memorandum of Understanding between SRNF, the Karuk Tribe and Trees. A similar project with the Bureau of Land Management is pending. Trees is currently seeking funding to continue coordinating these efforts.

THE NEED FOR THE PROJECT

The critical situation of Pacific Northwest anadromous fishery stocks requires immediate action. **Essential to the survival of salmon runs is the rehabilitation of riparian as well as upslope forests.** Restorative forestry practices stabilize watersheds by contributing to the longterm health of the soil. Torrential storm events become less likely to result in massive soil movements, thereby allowing natural riverine processes to flush out sediments accumulated from abusive land practices.

Terrestrial habitat loss from public and private timber harvesting has resulted in judicial review enjoining activities in much of the Pacific region. The US Forest Service, Six Rivers National Forest (SRNF), has voluntarily halted operations in environmentally sensitive habitats. Resource based communities in Northern California are suffering economically with little reason to hope that the timber boom of the past decades will continue once endangered species issues are resolved.

Lands which were timbered shortly after World War II are now in various stages of succession. The natural competitive process has produced dominant trees crowded among weaker individuals. Dense stands encourage fire, an historically common occurrence, causing high mortality and setting back regeneration several decades. Their high susceptibility to catastrophic fire also threatens neighboring mature stands. Barring destruction by fire, unsuccessful trees in young plantations, die and fall to the forest floor.

Natural fires beginning in old growth tend to burn low and cool and put themselves out. However, fire entering from plantations at the crown height burns hot and destructively through older stands. Therefore, the best insurance is to open up the short, young, dense plantations and retard fire access to the crown. **A "No Management" alternative does nothing to protect valuable old growth and early mature stands from catastrophic fire.**

The ancient forest that occupied the region cannot be rapidly recreated naturally. Thinning and pruning stimulates the growth of the young plantation, raising the canopy and shortening the time when it will be capable of providing complex wildlife habitats and timber products.

Removal of naturally selected suppressed trees in crowded plantations presents an opportunity for economic benefit. (All the material cannot be removed, however; some must be left to decay on the forest floor for structural diversity.) Thus, on the same entry, we can provide fire protection, stimulate the growth of the dominant trees, and create essential diversity. It can also be financially rewarding, creating employment in the woods and providing timber for processing facilities. **A "No Management" alternative does not adequately address the present needs of the forest or the forest dependent communities.**

The courts have reacted to diminishing old growth ecosystems by requiring comprehensive plans for maintaining existing and recruiting new habitat to insure the survival of threatened species. Restoration forestry satisfies this mandate. It is pro-active. **Recruitment of habitat and acceleration of the natural processes for habitat restoration are the primary considerations in restoration forestry.**

ECONOMIC BENEFITS

Recent data gathered by SRNF indicate a sizable component of plantations in need of thinning. Chief Ecologist Tom Jimmerson has calculated that 1,762 acres of pole stands exist in the Bluff Creek watershed, which could benefit from the removal of 50 to 200 trees per acre. This yields from 1000 to 4000 Board Feet per acre of 4 to 8 inch diameter conifers. As sawlogs destined to become framing lumber, **these poles represent from \$1,101,250 to \$4,405,000 delivered to the mill.** It requires 3 person days per acre to complete the restoration prescription and an additional 2 to 5 person days per acre to land harvested timber, or from 8,810 to 14,096 person days in Bluff Creek. At a wage of \$15 per hour, the labor cost, excluding trucking, will be from \$1,057,200 to \$1,691,520. Thinning sales, while part of the restoration practices, will fund ongoing data collection, monitoring and review of the Plan.

Suppressed Douglas fir poles are characterized by slowly grown, tight grained wood. In Eugene, Oregon, Springfield Forest Products, Inc., pays 10 per cent above sawlog prices for 5 inch and greater diameter poles from which they peel veneer. **Suppressed sapling lumber can also be manufactured into finished lumber replacing fine grain old growth timber for handrails, molding, trim, etc. at a value twice that of framing lumber.**

Restoration prescriptions for some sites may dictate the removal of hardwoods which have grown more vigorously than the conifers. This practice accelerates the growth and increases the value of future conifer stands. Abundant hardwoods are considered "weed species" by the timber industry because they compete with conifers, the mainstay of sawlog production facilities. Hardwoods have been chipped for pulp, at a value of \$350 per thousand board feet. Yet in Briceland and Arcata, **small manufacturers successfully produce premium flooring and finished lumber from these same hardwoods, worth \$2500 per thousand board feet.**

Tanoak saplings can also be utilized as a growing medium for shitake, oyster, and other mushrooms, much in demand for the domestic and Asian market. Three foot long, six inch diameter logs sell for \$1.25 each. An acre of thinnings yields 300 such logs, each capable of producing \$8 worth of mushrooms each year for five years, or \$12,000.

Undervalued sapling material when chipped for pulp and electricity generates very little income for the local economy. Product research and market development will contribute greatly to the economic success of industries springing up to process the steady flow of raw material coming off the project area. **The young forest can be utilized to sustain rural communities while the work of restoring ecosystem vitality proceeds.** Revenue enhancing processes to bring high end products to the market must be encouraged.

The community of Orleans, CA, located near the confluence of Bluff Creek and the Klamath River, after a series of community meetings facilitated by SRNF, is seeking ways to finance local entrepreneurs who wish to establish this value-added manufacturing. The Karuk Tribe and Trees are participating in this process.

OBJECTIVES TO BE ACCOMPLISHED IN 1993:

#1 CREATE INITIAL MOU AGREEMENT BETWEEN KARUK TRIBE, TREES FOUNDATION, AND SIX RIVERS NATIONAL FOREST (JUNE - JULY)

-Produce Draft MOU by consensus (see Appendix)
(Accomplished 15 April, 1993)

-Signed MOU by Karuk Tribe and Trees Foundation with one addition to Draft. (see Appendix)
(Accomplished 18 May, 1993)

-Negotiate signing of MOU by SRNF
(In progress)

#2 BUILD COMMUNITY AWARENESS AND SUPPORT FOR THE ROLE THAT RESTORATION FORESTRY CAN PLAY IN THE REHABILITATION OF DAMAGED ECOSYSTEMS AND THE STABILIZATION OF LOCAL ECONOMIES

-Engage Karuk Tribe Natural Resources Department
(Accomplished 24 February, 1993)

-Attend Local Economic Development Planning Meetings
(In progress)

-Brief and Present Working Papers to Supervisors of Del Norte, Humboldt, and Trinity Counties, California State Assembly and Senate Representatives, and US House and Senate Representatives
(In progress)

-Obtain Letters of Support from Elected Officials
(In progress)

#3 SECURE APPROPRIATIONS FOR FEDERAL PARTICIPATION IN THE MANAGEMENT TEAM (JUNE - OCTOBER)

-Integrate VISION 2020 within the Framework of the Forest Summit Process
(In progress)

-Maintain Communication with Congressman Hamburg, White House Liaisons, and the Departments of Interior and Agriculture
(In progress)

**#4 GENERATE ENTHUSIASM AND SUPPORT ON THE PART OF THE
SRNF STAFF FOR PUBLIC PARTICIPATION IN THE LAND
MANAGEMENT PROCESS (JUNE - OCTOBER)**

-Integrate Satellite Imagery Capability of Karuk Tribe into SRNF GIS Mapping

-Interface the Principles of Restoration Forestry with Existing Biological Data Compiled by SRNF Timber, Wildlife and Fisheries Departments
(In progress)

-Inform and Educate Region 5 US Forest Service Administration about the Proposed Ecosystem Strategy
(In progress)

**#5 DRAFT AND SIGN WORKING AGREEMENT LEADING TO
LONGTERM MANAGEMENT STRATEGY DOCUMENT (JULY -
DECEMBER)**

-Create Administrative Structure for Accomplishing Goals Delineated in Initial MOU

-Identify and Secure Additional Partners to the Agreement

-Negotiate Contribution of Each Partner

-Secure the Signing of All Partners

-Establish Tasks and Timetable

**#6 MAINTAIN COMMUNICATION WITH OTHER PUBLIC LAND
PARTNERSHIPS AND PRACTITIONERS OF RESTORATION
FORESTRY (JUNE - DECEMBER)**

-Participate in meetings and peer review of papers with the Applegate Partnership, the EcoForestry Institute, and the Forest Trust
(In Progress)

-Aid Organizations Seeking Partnerships on Federal Lands
(In Progress)

IDENTIFIED PARTNERS

USFS Region 5, SRNF, the primary land agency, and the **USDA Forest Service Redwood Science Laboratory** provide staff, expertise and data.

The Trees Foundation works to improve public forest policy and to provide organizational support for local forestry oriented groups. Trees has contact with local experts and experience organizing co-ordinated environmental efforts.

The Karuk Tribe of California has thousands of years of experience working with the land as well as a Natural Resources Management Department with satellite imagery capabilities.

The Institute for Sustainable Forestry (ISF) developed the "Ten Elements of Sustainability" and the Pacific Certified Ecological Forest Products (PCEFP) certification program with funding from the California Department of Forestry and Fire Protection and various private foundations. ISF also produces public education workshops maintains a pilot project in Briceland, CA, and is working on watershed-based economic development models.

The Northcoast Environmental Center (NEC) has been active in all environmental concerns in the Klamath Province.

Federal and state resource agencies, and Humboldt State University Departments of Natural Resources and Forestry are potential partners.

Local environmental organizations can help overcome the present gridlock by contributing their expertise to the management process. Because they do not have to satisfy a national constituency, decisions can be made quickly and efficiently, with community approval assured. National environmental organizations will demur to these recognized local interests and remove themselves from adversarial roles.

PROJECT PRINCIPALS

Trees Director **Michael Evenson** is coordinating the VISION 2020 project. He has been working in the North Coast woods since 1967, most recently as a horse logger. Michael is the sole proprietor of a recycled lumber business, a Resource Professional, on the Board of Directors of the Mattole Watershed Salmon Support Group, a Senior Advisor to the Mattole Restoration Council's Estuary Project, and a member of the Coordinating Council of the Mattole Watershed Alliance. In 1990, he was the Field Producer for the international award-winning video, "The Forest Through the Trees."

Trees Director **Tracy Katelman** is assisting the VISION 2020 project. Tracy is currently the Public Education Coordinator for the Institute for Sustainable Forestry, and was the organization's first Executive Director. She has a Masters Degree in Wildland Resource Science from the Department of Forestry and Resource Management at UC Berkeley. She was appointed to the State of California Forest Stewardship Coordinating Committee. Tracy has over a decade of grassroots environmental experience, working with organizations such as the Environmental Protection Information Center (EPIC) and the Rainforest Action Network.

Natural Resources Manager for the Karuk Tribe **Robert Rohde** has recently been named Technical Work Group Chair for the Klamath River Basin Fisheries Task Force. Robert has a Bachelor of Science Degree in Natural Resources Management, Fish and Wildlife Specialty, from California Polytechnic State University and a Masters of Science Degree in Forestry Management Planning from Humboldt State University. He is also a PhD candidate in Remote Sensing of Forest Resources at the University of Maine.

Six Rivers National Forest, Orleans District Ranger **John Larson** holds a Bachelor of Science Degree from UC Berkeley. John is a twenty five year employee of the US Forest Service and has been a District Ranger since 1978. He has served as Orleans District Ranger for eleven years and is active in Orleans community organizations with his wife, a lifelong resident of the area.

TIME LINE

1993	April June July September December	Draft Initial Memorandum of Understanding Form project partnership, Sign MOU Draft Management Team MOU Sign MOU Integrate existing data and determine data needs and methods to fulfill those needs Initiate dialogue with local BLM Area Manager
1994	January November	Collect Data and Begin To Develop Prescriptions Produce Draft Ecosystem Management Strategy
1995	January May July Fall	Circulate DRAFT Strategy and data to Conferees VISION 2020 Conference Produce Final Ecosystem Management Plan Prepare NEPA Documents Implement practices
1996	Spring	Monitor and Review

SECTION NOTES

White House, Environmentalists Agree on Timber Harvesting

The Clinton administration and environmental groups reached agreement Oct. 7 to allow some timber harvesting in old-growth Pacific Northwest forests, while a long-term solution is sought to a dispute over protection of the threatened northern spotted owl.

The agreement must be approved by U.S. District Judge William Dwyer, who has imposed an injunction that blocks timber-cutting while the owl issue is pending. Environmental groups have sued the federal government, saying it is violating endangered species protections. (*Weekly Report*, p. 1726)

Under the agreement, the administration would allow 83 million board feet of timber to be harvested to help the economies of logging-dependent communities. The administration hopes that additional timber will be released for cutting before year's end.

A comprehensive plan to end the battle between timber jobs and the spotted owl — released by the administration in July — remains under review. Until that plan is accepted by the courts, the administration has agreed to help defeat efforts in Congress to sidestep federal environmental protections.

House OKs Bill To Help Areas Hurt by Timber Limits

The House by voice vote Oct. 6 cleared a bill (S 1508) to extend eligibility for economic development assistance to rural communities that face economic hardships caused by restrictions on timber harvesting in adjacent national forests.

The Senate passed the bill by voice vote Sept. 30.

The bill would amend a provision of the 1990 farm bill (PL 101-624) that provides, through the U.S. Forest Service, economic development assistance and diversification programs to communities that are economically dependent on timber from national forests.

It would clarify that unincorporated areas — as well as the towns,

townships and municipalities specifically provided for in the 1990 bill — would be eligible for aid.

Current law makes counties with fewer than 22,550 residents eligible for aid. S 1508 would change the standard to "any county that is not contained within a Metropolitan Statistical Area." Supporters of the change said that whole counties were being unfairly excluded from the program because of the presence of a single small city within the county.

The bill also would make non-profit corporations or institutions organized to promote economic development eligible for aid, along with government agencies.

The administration has said it will use the community assistance program to cushion the impact of job losses caused by its plan to overhaul the management of national forests in the northwestern United States. (*Weekly Report*, p. 1726)

House Bill Renewing NSF Would Boost Aid to Research Labs

By voice vote Oct. 6, the House Science, Space and Technology Subcommittee on Space approved a draft bill to reauthorize the National Science Foundation (NSF) for three years.

The bill would authorize \$2 billion in fiscal 1994, about 8 percent more than the fiscal 1993 appropriation; \$2.62 billion in fiscal 1995; and \$2.88 billion in fiscal 1996.

Sherwood Boehlert of New York, ranking subcommittee Republican, offered and then withdrew an amendment to cut more than \$400 million from the fiscal 1994-95 authorizations and eliminated the fiscal 1996 authorization. He said he would offer the amendment in full committee.

The measure would authorize \$250 million in each of the three years to modernize academic research facilities. That would amount to a fivefold increase from fiscal 1993.



Boehlert

Senate Clears Measure Revising Rate System for REA Loans

Without debate, the Senate easily cleared a bill (HR 3123) Oct. 4 that would put in place a new interest rate system for loans made through the Rural Electrification Administration.

Under the bill, interest rates for most rural telephone and electric loans would go up. They would be tied to rates paid by municipalities who borrow money from the federal government. The number of areas that qualify for rural loans would be increased; to qualify for telephone loans, states would have to show they are trying to improve rural telecommunications services.

The bill does not resolve several sticky issues involving rural telephone and electric loans, which have to do with the ability of municipalities to annex developing territories near their borders. Language addressing that conflict had been included in the fiscal 1994 budget reconciliation bill (HR 2264 — PL 103-66), but was dropped. (*Weekly Report*, p. 2138)

HR 3123, as cleared, also would allow rural electric cooperatives to participate in the water and sewer development grant and loan programs administrated by the Rural Development Administration of the Agriculture Department.

Access to these loans was a primary objective of the National Rural Electric Cooperative Association, which represents many of the nation's rural electric borrowing groups. (*Weekly Report*, p. 2039)

Merchant Marine Subcommittee OKs Donation of Ships

By voice vote Oct. 6, a House Merchant Marine subcommittee approved a bill (HR 58) to authorize donation of six vessels from the National Defense Reserve Fleet to three nonprofit organizations that want to use the ships as memorials to merchant mariners.

The reserve, or merchant marine, fleet was established in 1945 to help meet shipping needs during emergencies and support the military in times of war. Older vessels occasionally are scrapped or sold to states that sink them to create artificial reefs.

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SOCIO-ECONOMIC REVIEW REPORT RELEASED AUG. 24

CLINTON FOREST PLAN: BUREAUCRACY, BETRAYAL AND BLACKMAIL

PORTLAND, Ore. -- The Clinton forest plan is a bureaucratic blend of betrayal and blackmail that dramatically underestimates the job losses and social trauma that will come with drastic logging cutbacks in the Pacific Northwest.

That's the gist of a report released in Portland today by timber community leaders from Oregon, Washington and California. The report is the work of scientists and economists who have been studying the social and economic aspects of the Clinton plan.

Dr. William McKillop, professor of forest economics at the University of California, Berkeley, chaired the project.

"We were asked to find out if the task force provided the President with the most credible and appropriate data available regarding impacts to society and the economy," McKillop said. "Clearly, the President did not receive the best data on which to base his decision. In terms of social and economic impacts, it appears the President was acting in the dark."

"The plan shows virtually no concern for the welfare of people and is environmentally irresponsible because it ignores adverse national and global effects," Dr. McKillop said. "It prompts the question whether it is ethically and morally defensible to demand a pristine domestic environment through continued and increasing reliance on other regions of the world."

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Socio-Economic review - page 2

Pat Anderes, board member for Oregon Lands Coalition, which sponsored the study in cooperation with O and C Counties and grass roots groups in Washington and California, said the panel's report poses critical questions about the long-term viability of the Clinton Plan.

"The President is asking the people who live at the foot of the forest to believe in a plan based on faulty methodology and simplistic, poorly grounded analysis," Anderes said. "This study shows the plan is actually a convenient mix of flawed assumptions used to arrive at a politically correct 'solution.'"

"We had hoped for a plan that would rescue workers and communities from four years of emotional and economic siege," Anderes said. "Instead, we were handed a 'smoke and mirrors' package that promises to decimate the rural community culture and small town life in this region."

Larry Mason of the Washington Commercial Forest Action Committee, Forks, Wash., said the study serves as an objective but brutal indictment of the President's plan.

"This proves the Forest Conference was nothing but a cruel charade," said Mason, who sat with Clinton at the Forest Conference table April 2. "The President professed balance when he actually had no intention of looking at the true social or economic costs, on a local, regional or national scale."

On the community level, Mason said the Administration's desperate efforts to secure support for the plan are now being viewed as blackmail because of recent disclosures by Peter Yu of the President's National Economic Council. Yu -- and the President -- had originally told communities that more than \$1 billion dollars would be available for retraining and economic diversification.

In recent meetings with county commissioners, however, Yu essentially said communities must endorse the President's plan if they hope to compete for funds. He also said local groups will have to go to Washington, DC, to lobby Congress for the money.

Findings from the Oregon Lands Coalition study are being delivered to the White House this week with a request for an emergency meeting with key social and economic advisors.

THE SCIENTIFIC PEER REPORT: BACKGROUND AND OBJECTIVES

Workers and community leaders across the Pacific Northwest were inspired last spring when President Clinton said he was committed to developing a forest solution that would recognize the needs of people, wildlife and our forests.

Heartened by the President's personal interest, we hoped for a resolution that would rescue families, small businesses, communities and county governments from four years of emotional and economic siege. Instead, we were handed a radical, smoke and mirrors package that promises to force our rural communities into a cultural genocide, while locking up millions of acres of forest to be eaten alive by bug and disease.

The Administration's selection of such a drastic plan prompted immediate and serious questions about the information gathering process. As workers and community leaders, we were concerned that the funnel of information was perhaps too narrowly restricted -- that the information gathering process was too limited to allow the best scientific, social and economic data to get to the table.

Our questions:

● DID THIS PROCESS PROVIDE FOR THE PRESIDENT THE BEST, MOST CREDIBLE DATA ON WHICH TO BASE HIS DECISION?

● IF NOT, WHAT WENT WRONG? HOW AND WHY DID A PROCESS AIMED AT ACHIEVING AN EQUITABLE SOLUTION GO ASTRAY?

To answer these questions, and to help the Administration understand where its solution seeking process may have failed, grass roots groups in Oregon, Washington and California have joined with O and C Counties in the pursuit of a scientific peer review assessment. We recruited a team of internationally respected scientists and economists to look closely at the assumptions and methodology used to outline social and economic factors related to:

- job losses;
- losses in revenue to federal, state and local governments;
- increased costs related to skyrocketing unemployment and welfare;
- losses to regional income;
- increased costs to consumers;
- impacts on the US balance of trade;
- increased pressure on families and rural community cultures;
- and the environmental impacts on national and global spectrums.

An analysis of President Clinton's July 1, 1993 Forest Plan

Report of the Oregon Lands Coalition Socio-Economic Review Panel

**William McKillop, Professor of Forest Economics
College of Natural Resources, University of California, Berkeley**

**Jim L. Bowyer, Professor and Head
Department of Forest Products, University of Minnesota, St. Paul**

**Mark Rasmussen, Forest Economist
Timber Data Company, Eugene, Oregon**

August 18, 1993

Executive summary

Introduction

The Clinton Forest Plan displays virtually no concern for the economic health of the timber producing region of Washington, Oregon and California, the welfare of the regional workforce and the viability of rural communities.

No consideration was given to ways in which federal law and associated regulations should be amended or applied to give people and communities equal consideration with plants and animals.

No consideration was given to requiring rigorous scrutiny of the actions of regulatory agencies.

The Forest Ecosystem Management Assessment Team (FEMAT) report gave no explicit description of the immense cost to society of the Plan in terms of job losses, losses in revenue to federal, state and local governments, increased unemployment compensation, loss of regional income and increased costs to consumers.

FEMAT failed to address the adverse impacts of the Plan on the U.S. balance of trade and on environmental quality at the national and global levels.

Baseline harvest levels

The charge to FEMAT and other Working Groups did not require them to gauge the social and economic costs of various options by comparing them to a baseline alternative which reflected concern for local communities and regional economies.

The most appropriate baseline period for assessing the deficiencies of the Clinton Forest Plan is the ten-year period, 1980 through 1989.

U.S. Forest Service Region 6 harvest levels in 1980-89 have been incorrectly characterized as record highs. Average harvest levels of the 1960's and the 1970's were higher than during the 1980's.

It is improper to claim that existing Forest Service management plans significantly overestimated the amount of timber available for harvest and prescribed high harvest levels that could not be sustained. Harvest levels projected in existing plans were sustainable, given the land allocations made at that time.

Land use allocations

Timber harvesting is already precluded on 6.98 million acres of Congressionally-withdrawn federal land which is 29 percent of the 24.26 million acres of federal land within the range of the Northern spotted owl.

Harvesting is also precluded on 1.65 million acres that were administratively withdrawn during earlier forest planning efforts.

These Congressional and administrative withdrawals, totaling 8.63 million acres (36 percent of the total federal acres) represent a substantial prior commitment to preserving natural ecosystems on the public forests.

Current regulations governing timber harvesting and road building on federal lands ensure adequate protection for water quality, fish habitat and soil productivity.

Land use plans that were in force prior to 1989 cannot legitimately be characterized as promoting timber production without regard to other values.

Under the Clinton Plan, 9.28 million acres will be withdrawn from timber production to provide "late-successional reserves" and "riparian reserves", in addition to 8.63 million acres in Congressionally and administratively withdrawn status.

Timber harvesting will thus be precluded on 17.91 million acres (74 percent) of federal lands in the owl region, and will be subject to intense regulation on the remaining acreage.

Reductions in timber outputs

The Clinton Plan calls for a federal scheduled timber harvest level in the owl region of 1.084 billion board feet (Bbf) per year. This is lower by 3.440 Bbf (76 percent) than the 1980-89 average federal harvest level of 4.524 Bbf.

If Washington and Oregon nonfederal harvests rise in response to decreases in the federal cut, as FEMAT suggests, the three-state owl region net timber harvest decrease under the Clinton Plan will be 3.065 billion board feet, equivalent to a 68 percent reduction in the federal 1980-89 average level.

The Clinton Plan's timber sale program has been defended as being better than a zero harvest program under court injunctions. It is wrong to imply that the courts banned logging. Court injunctions banned only new timber sales in potential spotted owl habitat.

Decreases in regional employment and income

The 3.065 billion board feet net reduction in timber harvests called for by the Clinton Plan will result in the loss of 30 thousand jobs in the timber industry in Washington, Oregon and California.

The July 1, 1993 White House announcement said that "the forest plan will directly impact 6,000 jobs". This is clearly incorrect.

Because of the multiplier effect, there will be a total loss of 64 thousand jobs for the three states combined.

There will be a reduction in regional payrolls of \$1.3 billion per year. Reduction in total regional income will be significantly greater because of loss in business income also.

Losses to federal, state and local government

The loss in net timber sale receipts to the U.S. Treasury will be \$250 million per year under the Clinton Plan.

The Plan will result in a reduction in federal payments in-lieu-of-taxes to counties and school districts of \$209 million per year.

There will be losses of approximately \$5 million per year in sales taxes and \$6 million per year in timber yield (excise) taxes in California and Washington.

Annual reductions in state and federal personal and corporate income tax payments will also be substantial.

Unemployment compensation payments to cover laid-off workers for a twelve-month period will be \$660 million. Costs of supplementary programs to assist the unemployed will be additional and substantial.

National economic losses

The Plan will have adverse impacts on the U.S. balance of payments because of a need to increase imports to replace wood products output lost under the Clinton Plan.

Data in the FEMAT report permit a conservative estimate of longer term losses to U.S. consumers of \$1.2 billion per year because of higher prices.

In the shorter term, annual losses to consumers because of higher lumber prices will be approximately \$2.5 billion in each of the next several years. Consumer losses due to rises in the prices of other wood products will also occur.

If timber outputs in other regions do not increase in response to the decline in West Coast harvests, as FEMAT suggests, the annual \$2.5 billion consumer loss could continue indefinitely.

Social Impacts

The FEMAT report seriously underestimates the magnitude and significance of adverse consequences for individuals, families, and communities.

The analysis suffers from a number of serious flaws:

Social impacts are not linked to economic dislocation.

Individuals, families, and community relationships are ignored.

FEMAT ratings of community consequences and adaptability present misleading and unreliable quantitative indices. The FEMAT methodology suffered from a simplistic and poorly grounded framework for defining and measuring community change.

Ratings of community consequences and adaptability present a false sense of objectivity and quantitative indices giving a false sense of security in the validity and precision of expert ratings.

Use of social survey data to discuss social values is partial and biased. The FEMAT report selects and displays results from national and international surveys to support the claim that public values strongly favor forest preservation over commercial utilization.

Selection of favored results for emphasis and display fails to meet scientific standards that demand fair and balanced interpretation of all available survey data.

Information selected for use in the report is biased by its selectivity. The report was not based on a thorough review of available information on social and psychological impacts of federal timber harvest reductions. It is seriously biased in favor of large-scale forest preservation.

Adverse environmental impacts

The Clinton Plan will have large and negative environmental impacts at the national and global levels, including impacts on global biodiversity.

Siberia is very likely to play a prominent future role in providing wood to U.S. mills and consumers to replace lost U.S. timber output. Increased pressure on the forests of Malaysia and Indonesia is also likely as a result of the Clinton Plan.

There will be serious effects on environmental quality and biodiversity because timber harvesting in those regions is not subject to the stringent forest practice regulations in force in the U.S. Pacific Coast region.

Global markets forces will react to Pacific Coast harvest reductions by providing wood substitutes, such as steel, aluminum or concrete, with impacts that will be adverse and substantial.

It has been conclusively established that wood has a substantial advantage in relation to other materials in terms of energy consumption per unit of finished product.

Because of the low energy intensity of wood-based materials, comparatively little carbon dioxide, sulfur dioxide and nitrogen oxides are released in producing them.

Also, carbon is stored in wood products which have long useful lives, such as lumber, plywood, particleboard, oriented strandboard, and fiberboard.

If non-renewable structural materials such as steel, aluminum, concrete, brick or plastics were to be used in place of wood products in construction, the result would be a substantial increase in energy demand.

If the proposed reductions in U.S. Pacific Coast timber output were to be replaced by non-renewable resources, energy demand will increase by approximately 2.3 billion gallons of oil annually, while quantities of carbon dioxide released each year to the atmosphere will increase by 24.8 million tons.

Other environmental impacts associated with energy use (i.e. spills, generation of carbon dioxide and sulfur dioxide, and acid deposition) will likewise increase.

The annual increase in energy use triggered by the Clinton Plan would be sufficient to power a fleet of 9.8 million automobiles for one year.

One must ask whether a U.S. policy designed to create a pristine domestic environment through continued and increasing reliance on other regions of the world for raw materials is ethically and morally defensible.

Alternatives to timber harvesting

The economic benefits of timber harvesting on the National Forests cannot be replaced by economic benefits from forest rehabilitation projects, or increased recreation opportunities, or setting aside more areas where timber harvesting is banned or severely restricted.

Because of lack of funding and low wage scales, there is very little chance that forest rehabilitation projects will provide meaningful opportunities for the many thousands of laid-off timber workers.

Most recreationists on the National Forests require roads for pursuing their activities. Without timber harvesting, most National Forest roads would not be built and maintained.

The bulk of recreationists on the National Forests are regional residents. An increase in attendance at new or expanded recreation areas will come mainly through reduction in attendance at other areas, so there will be no net increase in overall economic benefits to the region.

Conclusion

Table 1 displays the many adverse regional economic effects of the Clinton Plan.

Relative to 1980-89, the overall cost to the nation as a whole is measured by the loss in regional income plus the loss to consumers. The loss in regional payrolls plus consumer loss due to higher lumber prices alone amount to \$3.7 billion per year in the first several years.

If all losses are accounted for, the economic cost to the nation of the Clinton Plan will be more than \$4 billion per year in the short-run and close to \$3 billion per year thereafter.

The Plan is unreservedly harsh in its treatment of workers, families and communities.

The estimates of economic losses in no way measure the impact of the Plan in terms of the human suffering it imposes. Estimates of economic losses do not display the differential effects of the Plan on subregions, and its destructive effect on individual communities and families.

The Plan, and the federal agency regulations and actions it condones, show a callous disregard for the welfare of working people and their families.

The Plan is decidedly counterproductive from an environmental viewpoint because it will trigger the harvesting of timber in ecosystems that are more fragile or less well protected than those of the U.S. Pacific Coast. Alternatively, it will force consumers to turn to non-wood substitutes whose manufacture uses much more energy and causes much more pollution.

One must ask whether a U.S. policy designed to create a pristine domestic environment through continued and increasing reliance on other regions of the world for raw materials is ethically and morally defensible. It is clearly environmentally irresponsible.

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Introduction

It was announced by the White House on July 1, 1993 that "President Clinton's Forest Plan for a Sustainable Economy and a Sustainable Environment is a comprehensive and innovative blueprint for forest management, economic development, and agency coordination aimed at strengthening the long-term economic and environmental health of the region".

Based on examination of the July 1, 1993 announcement, the Draft Supplemental Environmental Impact Statement, DSEIS (U.S. Forest Service and U.S. Bureau of Land Management 1993) and the FEMAT Report (Forest Ecosystem Management Assessment Team 1993), we conclude that the Plan displays virtually no concern for the economic health of the region, the welfare of regional workforce and the viability of rural communities. The Clinton Plan calls for the adoption of Option 9 from the ten options analyzed by the Forest Ecosystem Management Assessment Team.

We also note that substitution of timber from other regions and of other materials which will be triggered by implementation of Option 9, and which were totally ignored by FEMAT, will cause large environmental impacts, including impacts on biodiversity, outside of the U.S. Pacific Coast.

A fundamental defect of the Plan is that the charge given to FEMAT and other Working Groups fails to recognize that the economic disaster that has been imposed on the timber-dependent regions of California, Oregon and Washington arises from an unbalanced application of flawed federal laws and regulations. The tasks of the Working Groups were constrained by the requirements of the applicable laws and regulations, including the Endangered Species Act (ESA), the National Forest Management Act (NFMA), the Federal Land Policy Management Act, and the National Environmental Policy Act (NEPA).

No consideration was given to ways in which these laws and regulations should be amended or applied to give people and communities equal consideration with plants and animals. No consideration was given to requiring rigorous scrutiny of the actions of regulatory agencies. No consideration was given to preventing the imposition of gridlock of federal forest policy by litigation based on process-oriented issues, such as the claimed inadequacy of environmental impact statements, rather than on the substance of the management plans themselves. Nor was action taken to convene the Endangered Species Committee, as permitted by the Endangered Species Act, and to request it to seek a balance between biological and socio-economic concerns.

This fundamental defect means that FEMAT gave no explicit description of the immense cost to society of the Clinton Forest Plan in terms of job losses, losses in revenue to federal, state and local governments, increased unemployment compensation, loss of regional income and increased costs to consumers. This is in

sharp contrast to FEMAT's lengthy and detailed analysis of potential effects on various plant and animal populations.

This report addresses the socio-economic impacts of the Plan. It also addresses broader issues such as adverse impacts of the Plan on the U.S. balance of trade and on environmental quality at the regional, national and global levels.

The charge to FEMAT and other Working Groups did not require them to gauge the social and economic costs of various options by comparing them to a baseline alternative which reflected concern for local communities and regional economies.

Baseline harvest levels

A major change in the ability of the federal agencies to manage lands under their jurisdiction within the range of the Northern spotted owl occurred in 1989 with the decision of the U.S. District Court for Western Washington regarding of the adequacy of the U.S. Forest Service environmental impact statement for its spotted owl management plan. Therefore, the most appropriate baseline period for assessing the effects of the Clinton Forest Plan appears to be the ten-year period, 1980 through 1989.

The period 1980-89 contains a range of highs and lows in forest product markets. It is equivalent in length to the 10-year period used by the U.S. Forest Service in calculating decade-by-decade sustainable levels of allowable sale quantities on the National Forests.

Federal timber harvesting in the period 1980-89 was conducted under comprehensive and detailed land use plans of the U.S. Forest Service and U.S. Bureau of Land Management which ensured a supply of timber on a sustained yield basis, and struck a balance between protecting natural ecosystems and meeting the obligations of these agencies to support local and regional economies.

After 1989, in response to political pressures as well as court decisions, the U.S. Forest Service and Bureau of Land Management initiated substantial replanning efforts. It is important that the baseline alternative does not include the effects of these replanning efforts so that the full cumulative impacts of policy changes can be properly assessed.

U.S. Forest Service Region 6 harvest levels in 1980-89 have been incorrectly characterized as record highs. Average harvests of the 1960's and the 1970's were higher than during the 1980's.

It is improper to claim that existing Forest Service management plans significantly overestimated the amount of timber available for harvest, and prescribed high harvest levels that could not be sustained. Harvest levels projected in existing plans were sustainable, given the land allocations permitted prior to court decisions.

Land use allocations

Timber harvesting is already precluded on 6.98 million acres of Congressionally-withdrawn federal land which is 29 percent of the 24.26 million acres of the federal land within the range of the Northern spotted owl. Harvesting is also already precluded on 1.65 million acres that were administratively withdrawn during earlier forest planning efforts (U.S. Forest Service and U.S. Bureau of Land Management 1993).

These Congressional and administrative withdrawals, totaling 8.63 million acres (36 percent of the total federal acres), represent a substantial prior commitment to preserving natural ecosystems on the public forests.

Furthermore, over the last twenty years or more, regulations governing timber harvesting and road building on federal lands have become increasingly more stringent to ensure adequate protection for water quality, fish habitat and soil productivity. Land use plans that were in force prior to 1989 cannot legitimately be characterized as promoting timber production without regard to other values.

Under the Clinton Plan, 9.28 million acres will be withdrawn from timber production to provide "late-successional reserves" and "riparian reserves", in addition to the 8.63 million acres in Congressionally and administratively withdrawn status.

Timber harvesting will thus be precluded on 17.91 million acres (74 percent) of federal lands in the owl region, and will be subject to intense regulation on the remaining acreage.

The Draft Supplemental Environmental Impact Statement (DSEIS) claims to break from the past by adopting "ecosystem management" but it lacks an operational definition of ecosystem management. In fact, there is not yet any generally accepted approach for meeting this objective.

One school of thought argues that the best way to manage for all associated organisms is through massive land allocations that preclude timber harvest. Under this approach, old-growth dependent species are supposedly protected because the old-growth habitat is kept free from man's influence.

The other school argues that desirable ecosystem conditions can be nurtured, fostered or created through active management. Under this approach, timber management prescriptions could be designed to create timber stands with specified conditions. This school favors active management in preference to the land allocation approach, and suggests that redesigned timber management prescriptions could be applied over a much broader land base. In theory, this approach to ecosystem management could provide

Responses in nonfederal harvests

The DSEIS argues, on the basis of runs of the TAMM model (Adams and Haynes 1985), that non-federal harvests will rise somewhat as stumpage prices increase, and that: "While federal harvest reductions will not be buffered to any great extent in Oregon and California, they will be in Washington."

The DSEIS does not display the long term impacts of the increase in private harvests. Under Option 9, tight supplies of federal timber will present private landowners with economic incentives to increase harvest. Such an increase does not come cheap, however. By accelerating harvest during the 1990's, private landowners will prematurely deplete their inventories. Harvest will drop 33 percent, another 2.2 Bbf, between the 1994 peak and 2000. Forest industry harvests will not recover back to the 1990 level until 2040 (Rasmussen 1993).

Most industrial forest landowners are in the business for the long run and many would prefer not to increase current harvest levels at the expense of future harvests, even if they could. The TAMM modeling, furthermore, does not take into account new timber harvest restrictions. Owl protection circles and new forest practice regulations limit the private landowner's opportunity to respond to higher prices.

Decreases in regional employment and income

Table 1 shows in summary form the regional economic effects of the Clinton Plan.

The FEMAT report provided estimates of timber industry employment per million board feet of timber harvested. Using these data, it is estimated that the 3.065 Bbf net reduction in cut called for by the Clinton Plan will result in the loss of 30 thousand jobs in the timber industry. The July 1, 1993 White House announcement said that "the forest plan will directly impact 6,000 jobs". It appears that this 6 thousand job loss was derived by comparing the Plan to some alternative that already had incorporated in it a major degree of damage to the economy of the owl region, rather than comparing it to an alternative that represented a balance between biological and socio-economic concerns. In Washington, Oregon and California, timber industry job losses due to the Plan will be 5.6, 21.9 and 2.6 thousand respectively.

Timber industry jobs are "basic" jobs that generate economic activity in other parts of the economy such as the retail and personal services sectors. The FEMAT report uses an employment multiplier of 2.122, indicating that each timber industry job supports just over one other "nonbasic" job in the rest of the economy. Use of this multiplier shows that the Clinton Plan will lead to a total loss relative to 1980-89 of 64 thousand jobs in the regional economy. In Washington, Oregon and California, total job losses due to the Plan will be 11.9, 46.5 and 5.6 thousand respectively.

Data provided by Rasmussen et al. (1991) on average annual earnings per job in Washington, Oregon and California were used to estimate that the Clinton Plan will lead to a reduction in payrolls of \$1.3 billion per year for the three states combined. Losses to the individual states will be 247, 894 and 113 million dollars respectively.

Reduction in total regional income will be significantly greater because of loss in proprietors' income and net corporate earnings.

Losses to federal, state and local government

Neither the DSEIS (U.S. Forest Service and U.S. Bureau of Land Management 1993) nor the FEMAT Report (Forest Ecosystem Management Assessment Team 1993) provide information on 1980-89 average levels of gross and net timber receipts or disbursements to local governments in the owl region. However, reports by the U.S. Forest Service (1992), and the U.S. Bureau of Land Management (1992) permit estimates to be made of these levels for the 1986-90 period. FEMAT estimates that the Clinton Plan will generate \$355 million in gross annual timber sale receipts. This is \$690 million less per year than was generated in 1986-90. The loss in net receipts to the U.S. Treasury is estimated to be \$290 million per year under the assumption that timber sales costs per million feet do not increase under the Clinton Plan. In fact, these costs will undoubtedly be much higher than they were in 1980-89. As a result, the loss to the Treasury will be significantly greater than \$290 million per year.

FEMAT estimates that federal "payments in-lieu of taxes" (PILT) to local governments (counties and school districts) under the Clinton Plan will be \$110 million per year. In 1986-90, they averaged approximately \$319 million per year. The Plan, therefore, will result in a loss in revenue to counties and school districts from this source of \$209 million per year relative to 1986-90. In Washington, Oregon and California, annual PILT losses will be 26, 172 and 12 million dollars respectively.

Losses in revenues from sales taxes, timber yield taxes, property taxes, personal income taxes and corporate income taxes are not estimated by the DSEIS or the FEMAT report but they, also, will be substantial. For example, on the basis of McKillop and Spriggs (1993) it is estimated that there will be losses of approximately \$5 million per year in sales taxes and \$6 million per year in timber yield (excise) taxes in California and Washington. (These taxes are not levied in Oregon). Annual reductions in personal and corporate income tax payments will also be substantial.

Accentuating the burden of tax revenue losses, will be substantial increases in governmental costs to assist persons rendered unemployed by the Plan. For example, on the basis of McKillop and Spriggs (1993), it is estimated that unemployment compensation payments to cover laid-off workers for a twelve-month period will be \$660 million. In Washington, Oregon and California these payments will be 124, 484

and 58 dollars million respectively. The above amounts do not include costs of supplementary programs to assist the unemployed. Such costs will be substantial.

National economic losses

The Clinton Plan will have an adverse impact on the U.S. balance of payments. There was no discussion by FEMAT of national needs for industrial raw materials and where they might come from in the future. Neither was there development of any kind of plan for reducing domestic demand for raw materials. Because of this, it will be necessary for markets to adjust by either locating new sources of wood, or providing sufficient quantities of wood substitutes. In either case, the Plan will have a significant and adverse impact on the balance of payments.

If reduced timber harvests in the U.S. Pacific Coast region are to be made up by timber harvests in other locations, it is quite clear that needed volumes will have to be imported. There is no prospect that the U.S. South or other U.S. regions will be able to provide the timber volumes in question. On the other hand, if reduced wood availability is to be mitigated through substitution (using steel, aluminum, concrete and plastics) substantial increases in raw materials imports are inevitable, since the U.S. is a net importer of virtually all metals, cements, and petrochemicals (Bowyer 1992).

Whether raw materials markets adjust to Pacific Coast forest land use decisions by supplying additional quantities of wood from Canada or other U.S. regions, or by providing more imported substitute materials, raw materials costs will rise, impacting consumers directly. The FEMAT report fails to provide an estimate of aggregate losses to consumers but provides some information to permit an approximate estimate of them.

As Schmalensee (1971 and 1976) indicates, losses in consumer welfare resulting from increases in wood prices may be estimated using changes in markets for primary goods such as standing timber (stumpage). The FEMAT report shows estimates of timber prices from runs of the TAMM model (Adams and Haynes 1985) for federal harvest levels of 1.0 and 2.5 Bbf. This is a 1.5 Bbf difference in cut. The Clinton Plan reduction relative to the 1980-89 average will be more than twice that. A price change of twice the difference in prices for these alternative TAMM runs will be used as an estimate of the effect of the Plan on stumpage markets. An estimate of the resulting loss to consumers is obtained by multiplying this price change by the 1980-89 average harvest level (McKillop 1974). This results in a conservative estimate of losses to consumers of wood products at the national level of \$1.2 billion per year in the first decade. Additional losses will occur in succeeding years.

The above estimate of consumer loss is based on analyses which assume that increases in lumber shipments from other regions will offset the decline in West Coast production to a significant extent. Even if such an increase is possible it will take time for

adjustments to occur. An estimate of immediate losses to consumers because of the restriction in federal timber supply may be obtained in the following alternative way. Random Lengths (1993) provides monthly average composite prices for framing lumber in the U.S. (This underestimates the average price for all categories of lumber). The unweighted average increase in this composite price for January through April of 1993 versus 1992 was \$136 per thousand board feet (Mbf). The level of U.S. softwood lumber consumption for this period in 1993 was 14.653 billion board feet, and the levels of U.S. housing starts for the first part of the year are similar for 1992 and 1993 (Western Wood Products Association 1993). A conservative estimate of the consequent loss to consumers in the January - April, 1993 period is obtained by multiplying the price increase by the level of consumption (McKillop 1974). The consumer loss for the four month period is therefore estimated to be \$2 billion.

The first four months of 1993 contained a spike in lumber prices due to the traumatic effects of court decisions and actions by federal agencies. By May, lumber markets had settled down and the average price for May, June and July 1993 was only \$51 per Mbf greater than for the same period in 1992. This \$51 increase will be used as a measure of the medium term effect of timber sales restrictions in California, Oregon and Washington. TMM model runs suggest that the average annual level of U.S. softwood lumber consumption for the next decade will be approximately 48 billion board feet. On this basis, it is estimated that the annual loss to consumers will be approximately \$2.5 billion in each of the next several years. If timber outputs in other regions do not increase in response to the decline in West Coast harvests, as FEMAT suggests, this level of loss could continue indefinitely.

The above estimates reflect increases in only softwood lumber prices. They do not include losses to consumers from rises in the prices of other wood products. Such losses could be significant.

Social impacts

The FEMAT report is correct in noting both positive and negative social impacts. However, it seriously underestimates the magnitude and significance of adverse consequences for individuals, families, and communities.

The analysis suffers from a number of serious flaws: (1) social impacts are not linked to economic dislocation, (2) an abstract and unrealistic focus on "community" obscures the impacts on individuals, families, and the actual problems of collective adjustment that people face in affected residential settlements, (3) ratings of community consequences and adaptability present misleading and unreliable quantitative indices, (4) use of social survey data to discuss social values is partial and biased, and (5) information selected for use in the report is biased by its selectivity.

No consideration is given to how social impacts are driven by economic dislocations. Loss of jobs, income and opportunities for small and medium sized businesses is directly proportional to reductions in timber harvesting activity. The FEMAT study was seriously flawed by not integrating social and economic analysis to display these linkages. Data were available that would have permitted planned timber harvest to be displayed by multi-county regions. Estimates of job and income impacts could have been displayed in a way useful for assessing impacts on wood-producing industries and their associated residential settlements. As mentioned above, the substantial underestimate of timber harvest reductions planned under Option 9 translates into a corresponding underestimate of impacts on workers, on businesses, and on those whose livelihoods are dependent on maintenance of a wood-producing economy.

Individuals, families, and community relationships are ignored. A simplistic and uninformed analytic framework focusing on communities as abstract entities obscured impacts on individuals and families, as well as on the complexities of how community relationships are actually affected by sudden federal timber harvest reductions. The FEMAT report superficially identifies these differential effects but fails to discuss what is known about the adverse consequences of economic dislocation for individual workers, family relationships, business owners, home owners, and community bonds. Family disintegration (involving both the creation of single-parent homes and isolation of elderly from children upon whom they depend), bankruptcies, mortgage foreclosures, over-load and collapse of informal helping networks, juvenile crime, teenage pregnancies, substance abuse, physical abuse, suicide and many other consequences are well documented and predictable consequences of economic dislocation that need to be discussed to help guide remedial social service programs. By focusing on community adaptation and loosely defined consequences, the FEMAT report largely ignored the actual pain and suffering resulting from federal harvest reductions.

Ratings of community consequences and adaptability present a false sense of objectivity. The FEMAT report relied heavily on quantitative summaries of workshop ratings to assess capability of communities to adapt to changes caused by planned reductions in federal timber supplies. This methodology suffered from (a) a simplistic and poorly grounded framework for defining and measuring community change, and (b) quantitative indices giving a false sense of security in the validity and precision of expert ratings. The workshop methods allowed participants to use different criteria to rate community consequences and adaptability. This meant that different raters used different units of measurement to rate potential impacts and capacities for successful change. Since these ratings are not comparable (adding apples and oranges) the results can only be interpreted as averages of subjective feelings of raters with unknown knowledge and personal biases. When displayed in graphical form, these summaries give a false impression of quantitative rigor to the pooling of unique and subjective personal evaluations.

Selection of survey results presents a biased picture of public values. The FEMAT report selects and displays results from national and international surveys to support the claim that public values strongly favor forest preservation over commercial utilization. To its credit, the report acknowledges the measurement problems that permit survey questions to elicit a response preferred by a biased researcher, and notes a recent survey that contradicts the claim that public attitudes in the Pacific Northwest favor preservation. Regardless, the selection of favored results for emphasis and display fails to meet scientific standards that demand fair and balanced interpretation of all available survey data. Either no data should have been presented, or a summary and comparison of all available results should have been included in place of the selection of results favored by committee members.

Information on the severity and magnitude of impacts was ignored. The FEMAT report was not based on a thorough review of available information on social and psychological impacts of federal timber harvest reductions. Studies by Professor Robert G. Lee and Dr. Katherine Carlson, among others, have identified and discussed some of the predictable social and psychological effects that have been and will continue to be addressed by local and state governments. Professor Lee's (Lee, et. al 1991) analysis of sudden timber harvest reduction as a planned regional economic disaster would have helped describe the nature and severity of these impacts for federal and state officials who are developing remedial social and economic services. Dr. Carlson's (Carlson 1991) review and analysis of training and relocation programs could have provided a basis for estimating probable success of planned remedial programs now under development by the committee responsible for mitigation. Success ratios for past retraining and relocation programs could have been applied to estimates of job losses to provide some rough estimates of how well dislocated workers would adjust. There is also a rich source of unpublished information in state offices, churches, and social service agencies. The FEMAT report is seriously biased in favor of large-scale forest preservation by its failure to incorporate the substantial amount of information that has been accumulated on the adverse social and psychological consequences of planned federal timber harvest reduction.

Adverse environmental impacts

The Clinton Plan will have large and negative environmental impacts at the national and global levels, including impacts on global biodiversity.

The most likely alternate sources of wood to replace the decline in West Coast output are Canada, the far eastern region of Russia and, to a much lesser extent, Chile and New Zealand. In any long-term scenario, exports of logs or lumber from Canada is unlikely to increase significantly over historical levels, and may even decline (Koch 1991, Reed 1992). Thus, Russia's far eastern Siberian region is very likely to play a prominent future role in providing wood to U.S. mills and consumers. This region will also likely become an important softwood supplier to China, Japan, Korea, and Taiwan.

in the relatively near term as decreases in North American exports to those countries force them to look elsewhere for wood. Increased pressure on the forests of Malaysia and Indonesia is also likely as a result of the Clinton Plan. There will be serious effects on environmental quality because timber harvesting in those regions is not subject to the stringent forest practice regulations in force on the U.S. Pacific Coast.

Will increased industrial activity in the world's forests, brought about in part by environmentally inspired actions on the U.S. Pacific Coast, have a negative impact upon biodiversity in regions outside it? The answer is clearly yes, as indicated by a recent report (Matthiessen 1993); described is degradation of Siberia's Amur Basin, caused by increased activity of "multinational mining and timber interests." The Amur Basin is home to four rare species of cranes, which it is feared will face extinction as their habitat is subjected to industrial activity. Similar impacts in this and other regions are inevitable.

Should global markets react to Pacific Coast harvest reductions by providing wood substitutes such as steel, aluminum, or concrete, something that appears to be underway, then a different set of environmental impacts will be triggered. Again, the impacts will be adverse and substantial.

In the mid-1970s the National Academy of Sciences, through its Committee on Renewable Resources For Industrial Materials (CORRIM), conclusively established that wood has a substantial advantage in relation to other materials in terms of energy consumption per unit of finished product. It was shown, for example, that the simple act of replacing wood framing with steel studs in an otherwise wooden wall doubles the amount of energy required to build the wall. Construction with concrete increases energy requirements on the order of seven to eight times. More recent studies throughout the world (Arima 1991, Buchanan 1991, Marcea and Lau 1992) have confirmed this advantage even when recycling issues are considered. The energy advantage of wood is not trivial, and primarily because of the low energy intensity of wood-base materials, comparatively little carbon dioxide, sulfur dioxide and nitrogen oxides are released in producing them. A further advantage in this regard is traceable to the fact that carbon is stored in wood products which have long useful lives; construction materials such as lumber, plywood, particleboard, oriented strandboard, and fiberboard are in this category.

One way to assess the environmental advantages of wood is to examine the energy implications of materials substitution and to express differences in terms of environmental impacts that would result from use of a common fuel. One recent analysis (Koch 1992) led to the conclusion that if non-renewable structural materials such as steel, aluminum, concrete, brick or plastics were to be used in place of wood products in construction, the result would be a substantial increase in energy demand. A comparison of annual harvest levels allowed under Option 9 with the average annual harvest from federal lands in the owl region for the years 1983 to 1987 reveals that if reductions in harvest are replaced by non-renewables, energy demand will increase by

approximately 2.3 billion gallons of oil annually, while quantities of carbon dioxide released each year to the atmosphere will increase by 24.8 million tons; other environmental impacts associated with energy use (i.e. spills, generation of sulfur dioxide and nitrogen oxides and acid deposition) will likewise increase. To put the annual increase in energy use triggered by Option 9 in perspective, the annual increase in energy demand would be sufficient to power a fleet of 9.8 million automobiles for one year.

A particularly comprehensive study of embodied energy in production of construction materials was reported recently by a team of university researchers in New Zealand (Buchanan 1991). Included in the report are case studies involving analyses of alternate designs of structures ranging from single family homes, to an industrial building and a large office structure. The investigators concluded that ". . . the choice of building material has a huge effect on the carbon emissions to the atmosphere. Timber used for framing, floor, and wall components of a house compare much more favorably than other common materials." This report also found that energy consumed (and thus carbon liberated) in production of housing units typically exceeds by three times the energy consumed in the first twenty-five years of home heating.

A further consideration related to the environmental implications of wood substitution is traceable to the fact that insulating properties of wood-framed wall assemblies are far better than in walls made using alternate forms of framing such as steel or aluminum. A 1993 report of the National Research Council of Canada noted, for example, that the conductivity of steel is about 400 times that of wood. Evaluation of various exterior wall designs showed that steel studs reduce overall thermal performance by 30 to 50 percent in 4-inch walls. Similar problems were found in walls with concrete or brick facades. Although it was pointed out that use of more complicated designs could improve the performance of all of these walls by reducing thermal bridging, it was also noted that significant changes in construction practices would be needed as well. A recent article (Anonymous 1993), which cited the Canadian study, observed that the widely touted steel-framed Resource Conservation House of the U.S. National Association of Home Builders was not built to reduce thermal bridging, resulting in a building with "severely reduced" cavity insulation efficiency - rather ironic in a structure promoted nationally as an example of sustainable construction practice. The point here is that not only is there a large one-time energy advantage associated with using wood materials in building construction, but there is also a significant ongoing advantage with respect to energy and all associated impacts.

Bowyer (1991, 1992) discussed world-wide relationships and the global responsibilities of the United States with respect to the environment. He observed that wood substitutes are largely imported and non-renewable, and that the gathering and processing of them will, in general, result in the use of larger quantities of energy and in the release of much greater quantities of carbon dioxide than if the U.S. continued its current level of use of wood products. He noted that by importing substitute raw materials, we are in effect exporting the associated environmental impacts. He

concluded by asking whether a U.S. policy designed to create a pristine domestic environment through continued and increasing reliance for raw materials on other regions of the world is ethically and morally defensible. These questions certainly apply in this case.

Misconceptions about federal timber sale programs

There exist today a number of misconceptions about federal timber sale programs that may have improperly influenced decision-makers. Major misconceptions show up in the DSEIS and in the July 1, 1993 document issued when the President announced his selection of Option 9.

Court injunctions did not forbid timber harvest on federal lands.

The DSEIS states: "Timber cutting and other operations on lands managed by the US Department of Agriculture Forest Service and the US Department of the Interior Bureau of Land Management, have been brought virtually to a halt by federal court orders..."

This is clearly an error. The Court did not ban logging. Neither Judge Dwyer's USFS injunction nor Judge Frye's BLM injunction banned logging of existing contracts. The injunctions banned only new timber sales in potential spotted owl habitat. Since October 1990, over 5.3 Bbf has been harvested from existing timber sale contracts on the federal owl forests (Rasmussen 1993).

This same misconception may have had an unfortunate hand in policy formation as well. The Administration claimed that by choosing Option 9, it will break the gridlock imposed by the court injunctions. In Portland, Secretaries Espy and Babbitt reportedly defended Option 9's sale program as being better than a zero harvest program under the injunctions. If the top levels of the Administration actually believed harvest had been enjoined, they were mistaken.

Previous plans were not based on unsustainable harvest levels.

The White House July 1, 1993 statement claimed that: "Harvest levels in the President's Plan take into account the fact that previous Forest Service management plans have significantly overestimated the amount of timber available for harvest every year, presenting unrealistically high harvest levels that cannot be sustained even under existing forest management plans."

In fact, harvest levels projected in previous plans were sustainable, given the land allocations made at that time. The NFMA planning regulations required timber harvest schedules to be calculated under "non-declining, even-flow" constraints. These constraints ensured that harvest in subsequent decades would be equal to or greater than

harvest in the first decade. Although the regulations provided for departures from non-declining, even-flow schedules, the final forest plans did not rely on departures.

It is true that past harvest levels cannot be maintained on the land left over after massive land withdrawals currently proposed under the Clinton Plan. That is not evidence, however, that the past plans "significantly overestimated the amount of timber available every year." It simply signifies that the goals and objectives for federal forest lands are being reevaluated and that a shift toward old-growth ecosystem protection will necessarily reduce timber harvest.

Federal timber harvests in the 1980's were not record highs

U.S. Forest Service Region 6 harvest levels in 1980-89 have been incorrectly characterized as record highs promoted by the Reagan and Bush Administrations. While the harvests of the 1980's may have been high relative to planned future harvests, they were certainly not record highs. In fact, the average harvests of the 1960's and the 1970's were higher than during the 1980's (Rasmussen 1993). Federal timber harvest levels between 1960 and 1989 were more closely correlated with the vigor of the economy than with the political party in power.

Alternatives to timber harvesting

An attempt has made in recent years to argue that the economic benefits of timber harvesting on the National Forests can be replaced by economic benefits from increased recreation or by setting aside more areas where timber harvesting is banned or severely restricted. This argument is false.

The vast majority of persons who use the National Forests require roads for pursuing fishing, hunting and general recreation activities; and most back-country users need access by road to the trailhead. Without timber harvesting, most National Forest roads would not have been built. If timber had not been sold and logged, the National Forests would be largely unroaded, and would be the private preserve of a very limited number of backpackers who are able to spend a lengthy period of time to get into the backcountry without using a vehicle for preliminary access.

Furthermore, the bulk of recreationists on the National Forests are regional residents. At any point in time, the total level of outdoor recreation activity is virtually fixed. An increase in attendance at new or expanded recreation areas will come mainly through reduction in attendance at other areas, so there will be no net increase in overall economic benefits to the region.

Suggestions have been made that employment for displaced workers can be provided by forest rehabilitation projects, but no meaningful analysis has been made of potential funding sources for such projects. The fact that these projects have not been undertaken

PS sells timber on fed lands —
- enviros challenged sales - court
- not adhering to NEPA, etc.
(forest mgmt act)

- Judge Davies put injunct. on
all sales

Summitt tried to break gridlock
- established teams

↑₂
- one in DC, one there

- 8 options - unacceptable

- Babbitt came up w/ option 9

- comment period for draft

SEIS (NEPA) which is
being done on opt. 9

- asked for 3 mo. to incorporate
comments

4D rule will protect owl circles/habitat -

THE FOREST PLAN

FOR A SUSTAINABLE ECONOMY AND A SUSTAINABLE ENVIRONMENT



**PRESIDENT WILLIAM J. CLINTON
VICE PRESIDENT ALBERT GORE, JR.**

July 1, 1993
Washington, D.C.

THE FOREST PLAN:

FOR A SUSTAINABLE ECONOMY AND A SUSTAINABLE ENVIRONMENT

President Clinton's Forest Plan for a Sustainable Economy and a Sustainable Environment is a comprehensive and innovative blueprint for forest management, economic development, and agency coordination aimed at strengthening the long-term economic and environmental health of the region. For too long, contradictory policies from feuding agencies have blocked progress, creating uncertainty, confusion, controversy and pain throughout the region. President Clinton's plan reflects his commitment to break the gridlock with a courageous, new approach that balances economic and environmental concerns.

The Forest Plan provides:

- o A sustainable harvest that will allow timber sales and logging based on a scientifically-sound and legally-responsible plan, improving forest management and ending the confusion and uncertainty of past policies;
- o New economic assistance to help local workers, businesses and communities to strengthen the region's economy, create family-wage jobs, offer new economic opportunities and ensure the region's long-term economic health, confronting economic issues ignored by past Administrations;
- o An innovative, new approach to environmental protection focusing on key water supplies and valuable old growth forests, that will once again base forest management on science and a respect for existing law;
- o A comprehensive system of old growth reserves to protect old growth ecosystems;
- o New opportunities for people in the region to participate in decisions regarding management of the nation's forests for the economic and environmental benefits they provide and to help plan for their future;
- o Improved coordination among federal agencies responsible for managing federal lands, ensuring that federal agencies will work together, with state and local officials, with tribes, and with private landowners for the best interests of the people and communities in the region, instead of working against each other, undermining the law and creating gridlock.

BACKGROUND

On April 2 in Portland, Oregon, President Clinton convened the Forest Conference as the first step toward a balanced and comprehensive policy that would recognize the importance of the forests and timber to the economy and jobs in the region and recognize the importance of America's old

growth forests, and the rivers and streams and wildlife that are so much a part of America's national heritage and the region's natural treasures.

The Forest Conference fulfilled a commitment President Clinton made to the people of the Pacific Northwest and Northern California to break the gridlock that has blocked progress on these issues with a comprehensive, innovative, and balanced plan for the region's long-term economic and environmental health.

"The most important thing we can do," President Clinton said in opening the conference, "is to admit, all of us to each other, that there are no simple or easy answers. This is not about choosing between jobs and the environment, but about recognizing the importance of both and recognizing that virtually everyone here and everyone in this region cares about both."

At the Forest Conference, the President, the Vice President, key members of the Cabinet and other top Administration officials talked with people from throughout the region representing a broad range of views and perspectives -- many of them adversaries who had spent more time fighting each other than working together. The Forest Conference provided a first-hand understanding of these issues and how the people in the region have been and will be affected.

At the close of the Forest Conference, President Clinton directed his Cabinet to action with five fundamental principles to guide them. President Clinton said:

- o "First, we must never forget the human and economic dimensions of these problems. Where sound management policies can preserve the health of forest lands, 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 Second, as we craft a plan, we need to protect the long-term health of our forests, our wildlife, and our waterways. They are ... a gift from God and we hold them in trust for future generations.

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

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

- o Fifth, to achieve these goals, we will do our best to make the federal government work together and work for you. We may make mistakes but we will try to end the gridlock within the federal government and we will insist on collaboration, not confrontation."

Three working groups were established immediately after the Forest Conference: 1) Ecosystem Management Assessment to focus on forest management; 2) Labor and Community Assistance to focus on economic development; and 3) Agency Coordination to focus on how federal agencies work together. These working groups were comprised of scientists and experts from across the agencies involved (the Departments of Agriculture, Interior, Commerce, and Labor, as well as the Environmental Protection Agency, the White House Office on Environmental Policy, the National Economic Council, the Office of Science and Technology Policy, the Office of the U.S. Trade

Representative, the Council of Economic Advisors, the Office of Management and Budget, and the Domestic Policy Council). They conducted exhaustive research and analysis and met with a wide range of groups and individuals from a broad range of perspectives before issuing their reports to the White House on June 2. It is their work, and the ideas and opinions of the scores of people they consulted that provides the foundation for the President's Forest Plan for a Sustainable Economy and a Sustainable Environment.

FOREST MANAGEMENT

The President's Forest Management Plan offers an innovative new approach which uses key watersheds as its basic building blocks and offers new possibilities for environmental and scientific research through the creation of Adaptive Management Areas.

Recently, forest management proposals have been driven either by an approach based on protecting areas inhabited by specific species, such as the spotted owl or marbled murrelet, or, by an approach based on protecting a specific type of forest.

The President's plan offers a different approach, based on sound science and a commitment to existing law, which is built around identifying and protecting key watersheds and old-growth forests. Such an approach takes great steps to protect the region's drinking water and represents an obvious and essential step toward restoring a healthy salmon industry. It protects threatened species, such as the northern spotted owl and the marbled murrelet, scores of other species (including fish now considered "at risk" under the law), as well as the most valuable old growth forests.

Ten Adaptive Management Areas provide opportunities for federal, state and local officials, industry, community, and environmental organizations, tribes, and others to work together to develop innovative management approaches, such as the Applegate Project and the Douglas Project in Oregon and the Hayfork Adaptive Management Area in Northern California. These areas provide for intensive experimentation and innovation to demonstrate new ways to achieve ecological, economic, and social objectives and allow for local involvement. A rigorous monitoring and research program will ensure the development and analysis of scientific data to assess the effectiveness and impact of these approaches.

Key elements of the President's plan include:

- o Watersheds as the fundamental building block;
- o Reserve areas based on watersheds and old growth that include the most valuable old growth forests and designated conservation areas to protect specific species. Only very limited activities would be permitted in the reserves, including salvage and thinning where the primary objective of that salvage and thinning is to accelerate the development of old growth conditions.

- o Ten Adaptive Management Areas of 78,000 - 380,000 acres each for intensive ecological experimentation and social innovation to develop and demonstrate new ways to integrate ecological and economic objectives and allow for local involvement in defining the future;
- o The development of a new rule from the Fish and Wildlife Service to ease restrictions on timber harvest from certain non-federal lands (modifying what have been known as "owl circles"), possible because the President's plan improves management of federal lands; and, encouraging private companies to commit the timber released by these changes to processing in domestic mills;
- o Federal assistance to bring to market backlogged timber sales from Indian reservations.

The President will submit his forest management plan to the court and will do everything possible to resolve the legal challenges and lift the injunctions that have stopped timber sales so that both the Forest Service and the Bureau of Land Management can implement a sale planning and preparation program as quickly as possible. He is asking the Secretaries of Agriculture and Interior to take any other available actions consistent with our legal obligations to revive the timber sale program.

And, because the President believes the workers, businesses, and communities in the region need help as quickly as possible, the President is directing his Cabinet to work with all those who share his determination to resolve these issues in a fair and balanced way to develop the most effective means to implement this plan and move timber sales forward as quickly as possible.

Harvest levels in the President's plan take into account the fact that previous Forest Service management plans have significantly overestimated the amount of timber available for harvest every year, presenting unrealistically high harvest levels that cannot be sustained even under existing forest management plans. The President's plan provides for a sustainable timber harvest of 1.2 billion board feet annually on the spotted owl forests. In addition, the expected release of sales stopped by injunction, steps to move timber from Indian lands, and other measures are expected to increase that figure as the program is implemented.

The President's Forest Plan focuses on management strategies to resolve the long-standing court challenges over management of the spotted owl and old growth forests on the west side of the Cascade Mountains. Management of east side forests will need to focus on restoring the health of forest ecosystems impacted by poor management practices of the past.

The President is directing the Forest Service to develop a scientifically sound and ecosystem-based strategy for management of the east side forests. This strategy should be based on the forest health study recently completed by agency scientists as well as other studies. Consistent with this strategy, the President also is directing the agency to accelerate efforts to prepare timber sales to harvest dead and dying timber on the east side.

ECONOMIC DEVELOPMENT

Unlike his predecessors, President Clinton recognizes that the Northwest forest crisis involves important economic and social as well as environmental concerns. Recognizing the importance of timber and forests to the economy and jobs in the region is central to the President's Forest Plan for a Sustainable Economy and a Sustainable Environment.

The President's plan will provide immediate and critical support for economic adjustment and diversification in the region, including expanded funding for business development, economic planning, infrastructure development and worker retraining to help build a foundation for long-term economic strength and environmental health. The President's plan will help existing companies grow and attract new businesses. It will add more jobs for the timber harvested by encouraging value added manufacturing and help those workers and those communities who rely on a future in wood.

The plan will provide \$270 million in new funding for FY 1994 -- \$1.2 billion over five years -- including a new Northwest Economic Adjustment Fund. While estimates indicate that the forest plan will directly impact 6,000 jobs, in 1994, the plan would create more than 8,000 jobs and fund 5,400 additional retraining opportunities.

Key elements of the President's plan include:

- o For workers and families, increased funding under the Job Training Partnership Act for job search assistance, retraining, and relocation; overall, a 110 percent increase in funding from \$20.2 million to \$42 million;
- o A three-part strategy for business development in the Pacific Northwest and Northern California, including improved access to capital, expanded technical assistance, and enhanced access to domestic and international markets; overall a 47 percent increase in funding from \$163 million to \$239.7 million;
- o For communities, established levels of financial assistance to timber counties, replacing the roller coaster of payments tied to timber harvests with a reliable schedule of payments, creating a sound fiscal environment for county governments, businesses, and financial institutions; strengthening community capacity to plan for economic development and diversification, and improving the infrastructure needed for such development through Community Development Block Grant lending, Rural Development Administration community facilities, and the RDA water/wastewater program; overall a 25 percent increase in funding from \$298.6 million to \$373.6 million;
- o To protect the environment and create jobs, investments in watershed maintenance, ecosystem restoration and research, environmental monitoring and forest stewardship, all of which will also improve water quality and increase salmon stocks to avoid listing of salmon species under the Endangered Species Act and to improve commercial fishing; in addition, forest stewardship will be expanded to help small landowners manage their forests; overall, a 19 percent increase in funding

from \$438.2 million to \$519.8 million.

- o Support for the elimination of tax incentives for the export of raw logs; and, the President is directing his cabinet to study effective ways to make it more difficult for companies to avoid export limitations on raw logs.

- o Directing his Cabinet to identify and implement, in a priority manner, the best ways to strengthen small businesses and secondary manufacturing in the wood products industry, including a review of increasing the supply of federal timber set aside for small businesses and possible preferences for bidders who contract for domestic secondary processing. The President also is directing his administration to encourage improved and effective community partnerships to bring together those with different perspectives on forest management. (Secondary manufacturing generates from four times to 25 times more jobs per billion board feet than primary manufacturing)

The Northwest Economic Adjustment Initiative would be implemented through an innovative partnership among state, local, and federal agencies, as well as community and business leaders, to help local families and workers caught in the middle of this crisis. The President is directing that federal agencies implement this innovative approach to economic adjustment by creating a unified management system that will bring the various agency efforts in each state together into a single team. This will coordinate the related activities of federal, state, and local agencies and provide a unified point of contact and procedures for workers, firms, and local communities.

The President's proposal, supported by Governor Barbara Roberts of Oregon and Governor Mike Lowry of Washington, represents a comprehensive experiment in "reinventing government" -- improving the way the government works to make it more responsive, more effective, and more efficient. The plan calls for replacing restrictions on the use of federal funds with performance-based measures, making new use of leveraged private resources, and creating new processes and institutions responsive to local needs and priorities.

The President's plan provides a substantial infusion of new federal assistance through innovative programs to both provide economic relief to timber communities as soon as possible and to encourage long-term economic development and diversification.

AGENCY COORDINATION

Too often in the past, different federal agencies have acted in isolation or even at cross purposes in managing federal forest lands in the Pacific Northwest and Northern California. Instead of working to confront existing problems, they have contributed to them, creating confusion and controversy. At the Forest Conference, President Clinton made clear "we will insist on collaboration, not confrontation."

Because of the President's clear direction to improve inter-agency coordination, an entire working group was created to focus on these issues. In addition, throughout this process, an inter-agency approach, involving the key federal agencies involved, has been in use. The implementation

of a new forest management strategy provides the ideal opportunity to correct past practices and improve inter-agency cooperation and, in the process, forest management.

The President's plan will improve inter-agency coordination by:

- o Creating a new focus for forest planning based on watersheds and "physiographic provinces" that base management on the unique ecology of each region;
- o Immediately creating a new inter-agency Geographic Information System data base to allow land management and resource agencies to coordinate their efforts in the collection and development of research and data;
- o Creating provincial-level teams that would develop analyses for physiographic provinces and particular watersheds. These teams would include the relevant federal agencies, state officials and tribes and, when individual watersheds are analyzed, the objective would be to involve all affected parties in discussions on biological, timber, community, and other needs. An Inter-agency Executive Committee would coordinate and provide direction for the work of the provincial teams;
- o Revising the consultation process under the Endangered Species Act to emphasize an integrated ecosystem approach. This would include the Fish and Wildlife Service and the National Marine Fisheries Service early in the process so that the views of these agencies can be made known when the land management agencies begin to develop their plans for a particular area, instead of later in the planning process as is now the case. It would also involve the use, where appropriate, of regional consultations.

CONCLUSION

The President's Forest Plan for a Sustainable Economy and a Sustainable Environment represents a comprehensive, innovative and balanced approach to the economic and environmental challenges facing the region. It is the result of extensive research, analysis, and cooperation among federal agencies and extensive discussions with a wide range of individuals and groups including business, labor, environmentalists, tribes, community groups, and Members of Congress. The President and his entire Administration intend to continue to seek the support and opinions of these groups to implement this plan and break the gridlock that has blocked progress on these issues.

As the President said at the close of the Forest Conference: "If we don't give up or give in to deadlock or divisiveness or despair, I think we can build a more prosperous and a more secure future for our communities and for our children." This Forest Plan is an important step toward that future.

##

APPENDIX

Background

Forests of the Pacific Northwest and Northern California

The issue is how best to manage and protect federal forest lands in the Pacific Northwest and Northern California. Years of short-sighted and contradictory policy-making by previous Administrations have fueled a region-wide battle that has polarized communities, totally blocked any rational policy making, and left decision-making in the courts.

What has been needed and what President Clinton provides today is an innovative, comprehensive, and balanced blueprint for forest management, economic development, and agency coordination aimed at strengthening the long-term economic and environmental health of the region. The President's plan provides for a sustainable harvest based on scientifically-sound and legally-responsible forest management, new job-creating investments in the region's environment, innovative protections for valuable old growth forests, and new economic assistance to help workers, businesses and communities to provide long-term, family-wage jobs and long-term economic development.

THE PROBLEM:

The debate centers on how all public forest lands should be managed to recognize the need to protect and preserve old growth forests, fish, wildlife, and water as well as the needs of the workers, businesses, and communities dependent on timber sales. Old growth forests are those at least 200 years old or older. Most remaining old growth forests are on federal lands. Nearly 90 percent of the region's old growth forests already have been logged. An estimated 8 to 9 million acres of old growth forest remain today.

Throughout the Bush Administration, key agencies responsible for managing federal forest lands (Forest Service in the Department of Agriculture and the Bureau of Land Management in the Department of Interior) simultaneously pursued not only contradictory policies, but policies the courts have ruled were in violation of federal laws (principally the Endangered Species Act [ESA], the National Environmental Policy Act [NEPA], and the National Forest Management Act [NFMA]). The debate was polarized, and gridlock ensued. As a result, court injunctions have stopped most Forest Service and some BLM timber sales, with serious economic consequences for the region.

FEDERAL FOREST LANDS:

Federal land managers historically, and through the Bush Administration, emphasized commodity uses of federal lands, e.g. logging, mining, and grazing, over conservation of natural ecosystems. Easily accessible old growth forests on federal and private lands were extensively logged long ago, creating increasingly heavy reliance on the remaining old growth forests on federal lands. These old growth forests are in demand because of the size and quality of the trees

to the timber industry. Second growth forests on most private lands are still 15 to 20 years away from harvestable age.

The old growth forests support a broad range of plants and animals and the health of these forests impacts further on the area's rivers and streams -- meaning that fish also are affected by the state of these forests. For example, the region's salmon industry, which employs an estimated 60,000 people, has already been affected by reduced fish harvests due, in part, to habitat degradation of rivers and streams in logged areas. Destroying the old growth forests has a domino effect on entire communities --reducing jobs in tourism and fishing, recreational opportunities, hunting and fishing, and endangering water supplies. Old growth forests also contain a number of known and unknown species which offer promise, such as the Pacific yew tree, whose bark yields taxol, a possible cure for breast cancer.

THREATENED SPECIES

The law requires protections for the spotted owl, the marbled murrelet, and certain species of fish. In the past, legal action has centered on the spotted owl, the first species to be listed as threatened.

The northern spotted owl range is located in the forests west of the Cascade Mountains in Washington, Oregon, and Northern California. Within that range, the owls preferred habitat is old growth forests.

The Department of Agriculture's Forest Service manages 23 million acres in spotted owl range. The Department of the Interior's Bureau of Land Management (BLM) manages 2.4 million acres in spotted owl range in Oregon and Northern California.

The debate has focused on the environmental and economic benefits and costs of protecting the northern spotted owl. From 1984, when the Forest Service adopted guidelines for managing the owl's habitat on national forests in Washington and Oregon through today, this debate has been marked by contradictory and sloppy policy-making that has forced the issue into the courts.

The debate intensified over the past five years, particularly since the Fish and Wildlife Service listed the northern spotted owl as threatened in July 1990. The courts during this time repeatedly concluded that the Bush Administration was acting in violation of existing laws and issued injunctions stopping major timber sales. The Bush Administration, for example, agreed to list the owl as threatened but refused to act to protect the areas where the owl lives. Later, unhappy with the findings of the Interagency Scientific Committee, which was charged with examining the issues, the Bush Administration convened its own task force that produced a 1-1/2 page press release asking Congress to pass legislation enabling certain Forest Service and BLM timber sales to proceed and be insulated from forest management laws.

Using the Endangered Species Act (ESA) and the National Forest Management Act, environmental groups have challenged Forest Service and BLM plans to sell timber in spotted owl habitat. The ESA prohibits agencies from taking actions which will "jeopardize the continued existence" of an endangered or threatened species, a determination which the Fish and Wildlife Service makes.

A series of injunctions by the Seattle District Court and the Ninth Circuit Court of Appeals have stalled almost all timber sales in spotted owl habitat in Washington, Oregon, and Northern California since 1989.

Almost routinely, the courts said the Bush Administration abused its discretion, acted arbitrarily and capriciously and violated the law. For example, in May 1991, Judge William Dwyer in Seattle District Court ruled that, "...a deliberate and systematic refusal by the Forest Service and the Fish and Wildlife Service to comply with the laws protecting wildlife ...[demonstrates] a remarkable series of violations of the environmental laws."

SCIENTIFIC REPORTS

The scientific understanding of the old growth forest ecosystem has evolved significantly in the past five years. Scientists have conducted three key independent assessments:

- 1) The Interagency Scientific Committee (ISC) in 1990
- 2) The Scientific Panel on Late Successional Forest Ecosystems in 1991
- 3) The Scientific Analysis Team (SAT) of the Forest Service in 1993

All three have confirmed the need to set aside larger areas of habitat to protect species which depend on old growth forest ecosystems, such as northern spotted owls, marbled murrelets, and several species of salmon.

ECONOMIC ISSUES

The forests of the Pacific Northwest and Northern California have provided the foundation for the region's economy for the past century. Though historically important as a source of employment in the northwest, the timber industry has been declining in importance as other sectors of the economy have grown. In 1970, timber-related jobs accounted for about 10 percent of total regional employment. By 1989, timber employment was at about 140,000 jobs or about 4 percent of total regional employment. However, some rural areas depend almost totally on forest industries.

In the northwest region, economic growth in the past two decades has diversified a regional economy that was once much more heavily dependent on manufacturing and timber. While many rural counties are vulnerable, overall economic conditions and trends in the northwest show substantial strength. After many years of somewhat sluggish economic growth,

the Pacific Northwest economy has shown strong growth since 1986. The rate of employment growth in Oregon and Washington exceeded the U.S. average in every year since 1986.

About 43 percent of the timber land in the affected region is owned by the federal government, with the remainder in state or private hands. Federal timber sales provide local communities receipts of between \$200 and \$500 million dollars annually.

During the 1980s, the northern spotted owl region (public and private lands) accounted for more than 30 percent of the lumber produced in the United States. Because about one-third of recent timber harvests in the owl region occur on federal lands, about 10 percent of domestic timber supply potentially is affected by spotted owl protection.

Increased harvest levels have failed to increase jobs proportionately. Increased mechanization in harvesting, transporting, and milling has lowered the labor required for producing lumber. During the 1980s, for example, the number of jobs in the lumber and wood products sectors declined from 10 jobs per million board feet of harvest to below 8 jobs per million board feet. From 1981 to 1989, while harvest levels increased by 44 percent in Oregon and Washington, there was no increase in employment in forest products.

Mill closings follow a similar trend. In 1968, Oregon had 300 sawmills; by 1988 the state had 165 mills. In Washington, the number of mills fell from 182 in 1978 to 118 mills in 1988, while the total number of wood processing establishments (including veneer and plywood, pulp, shake and shingle plants and other operations) fell from 764 in 1978 to 351 in 1988.

These trends preceded the old-growth controversy. While the spotted owl often is blamed for weak employment, the long term projections indicate steady declines in employment for any given level of timber harvest.

It is important to note that by law, logs from federal lands cannot be exported and log exports from state-owned lands will be prohibited by legislation President Clinton is signing today. However, substantial volumes of timber cut from private lands in the northwest are exported to Japan, Korea, and China with minimal domestic processing.

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THE WHITE HOUSE
Office of the Press Secretary

Friday, May 7, 1993

** MEDIA ADVISORY **

MISSION STATEMENT FOR FOREST CONFERENCE WORKING GROUPS

The mission statement that follows has been provided to members of the three inter-agency working groups created to help meet the President's mandate to his cabinet to craft a plan to break the gridlock over forest management in the Pacific Northwest and northern California. It reflects guidance given to the working groups when they were created and sets the parameters for their recommendations.

The three working groups are:

- o Ecosystem Management Assessment to identify alternative strategies for a scientifically sound, ecologically credible, legally responsible basis for managing the federal forests of the Pacific Northwest and northern California;
- o Labor and Community Assistance to identify alternatives for assisting individuals and communities affected by changes in federal timber sales programs and policies in the region;
- o Agency Coordination to identify opportunities to improve the working relationships among federal and state agencies in the region to reduce impediments to stronger cooperative, working relationships among all parties.

The names of working groups members also follow here.

##

May 7, 1993

TO: FOREST CONFERENCE INTER-AGENCY WORKING GROUPS
Ecosystem Management Assessment
Labor and Community Assistance
Agency Coordination

FROM: FOREST CONFERENCE EXECUTIVE COMMITTEE
Department of Agriculture
Department of Interior
Department of Labor
Department of Commerce
Environmental Protection Agency
Office on Environmental Policy
Office of Science and Technology Policy
National Economic Council
Council of Economic Advisors
Office of Management and Budget

RE: STATEMENT OF MISSION

Together, we are working to fulfill President Clinton's mandate to produce a plan to break the gridlock over federal forest management that has created so much confusion and controversy in the Pacific Northwest and northern California. As well, that mandate means providing for economic diversification and new economic opportunities in the region. As you enter into the critical phase of your work reviewing options and policy, this mission statement should be used to focus and coordinate your efforts. It includes overall guidance and specific guidance for each team.

BACKGROUND

President Clinton posed the fundamental question we face when he opened the Forest Conference in Portland:

"How can we achieve a balanced and comprehensive policy that recognizes the importance of the forests and timber to the economy and jobs of this region, and how can we preserve our precious old-growth forests, which are part of our national heritage and that, once destroyed, can never be replaced?"

And, he said, "the most important thing we can do is to admit, all of us to each other, that there are no simple or easy answers. This is not about choosing between jobs and the environment, but about recognizing the importance of both and recognizing that virtually everyone here and everyone in this region cares about both."

The President said five principles should guide our work:

"First, we must never forget the human and the economic dimensions of these problems. Where sound management policies can preserve the health of forest lands, 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.

"Second, as we craft a plan, we need to protect the long-term health of our forests, our wildlife, and our waterways. They are, as the last speaker said, a gift from God; and we hold them in trust for future generations.

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

"Fourth, the plan should produce a predictable and sustainable level of timber sales and non-timber resources that will not degrade or destroy the environment.

"Fifth, to achieve these goals, we will do our best, as I said, to make the federal government work together and work for you. We may make mistakes but we will try to end the gridlock within the federal government and we will insist on collaboration not confrontation."

ECOSYSTEM MANAGEMENT ASSESSMENT

Our objectives based on the President's mandate and principles are to identify management alternatives that attain the greatest economic and social contribution from the forests of the region and meet the requirements of the applicable laws and regulations, including the Endangered Species Act, the National Forest Management Act, the Federal Land Policy Management Act, and the National Environmental Policy Act. The Ecosystem Management Assessment working group should explore adaptive management and silvicultural techniques and base its work on the best technical and scientific information currently available.

Your assessment should take an ecosystem approach to forest management and should particularly address maintenance and restoration of biological diversity, particularly that of the late-successional and old growth forest ecosystems; maintenance of long-term site productivity of forest ecosystems; maintenance of sustainable levels of renewable natural resources, including timber, other forest products, and other facets of forest values; and maintenance of rural economies and communities.

Given the biological requirements of each alternative, you should suggest the patterns of protection, investment, and use that will provide the greatest possible economic and social contributions from the region's forests. In particular, we encourage you to suggest innovative

ways federal forests can contribute to economic and social well-being.

You should address a range of alternatives in a way that allows us to distinguish the different costs and benefits of various approaches (including marginal cost/benefit assessments), and in doing so, at least the following should be considered:

- timber sales, short and long term;
- production of other commodities;
- effects on public uses and values, including scenic quality, recreation, subsistence, and tourism;
- effect on environmental and ecological values, including air and water quality, habitat conservation, sustainability, threatened and endangered species, biodiversity and long-term productivity;
- jobs attributable to timber harvest and timber processing; and, to the extent feasible, jobs attributable to other commodity production, fish habitat protection, and public uses of forests; as well as jobs attributable to investment and restoration associated with each alternative;
- economic and social effects on local communities; and effects on revenues to counties and the national treasury;
- economic and social policies associated with the protection and use of forest resources that might aid in the transitions of the region's industries and communities;
- economic and social benefits from the ecological services you consider;
- regional, national, and international effects as they relate to timber supply, wood product prices, and other key economic and social variables.

As well, when locating reserves, your assessment also should consider both the benefits to the whole array of forest values and the potential cost to rural communities.

The impact of protection and recovery of threatened and endangered species on non-federal lands within the region of concern should be minimized. However, you should note specific non-federal contributions that are essential to or could significantly help accomplish the conservation and timber supply objectives of your assessment.

In addition, your assessment should include suggestions for adaptive management that would identify high priority inventory, research and monitoring needed to assess success over time, and essential or allowable modifications in approach as new information becomes available. You should also suggest a mechanism for a coordinated inter-agency approach to the needed assessments, monitoring, and research as well as any changes needed in decision-making procedures required to support adaptive management.

You should carefully examine silvicultural management of forest stands -- particularly young stands -- 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 species or several species response.

Your conservation and management assessment should cover those lands managed by the Forest Service, the Bureau of Land Management, and the National Park Service that are within the current range of the northern spotted owl, drawing as you have on personnel from those agencies and assistance from the Fish and Wildlife Service, the National Marine Fisheries Service and the Environmental Protection Agency. To achieve similar treatment on all federal lands involved here, you should apply the "viability standard" to the BLM lands.

In addressing biological diversity you should not limit your consideration to any one species and, to the extent possible, you should develop alternatives for long-term management that meet the following objectives:

- maintenance and/or restoration of habitat conditions for the northern spotted owl and the marbled murrelet that will provide for viability of each species -- for the owl, well distributed along its current range on federal lands and for the murrelet so far as nesting habitat is concerned;

- maintenance and/or restoration of habitat conditions to support viable populations, well-distributed across their current ranges, of species known (or reasonably expected) to be associated with old-growth forest conditions;

- 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 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; and,

- maintenance and/or creation of a connected or interactive old-growth forest ecosystem on the federal lands within the region under consideration.

Your assessment should include alternatives that range from a medium to a very high probability of insuring the viability of species. The analysis should include an assessment of current agency programs based on Forest Service plans (including the final draft recovery plan for the northern spotted owl) for the National Forests and the BLM's revised preferred alternative for its lands.

In your assessment, you should also carefully consider the suggestions for forest management from the recent Forest Conference in Portland. Although we know that it will be difficult to move beyond the possibilities considered in recent analysis, you should apply your most creative abilities to suggest policies that might move us forward on these difficult issues. You also should address short-term timber sale possibilities as well as longer term options.

Finally, your assessment should be subject to peer review by appropriately credentialed reviewers.

LABOR AND COMMUNITY ASSISTANCE WORKING GROUP

Resolving the forest management issues confronting this region must involve addressing related economic and community issues. The forests of the Pacific Northwest and northern California have provided a foundation for the region's economy for the past century. And, while economic growth has diversified a region that was once much more heavily dependent on timber manufacturing, some rural areas depend almost totally on forest industries not just for jobs but for revenues from timber sales. The work of the Labor and Community Assistance Working Group should proceed from the following:

- o The economic development and assistance plan should be far-sighted and comprehensive. As noted at the Forest Conference, many species are at risk in old-growth forests. Just as the Ecosystem Management Assessment working group must focus on an 'ecosystem' approach that takes into account the region's vast and varied natural resources, the economic plan must focus on the regional economy and take into account its resources and needs. The plan must be long-term and address not just temporary efforts but economic development and diversification over time.
- o Government policy should accommodate properly functioning markets and facilitate the transitions inevitable in the modern global economy. The American economy is more dynamic than ever before. The federal government may be able to play a role in directing the development of the economy but it cannot overcome large-scale market forces. Economy policy here should encourage necessary adjustments and ease inevitable transitions.
- o Some region-specific community and worker assistance will be necessary because of the unique circumstance surrounding this issue. However, the economic plan must be consistent with national policies. The Labor and Community Assistance working group should develop a comprehensive plan for economic dislocations whether those are caused by slack demand, productivity growth, technological advances, or structural changes in the economy. This approach would mark a dramatic improvement over the current patchwork of programs, which are both inefficient and inequitable.
- o Any assistance plan should be open to all displaced forest industry workers, regardless of the precise cause of their dislocation. Revolutions in technology, improvements in productivity, and the development of new products are changing the nature of forest industries. We should reach out to all forest industries workers who are affected without distinguishing the cause of the impact.
- o Policies should be coordinated among federal and state agencies to maximize benefits to affected communities and workers. More than a dozen federally-funded programs currently provide assistance to timber workers and their communities. A coordinated federal response would make the system more accessible and more efficient.

o State and local governments are best situated to direct economic development. Federal policy should not attempt to dictate preferred paths for economic development but instead should build upon the independence and strength of these communities and their residents and provide them with the tools needed for economic revitalization based on their own needs and on potential new opportunities in forest related employment..

AGENCY COORDINATION WORKING GROUP

Too often in the past, various federal agencies with responsibility for some aspect of forest management in the Pacific Northwest and northern California have acted in isolation or even at cross-purposes. This problem becomes even more critical as we move toward an ecosystem approach to forest management where a number of agencies must be involved in planning and implementing a management strategy. We must improve the working relationships among federal and state agencies in the region and eliminate impediments that block coordinated action. The efforts of this working group are key to our success in this area.

To help identify new means to encourage coordination at all levels, we believe you should examine a range of issues.

Identify structural and procedural problems that in the past have made coordinated action difficult and suggest solutions or procedures for reaching solutions to those problems.

Identify ways the federal land management agencies can and should work together in the future to achieve coordinated management strategies that take into account the statutory mandates of those agencies.

Identify and suggest ways for dealing with issues concerning agency coordination related to implementing strategies currently being developed by the Ecosystem Management Assessment working group.

Identify ways to improve the process in which the land management agencies are required to consult with the Fish and Wildlife Service and the National Marine Fisheries Service concerning their responsibilities under the Endangered Species Act.

Identify ways to improve coordination between the land management agencies and the Environmental Protection Agency.

And, identify ways to improve working relationships between federal and state agencies in the region and suggest a course of action for involving those state agencies in the implementation of strategies being developed by the Ecosystem Management Assessment working group.

As you develop your recommendations, you should continue to call on personnel from the Forest Service, the Bureau of Land Management, the Fish and Wildlife Service, the National Marine Fisheries Service, the Environmental Protection Agency, and others as appropriate, as well as on advice from the states in the region.

CONCLUSION

We appreciate your efforts and recognize, as President Clinton did, that these are difficult issues with difficult choices. And, we'll remind you of something else the President said at the Forest Conference, talking to the people of the Pacific Northwest and northern California: "We're here to begin a process that will help ensure that you will be able to work together in your communities for the good of your businesses, your jobs, and your natural environment. The process we [have begun] will not be easy. Its outcome cannot possibly make everyone happy. Perhaps it won't make anyone completely happy. But the worst thing we can do is nothing."

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Mark Gaede, Department of Agriculture
Joe Papovich, U.S. Trade Representative
Robert Wolcott, Environmental Protection Agency
Doris Freedman, Small Business Administration

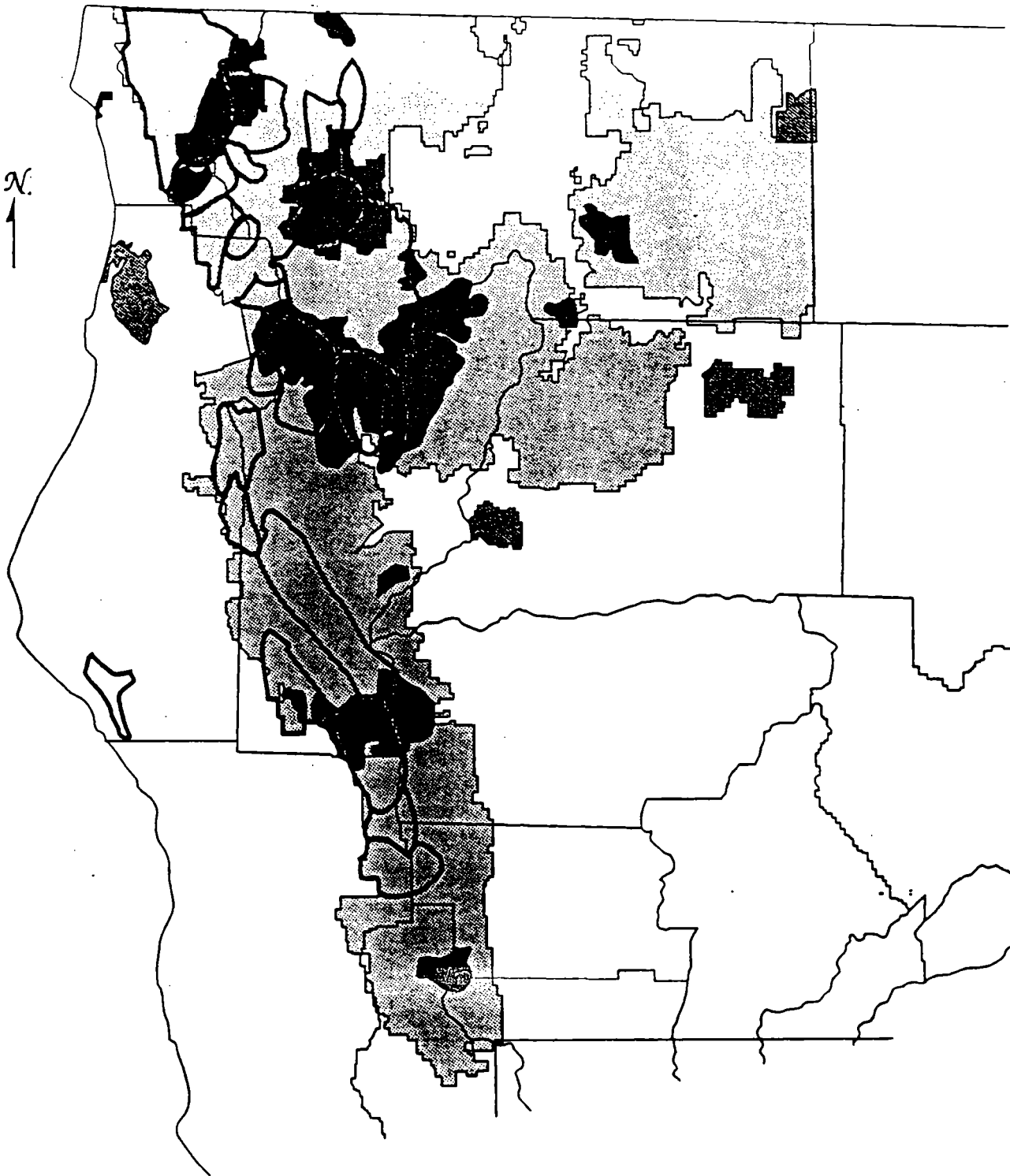
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Chris Clark, Assistant Solicitor for Land Use and Realty
Mike Gippert, Deputy Assistant, General Counsel for Natural
Resources Division

CALIFORNIA

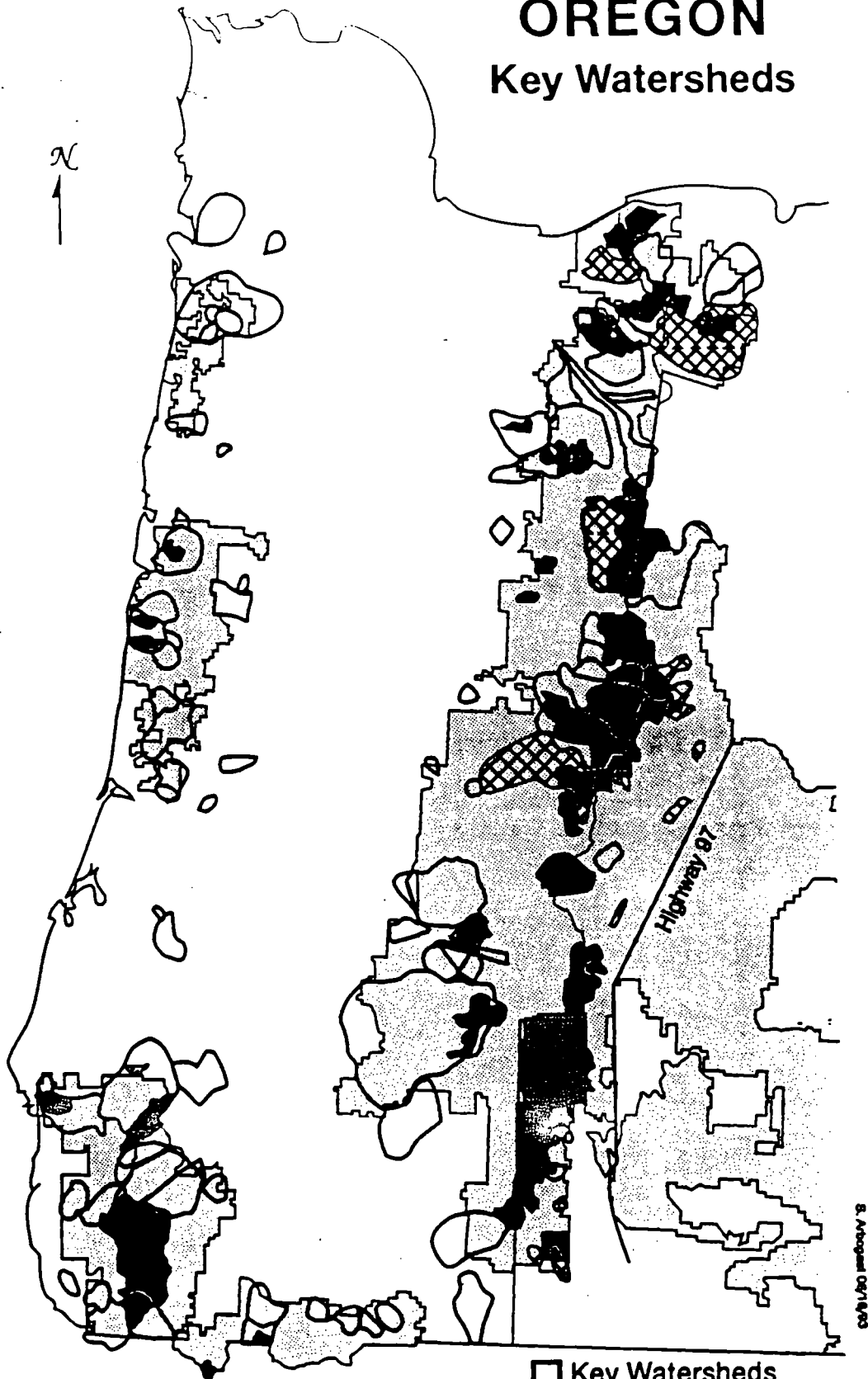
Key Watersheds



- Key Watersheds
- Tier 1
- ▣ Tier 2
- Wilderness
- National Parks
- ▨ National Forests

OREGON

Key Watersheds

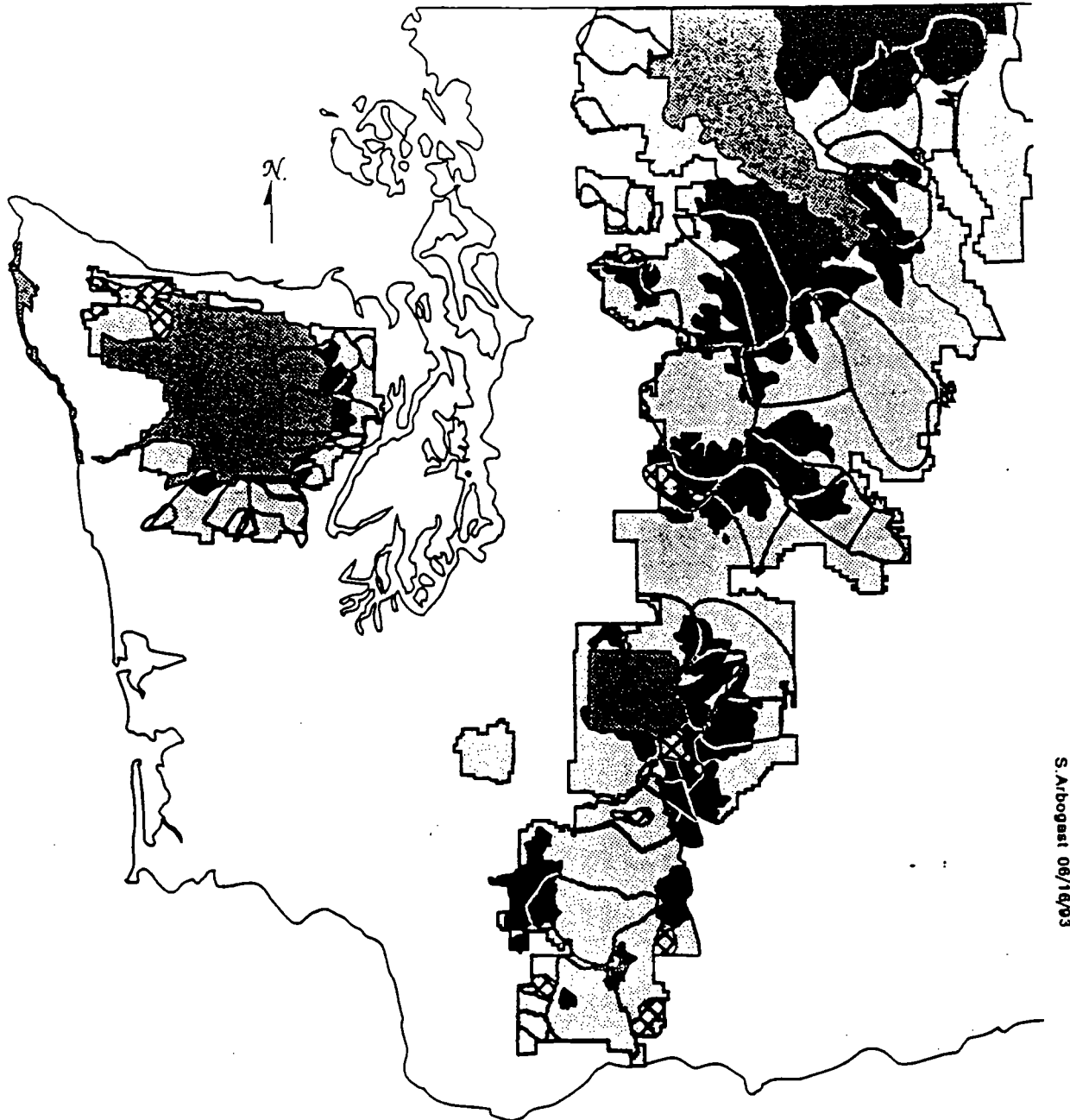


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- Key Watersheds
- Tier 1
- ▨ Tier 2
- Wilderness
- National Parks
- ▨ National Forests

WASHINGTON

Key Watersheds



S. Arbogast 06/14/93

AP

ASSOCIATED PRESS



Carlin Zol

Bulletin

WILL STAY!!
HELP ASAP!!

TO: Marla Romash

FAX: 456-2685

DATE: 8/30/93

FROM:

AP Associated Press

FAX:

Scott Sonner
 Northwest Regional Reporter
 2021 K Street, N.W.
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DESK:

NO. PAGES

4

EXCLUDING THIS SHEET

DESCRIPTION: Montana wilderness

8/30/93

AP Associated Press

Marla,

Environmentalists say they are counting on VP Gore to turn back any attempts to use "sufficiency" language in Northwest or hard "release" language in Northern Rockies, (HR 2473).

They base that on Gore speeches against Montana wilderness bill last year.

However, Rep. Williams has said administration has endorsed his bill HR 2473.

Can you comment?

Does sufficiency pledge (enclosed) apply to Montana to?

What do you make of Wilderness Society Critique (enclosed)?

Thanks,

Scott Sonner

August 3, 1993

Mr. Victor M. Sher
Mr. Todd D. True
Sierra Club Legal Defense Fund
203 Hoge Building, Suite 705
Seattle, Washington 98104

Dear Mr. Sher and Mr. True:

Thank you for your letter offering to work with the Administration in a process to identify timber sale volume for release from the existing injunction in Seattle Audubon Society v. Lyons as soon as possible.

We welcome your offer. We also want to offer our commitment to pursue this process for freeing sale volume pending the promulgation of a final plan at the end of this year. We believe that attempts to legislate "sufficiency" language that would seek to insulate the President's plan from the requirements of existing law or judicial review would undermine this process, and if this process is successful we will continue to oppose any "sufficiency" legislation pending the final promulgation of the President's plan.

We look forward to working with you in the next several weeks as we move forward with a scientifically sound, ecologically credible and legally responsible program for the Federal forestlands of the Pacific Northwest.

Sincerely,

BABBITT

ESPY



THE WILDERNESS SOCIETY

**TESTIMONY OF MICHAEL D. SCOTT REPRESENTING
THE WILDERNESS SOCIETY AND THE SIERRA CLUB ON H.R. 2473, "ROUND
16 OF THE MONTANA WILDERNESS ACT 1993", BEFORE
THE HOUSE NATURAL RESOURCES SUBCOMMITTEE ON PARKS,
FORESTS AND PUBLIC LANDS, JULY 20, 1993**

Chairman Vento, Representative Williams and members of the subcommittee, my name is Michael Scott. I am the Northern Rockies Regional Director of the Wilderness Society, based in Bozeman, Montana. I am here today representing both The Society and the Sierra Club. The Wilderness Society is a 55 year-old national conservation organization dedicated to the preservation and protection of American lands, principally public lands. We have some 300,000 members nationwide, with over 1,500 members in Montana. The Sierra Club is a 100 year-old conservation organization with 530,000 members nation-wide and 1,500 in Montana.

I am pleased to be here today to testify on H.R. 2473. We want to express our sincere appreciation to Rep. Williams for introducing H.R. 2473. It is an excellent start. Wilderness is a difficult and contentious issue in Montana. We applaud Rep. Williams for his courage in taking the lead on this thorny issue.

H.R. 2473 contains some significant improvements over last year's version of a Montana wilderness bill - S. 1696. Several areas such as the Snowcrest Range, Line Creek Plateau and Elk Creek have been added as wilderness. We thank Rep. Williams for these and the other areas he has added. We also appreciate the fact that Rep. Williams has left the Montana Wilderness Study Act areas entirely alone. These areas deserve close examination on their own.

Others here today will detail needed additions to H.R. 2473. With the additions they propose - areas like Tenderfoot-Deep Creek, Allen Mountain and Mt. Garfield - H.R. 2473 will be a major step toward protection for Montana's wild places and in providing the wilderness legacy Montanans want and deserve.

This morning I would like to focus my testimony on three areas; release language, water language and the ecosystem and economics study provision in H.R. 2473. In addition, I will cover some of the miscellaneous provisions in the bill.

H.R. 2473 Release Language

The release language in H.R. 2473 is similar to that developed by this committee last year, except in one fundamental respect. A section, Sec. 12(h), is added which states that the wilderness review in forest plans is deemed an adequate consideration of the suitability of roadless lands for inclusion in the National Wilderness Preservation System. This section charts dangerous ground and should be removed - even if the committee decides that release language should be included in a Montana wilderness bill.

As discussed above, there is no need to insulate forest plans from any form of judicial review or to make any affirmative finding that their wilderness reviews are adequate since no one has successfully challenged the wilderness restudy portion of forest plans.

There is, thus, no analogous situation to the California v. Block days when the timber industry, and the Forest Service, felt there was a sword hanging over their respective heads.

Since there is no legal need for such language, why include it? Some argue that it provides an assurance to industry that no one will be allowed to challenge the wilderness portion of forest plans. This might seem a benign request, but it is one fraught with problems.

First, wading into forest plans sets a precedent. Congress should not be in the business of selectively judging the adequacy of all, or parts, of forest plans, especially where there has been no demonstrated need.

Entering this debate only puts us on a slippery slope. While at first, the congress might limit its scope of review to the wilderness review portion of plans, this clearly is not the long-term agenda of industry. In subsequent congress's industry will try to broaden the adequacy determinations to include other "problems" like forest health. This is something the timber industry is now vigorously pursuing in its negotiations of an Idaho wilderness bill.

Another serious problem with including adequacy language in this bill relates to how the courts may interpret it. This problem stems from the fact that forest plans, unlike the RARE II EIS, are multi-purpose documents. They plan for a broad range of activities and the EIS accompanying a plan describes not just each activity but the interrelationships between them.

It is extremely difficult, if not impossible, to separate out from a forest plan and its EIS its wilderness study elements and insulate them. This is because the EIS and plan are interwoven documents. The same environmental analysis that is used to justify