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Forest Conference-Supplemental Environmental Impact Statement (SEIS)-Talking Points

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TO: KATIE MCGINTY
SPECIAL ASSISTANT TO THE PRESIDENT FOR
ENVIRONMENTAL POLICY

RECIPIENT REF: ENVIRONMENTAL POLICY

TO FAX PHONE #: 2024562710

FROM: WESTERN COUNCIL OF INDUSTRIAL WORKERS

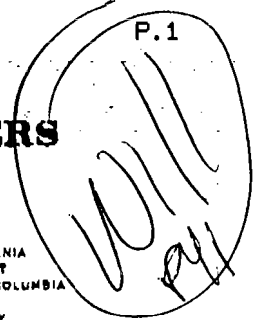
2 PAGES INCLUDING COVER SHEET
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DATE/TIME: FEB 23, '94 16:16 (ET)

cc Mail &
return

Will → We need to
make sure we are getting the
right message out there
Please make sure I get clips from
the region I want. on reactions from
to the plan.
② Put - I'm am going to write
to Draper on this & write
bullet.

WESTERN COUNCIL OF INDUSTRIAL WORKERS

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PORTLAND, OREGON 97206

**FOR IMMEDIATE RELEASE:**
February 23, 1994**CONTACTS:**
Mike Draper 503/228-0235
Jeff Joseph 202/452-9431**CLINTON ADMINISTRATION FOREST MANAGEMENT PLAN PUSHES FOREST PRODUCTS
WORKERS CLOSER TO THE ABYSS,
SAYS NORTHWEST LABOR LEADER**

(Portland, OR) -- The following statement was released today by Western Council of Industrial Workers Executive Secretary Mike Draper in response to the Clinton administration's plan to further restrict timber harvests on federal lands in the Pacific Northwest and Northern California:

"The Clinton administration has once again pulled the rug out from beneath the 30,000 members of the Western Council of Industrial Workers (WCIW) and forest products and related workers throughout the nation.

"The preservationist sympathizers who determine environmental policy for this administration are insatiable in their efforts to destroy forest products workers, our families and our communities.

"When Option 9 was released, the administration promised to provide 2 billion board feet of timber on federal lands for harvest this year and a meager 1.2 billion board feet average annually over the next ten years. The administration then promised to free 200 million board feet of timber under injunction. But just last week, the administration announced they are seeking the release of only 31 million board feet of timber currently under injunction, which is like sending a single lifeboat to save the passengers of the Titanic.

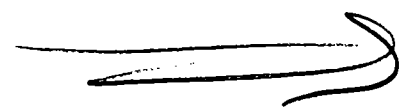
"And now the administration is announcing they will provide only 1.1 billion board feet annually on lands that historically produced 4 billion to 5 billion board feet annually. We have little faith the administration will be able to produce even this paltry amount.

"The 100 million board foot reduction will mean the loss of an additional 2,000 jobs in a region already suffering from massive unemployment due to harvest restrictions.

"The administration -- hand-in-hand with the preservationists -- is pushing forest products workers down a slippery slope that is quickly becoming an avalanche. We will soon find ourselves buried beneath the rubble. We are being forced into a dark future of massive unemployment and social disruption.

"It is clear that the administration has fully abandoned us and ceded control to the preservationists. Congress must now provide our salvation. Our Congressional representatives must develop a solution to the forest management crisis that provides environmental protection and allows for realistic levels of timber harvests to protect jobs and people."

###



To: George Frampton

From: Don Knowles

Copies to: Tom Tuchmann/Bob Jacobs
Jim Lyons/Mark Gaede
Katie McGinty/Will Stelle

Subject: Protection of unroaded portions of LSRs

We are at another decision point in our effort to make some of the unroaded, old-growth portions of the Late Successional Reserves (LSRs) "no cut". I have a suggestion as to how we should proceed.

Under the proposed salvage and silvicultural guidelines for Alternative 9, areas over 80 years are not generally available for activities such as thinning. However, salvage could occur throughout the LSR system following blowdown or fire.

Selecting the portion of the LSRs to make "inviolate" could be done by hand, simply by picking some of the key, most highly visible areas to exempt from salvage operations. However, it seems preferable to me that we establish criteria describing the areas we would close to timber entry, and let the criteria pick the areas to protect.

This is what we tried last week--we took a good look at the "inventoried roadless" areas to see if that set of lands satisfied our objectives. Unfortunately, it is only good as a start. The inventory was conducted over 20 years ago, and an unknown number of areas have been roaded and logged. Further, I understand that the inventory excluded areas smaller than 5,000 acres.

I would suggest that we ask the National Forests (and perhaps the BLM Districts, depending on resolution of the conflict about designating some of the O&C Lands as Reserves) to update their inventory of roadless areas, including areas smaller than 5,000 acres. They should also be asked to suggest criteria to be applied in selecting these "no cut" reserves and identify the set of lands selected by those criteria. In addition, they should be asked to list key, important unroaded, old-growth portions of the LSRs that fall through these screens.

Before we go to the Forests, we need to provide guidance on the following questions. It would be helpful if you can get agreement on these today:

What is our target, in terms of total acres? There are about 7.3 million acres of LSR; about 3.0 million of that is thought to be "roadless", and about 1.7 million of that is supposed to be old growth. When we exclude the dry provinces, we may end up with about 300,000 acres.

What is the minimum size needed for a unit to be selected? If 5,000 acres is too large, perhaps 500 acres is the right size. The Vento bill has one parcel of 300 acres.

Do we want some acreage in all three states?

Do we include BLM and FS lands, or FS only?

What management standards do we want for these areas? For example, no timber harvest, or thinning, or salvage is assumed. How about helicopter logging? Fire or insect suppression? Road construction? Motorized access? How should the Forests enforce these designations?

We can ask the Forests for guidance on practicality of administration, but would we contemplate the exclusion of an area for this reason?

The current EIS schedule has a draft ROD to D.C. for review around the middle of February. If we could get this request to the Forests in the next few days, we should be able to get a response in time to decide on a specific approach. There is no doubt this will require someone in Portland to manage this effort for the next month or so. Also, it will require a significant amount of effort to map and digitize the "no-cut" areas and have them available by mid-February for review and a final decision.

**President's Forest Plan
Talking Points**

The final Supplemental Environmental Impact Statement (the SEIS) on the ecological part of the President's Forest Plan has been released.

It is the landmark product of interagency cooperation and scientific analysis resulting from the President's Forest Conference last spring.

The effort was led by the federal land management and natural resources regulatory agencies in the northwest, including the Forest Service (Dept. of Agriculture) and the Bureau of Land Management (Dept. of Interior).

As required by the National Environmental Policy Act, they analyzed and disclosed the environmental effects of ten possible courses of action for federal lands in the range of the northern spotted owl (western Oregon, western Washington, and northern California).

All ten proposals in the document focused on two key needs in the Pacific Northwest--The long-term health of forest ecosystems; and a sustainable supply of forest products for local and regional economic stability.

The Final SEIS provides the basis for an informed final decision about how to manage and allocate these lands

While Option 9 has been identified as the preferred alternative, the final decision to select an alternative will be made at the Departments of Agriculture and Interior.

A Record of Decision, documenting that final decision and reasons for making it, will be available within 30 days. The target date is March 31.

The final SEIS reflects some changes from the Draft SEIS, issued last July.

Generally, these changes reflect further analysis and fine tuning; new data, and clarifications of terms and boundaries.

In addition, the document responds to the substance of over 100,000 public comments received during the comment period.

Specifically, there are some specific changes to Alternative 9 (the "preferred" alternative), including more protection for riparian areas, fish, owl sites, old-growth and bat roosting sites; management for rare and endemic species; and higher prescribed levels of coarse woody debris and snag retention.

Probable sale quantities (PSQ) in millions of board feet (MMBF)
by alternative for each administrative unit

Alternative:	1	2	3	4	5	6	7	8	9	10	
Administrative Unit	MMBF										
<u>National Forests - Region 6</u>											
Gifford Pinchot	9	58	62	58	94	71	135	97	73	72	
Mt. Baker-Snoqualmie	2	10	12	12	15	16	32	24	12	19	
Okanogan	1	5	5	5	6	6	8	10	5	9	
Olympic	1	8	8	7	9	9	19	15	10	12	
Wenatchee	4	23	25	22	28	28	36	57	20	41	
NF - Washington Total	16	104	112	103	152	129	230	202	120	152	
Deschutes	2	13	14	14	15	14	19	18	17	18	
Mt. Hood	7	45	50	68	85	59	132	77	67	59	
Roque River	1	5	6	11	16	10	29	31	26	25	
Siskiyou	3	20	22	27	34	27	118	41	24	27	
Siuslaw	3	21	23	19	29	27	119	38	23	27	
Umpqua	10	66	75	89	108	92	149	125	83	98	
Willamette	10	64	77	88	129	104	152	147	136	120	
Winema	5	32	32	23	33	33	47	40	37	39	
NF - Oregon Total	40	265	299	340	449	365	765	518	413	412	
NF - REGION 6 TOTAL	56	369	411	443	601	494	995	720	533	564	
<u>National Forests - Region 3</u>											
Klamath	7	39	44	38	50	55	82	102	96	92	
Mendocino	0	12	12	11	13	13	23	21	20	19	
Six Rivers	6	12	15	19	23	19	43	24	26	21	
Shasta/Trinity	4	50	54	43	55	63	90	75	82	67	
NF - California Total	17	113	125	111	141	150	238	222	224	198	
NATIONAL FOREST TOTAL	72	482	536	554	742	644	1233	942	757	762	
<u>BUREAU OF LAND MANAGEMENT - Oregon</u>											
<u>District Sustained Yield Unit</u>											
Salem	Columbia	4	9	9	8	10	9	28	14	9	10
	Clackamas	1	5	6	6	9	7	17	11	8	10
	Alsea	1	3	3	3	3	4	22	14	8	6
	Santiam	1	6	7	5	12	8	24	14	11	9
	Salem Total	8	23	25	23	34	29	91	53	36	35
Eugene	Upper Willamette	10	18	20	22	28	24	46	42	25	29
	Siuslaw	6	9	9	9	10	9	21	12	7	10
	Eugene Total	16	27	29	31	38	33	67	54	32	40
Roseburg	South Umpqua	1	5	5	7	9	6	20	12	9	7
	Douglas	3	14	15	18	22	17	54	39	29	22
	Roseburg Total	4	19	20	25	31	23	74	51	38	29
Coos Bay	South Coast	12	41	41	44	44	43	95	66	43	52
	Coos Bay Total	12	41	41	44	44	43	95	66	43	52
Medford/	Josephine	0	14	15	14	16	16	38	30	22	17
Lakeview	Jackson	0	15	16	17	19	19	39	32	26	19
	Klamath	0	3	3	3	6	4	8	4	4	4
	Medford Total	1	32	34	35	42	39	85	66	53	40
BLM TOTAL		41	142	149	158	188	167	412	290	201	196
GRAND TOTAL		114	624	685	712	930	811	1645	1232	958	958

NOTE: All PSQ estimates are reported in 32 foot logs. Divide the PSQ by 0.825 to convert to 16 foot logs.
PSQ estimates for each administrative unit will be reviewed upon completion or revision of Forest and
District Plans. PSQ estimates do not include other wood estimates.

February 12, 1994

To: Distribution

From: Tom Tuchmann/Lauri Hennessey

Re: Attached materials to be handed out at briefings tomorrow, Wednesday, Feb. 23.

DISTRIBUTION:

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NOAA: Kate Kimball, Gary Smith, Donna Wieting, Merritt Tuttle

EPA: Jerry Emision, Charles Findley, Robert Perciasepe

Justice: Ellen Athas

IIT Members

SEIS Team: Bob Jacobs, John Singlaub, Sharon Heywood

EIS Team: Gerry Bradford

OMB: Ruth Saunders

Attached are hand-outs for tomorrow's briefings on the final Supplemental Environmental Impact Statement.

These will be handed out in Portland at the briefings with Congressionals, interest groups, and press.

While the hand-outs were reviewed and edited, there will be some awkward wording, etc. because of the short turn-around time. However, we did try to make all changes that were recommended to us.

You will find here:

1. talking points for federal agency employees;
2. timber volume chart agency employees will be able to give for their forest or district if asked;
3. changes between draft and final (public);
4. summary of public involvement and what didn't change from draft (public);
5. summary of alternatives (public);
6. questions and answers (public).

Talking Points:
Administration Leadership
Congressional Briefing on Final SEIS

*is complete.
The team has*

Supplemental
 We're here today to turn another page in the development of a final plan for the management of federal forest lands in the Pacific Northwest and Northern California. After seven months of intensive *analysis of a wide range of* oversight of the FEMAT team's alternatives, including the President's preferred alternative, we're happy to say that *Concluded their analysis of* the scientists who conducted the final Environmental Impact Statement ~~have~~ recommended only minor changes to the plan as it was presented in July of last year, ~~and~~ *and have made a number of recommendations designed to improve the scientific and ecological credibility of the plan.*

The EIS team ~~has recommended some changes, however, and they~~ will outline those changes for you in just a few minutes. But we think the changes that were recommended are fair and reasonable, and very much worth adopting as we move toward the next step in this process: a Record of Decision document to be presented to District Court Judge Dwyer late next month. *Basically, the ACRS is the land succession process increased. ACRS: the P&G dropped 100 mb t, and the plan includes a set of mitigation to maintain ecological integrity.*
 This final EIS represents a landmark product of interagency cooperation--primarily between the Forest Service and the Bureau of Land Management, *but also including the FWS, EPA, BLM, BIA, NPS, and others.*

Comments
 In a nutshell, the changes around the edges of Alternative Nine amount to fine tuning based on the ~~availability of new data~~ *after Federal agencies and the* submitted by the public. The EIS team believes that adopting these changes will lead to a higher degree of protection for a large number of rare species that depend on the region's watersheds for survival ~~without significantly reducing the timber harvest~~ levels that we had earlier determined the forests can sustainably produce.

The Justice Department believes these changes will significantly strengthen our presentation to the court--thus increasing the likelihood that the President's plan will indeed end the gridlock the region has suffered through.

Further, increased protection in the watersheds will help the Administration and the region continue to fight the threat to salmon and other fisheries, *both now and in the event of further listings.*

if the lack of information about
 And ~~because~~ *the* EIS team recommended the additional measures because it believes scientists thus far have not adequately enough examined the state of these watersheds. This will act as a catalyst for getting specialists out into those watersheds to determine exactly what is required there long-term. In some of those watersheds, we may determine that we can cut back on these protections--but I want to stress that we really don't know yet.

--More--

Page 2

for example,
recommends replacing the *with*
Some areas will benefit from the changes, while some areas will indeed be challenged. In Northern California, the EIS team ~~disagreed with the FEMAT team's recommendation of a 180-year rotation, and that is being adjusted to match~~ existing forest plan standards and guidelines. That will increase the sustainable annual harvest levels there. Further protection was considered necessary in the area of the Bull Run Watershed in Oregon. While that means a drop in timber harvests, it will also help protect the city of Portland's water supply.

The final EIS is being mailed to all of your offices this week from the publisher, and you should have your copies shortly. In the meantime, we have copies of the Executive Summary and some other briefing materials here for you.

I want to say a few words about the outreach that was conducted by the EIS team in its efforts to reach this point. During a 90-day public comment period following the publication of the draft EIS, the team held public hearings in all three states within the range of the owl. It received and analyzed more than 108,000 written submissions, which came from every state in the Union and from 34 foreign countries.

The overwhelming majority of comments were centered around the need to preserve forest ecosystems. Many other letters expressed equal concern about the struggles of the people in timber-dependent communities.

The President is concerned about both parts of this equation--which is why he included in his FY '95 budget request \$372 million in forest plan funding, which *In addition to* besides plan implementation, funding also includes \$36 million to put displaced timber workers to work in restoration, \$12 million in worker retraining programs and more than \$185 million in Rural Development Administration and Economic Development Administration grant and loan programs.

Talking Points--Employment Levels

***The final SEIS makes a significant adjustment to the preliminary figures on employment levels in the region's timber industry.**

***The change in the figures is the result of a re-evaluation of the impact of a decline in federal timber harvests on harvest levels from private lands. It also reflects the change in probable sales quantities due to the mitigation package in the final SEIS.**

***The change in the figures is not something we're happy about. But we take this issue very seriously. That's why we've worked hard to produce real and accurate figures. Our goal all along has been to bring greater certainty to the region, and honest employment estimates are an important part of that. We've all heard inflated numbers over the past year, but these numbers are real, and we stand by them.**

***When the draft alternatives for the forests were announced last July, an unprecedented worker and community assistance plan was announced as well. We remain absolutely committed to that plan. The agencies and the White House will work hard with the regional delegation to ensure that the funding levels remain intact during the appropriations process, and we'll make sure the dollars arrive and that the programs work as they were intended to.**

KEY POINTS

1. The final plan maintains the balance sought by the President at the Forest Conference -- it maintains healthy ecosystems while providing a predictable, long-term timber supply.
2. The final plan is comprehensive and extends additional protection to a number of species required for us to satisfy legal mandates and pass legal muster. We are trying to get ahead of the curve on salmon and other species associated with aquatic ecosystems.
3. The final plan is the product of interagency coordination and will require further contingency coordination to succeed.
4. The final EIS sets the stage for the Record of Decision, the lifting of the injunction, and ending the gridlock.

"... maintains the balance ..."

"... is comprehensive and puts us ahead of the curve on salmon ..."

"... features interagency coordination ..."

"... targets the injunction ..."

TO: WILL STELLE
LAURIE HENNESSEY

FROM: Cottingham/Knowles

202-208-4811

President's Principles

1. "...never forget the human and the economic dimensions..."

2. "...protect the long-term health of our forests, our wildlife, and our waterways."

3. "...scientifically sound, ecologically credible, and legally responsible."

4. "...predictable and sustainable level of timber sales and nontimber resources..."

5. "...end the gridlock."

Final EIS

1. The final SEIS recognizes the importance of the human and economic dimensions by:

- working in tandem with the watershed restoration/forestry and economic development--community economic revitalization grants programs
- removing existing, permitted, developed ski areas from ISRs
- maintaining the AMAs, with local input

2. We've maintained our commitment to the long-term health of ecosystems with our basic reserve strategy, coupled with a strong monitoring program and a rigorous adaptive management program. We've also added "survey and manage" provisions for sensitive species. Proposed thinnings must now be "beneficial."

3. The final SEIS provides more protection for aquatic ecosystems, for owls and murrelets, for remnant old-growth stands, and for rare and endemic species. Managed ISRs have been added for the dry eastside provinces. Between draft and final, we've done an additional assessment of 474 species or groups, and added appropriate mitigation.

4. The PSQ is predictable and sustainable. We still project over 1 billion board feet PSQ, recognizing that it will take us a few years to get that level.

5. We have had an extraordinary team effort so far, and are anticipating a continuation of these efforts into the future through the Regional Ecosystem Office, the Regional Interagency Executive Committee, and the FS-BLM-FWS planning teams.

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draft

Talking Points:
Administration Leadership
Congressional Briefing on Final SEIS

We're here today to turn another page in the development of a final plan for the management of federal forest lands in the Pacific Northwest and Northern California. After seven months of intensive analysis of a wide range of alternatives, including the President's preferred alternative, we're pleased to say that the final supplemental Environmental Impact Statement is compiled, and that the managers and scientists who participated in that analysis have recommended only minor changes to the plan as it was presented in July of last year.

The EIS team will outline those changes for you in just a few minutes. But we think the changes that were recommended are fair and reasonable, and very much worth adopting as we move toward the next step in this process: a Record of Decision to be completed next month.

That Record of Decision will complete the administrative requirements for amending the Forest Service and BLM land management plans.

This final SEIS represents a landmark product of interagency cooperation--primarily between the Forest Service and the Bureau of Land Management, but involving all the agencies: Fish and Wildlife, EPA, the National Marine Fisheries Service, Bureau of Indian Affairs, the Park Service and others..

In a nutshell, the changes around the edges of the alternatives amount to fine tuning based on the comments submitted by other federal agencies and the public. The EIS team believes that adopting these changes will lead to a higher degree of protection for a large number of rare species that depend on the region's watersheds for survival--without significantly reducing the timber harvest levels that we had earlier determined the forests can sustainably produce.

The Justice Department believes these changes will significantly strengthen our presentation to the court--thus increasing the likelihood that the President's plan will indeed end the gridlock the region has suffered through.

Further, increased protection in the watersheds will help the Administration and the region continue to fight the threat to salmon and other fisheries, both now and in anticipation of potential future listings.

--more--

Page 2

The EIS team recommended the additional measures because it believes scientists need more information about the state of these watersheds. This will act as a catalyst for getting specialists out into those watersheds to determine exactly what is required there long-term. In some of those watersheds, we may determine that we can cut back on these protections--but I want to stress that we really don't know yet.

Some areas will benefit from the changes, while some areas will face challenges. In Northern California, for example, the EIS team recommended replacing the draft SEIS recommendation of a 180-year rotation with existing forest plan standards and guidelines. That will increase the sustainable annual harvest levels there. Further protection was considered necessary in the area of the Bull Run Watershed in Oregon. While that means a drop in timber harvests, it will also help protect the city of Portland's water supply.

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The overwhelming majority of comments were centered around the need to preserve forest ecosystems. Many other letters expressed equal concern about the struggles of the people in timber-dependent communities.

The President is concerned about both parts of this equation--which is why he included in his FY '95 budget request \$372 million in forest plan funding. In addition to funding for implementation of the plan, this includes \$36 million to put displaced timber workers to work in restoration, \$12 million in worker retraining programs and more than \$185 million in Rural Development Administration and Economic Development Administration grant and loan programs.

There is another important change in the final EIS that we need to address up front. The final EIS revised estimates in the draft EIS of timber industry employment in the region.

--more--

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The primary reason for this change was a revision by the final SEIS team of estimates of job production from increased harvest of timber off private lands. The difference is substantial.

We'll continue to work to ensure this plan can be implemented with a minimum of pain to workers and their families. We remain as committed as ever to helping those who are displaced, and to making this process of change as manageable as it can possibly be.

The President, the Vice President and the Cabinet secretaries are more committed than ever to ensuring that the worker and community assistance funding lands where it is needed and that the programs work with maximum efficiency and maximum results.

We have no doubt that some will seize on this employment figure revision as another opportunity to criticize this plan. This has not been an easy situation to deal with, and we know that this is going to take a lot more attention and a lot more time before it is resolved.

Today marks another turning point--a critical turning point. We can't turn back, and we won't turn back.

Script for External Briefings on Final SEIS

A. Introductions

Introduce each member of the team and their expertise, why they are here. Also point out that this is only part of team, no one team member has all the answers to all the questions, due to complex nature of the plan.

B. Forest Plan chronology since July 2, 1993

1. Steps leading to where we are now.

~~Decision made on the~~ President's Forest Plan ^{was} ~~in June, and~~ announced on July 1, 1993. FEMAT report completed and published in July, concurrently with the Draft SEIS -- Notice of availability to public July 30, 1993. Public comment period for 3 months through October 28, 1993. ~~Dwyer did not challenge late~~ ^{At that} ~~Draft, but also did not extend the time for the Final SEIS or ROD. This meant~~ time, we were to complete Final SEIS by end of November, ROD by end of December.

Beginning in August, SEIS team started identifying known problems and inconsistencies with FEMAT report and SEIS, and began making corrections, but were concerned about making changes needed by deadline set by Dwyer. A request for extension of deadline was made to Dwyer Oct 29 (after end of public comment period), and approved by Dwyer November 9th. ^{Nov} ~~This allowed the SEIS team time to address several key issues.~~

Additional time allowed us to buttress analysis, respond to public comments, incorporate new data and provide for interagency review. ~~Opportunity to fix known problems (such as viability, cumulative impact analysis, new owl demographic data) has been focus of attention since then. All land allocation recommendations have been reviewed and we have responded to all public comments.~~ Now we feel we have a defensible product that can survive court challenge to the extent possible.

The Final SEIS is now at the printer and distribution begins February 23, 1994. The Notice of Availability to the public will appear February 25, (Dwyer's revised deadline).
[✓] this meeting

2. What happens next and when.

No action can be implemented within 30-days following the Notice of Availability. We are currently drafting the ROD, which we expect to be signed by ~~Secretaries Espy and Babbitt~~ by March 31 (another Dwyer deadline). At the time the ROD is signed, the decision is in effect, and we will begin implementation.

by Dpts of Ag & Interior

To facilitate implementation and provide better understanding to the public, we are preparing the Forest Ecosystem Plan to accompany the ROD. The Forest Ecosystem Plan will be a compilation of all the standards and guidelines and management direction, without all the ~~legal and regulatory~~ *additional* language required in the SEIS.

The ROD and Plan will be printed and distributed to the full mailing list after the ROD is signed March 31.

C. Overview of Alternative 9 (the preferred alternative) in the Final SEIS

Here are the key elements of Alternative 9 as it appears in the Final SEIS.

1. Reserve-based land allocations and management standards and guidelines

It is a new structure of reserve-based land allocations and management standards and guidelines for the National Forests and the BLM lands in the range of the northern spotted owl. (However, all Federal lands within the range of the owl are considered in the analysis.) It retains existing management direction (such as Forest Plans) for those lands, except where they are superseded by the direction here.

~~[It is not a timber plan that specifies a certain level of harvest, but predicts a level of harvest that could occur within the standards and guidelines and land allocations of the plan, provided sufficient funding is made available to perform the required analyses and plans.]~~ Here is a summary of the land allocations:

- **Congressionally Reserved areas** -- such as National Parks and Monuments, Wildernesses, and Refuges retain their current management direction.

- A system of **Late-Successional Reserves** is designated. These areas (many of which contain recently harvested, young, and mid-aged stands) will be managed to ^{promote} ~~accelerate~~ the development of old-growth habitat. Thinning of stands of less than 80 years is permitted where it is clearly beneficial to the maintenance or creation of old-growth characteristics. Salvage is permitted under specific guidelines where catastrophic loss exceeds 10 acres.

- **Riparian Reserves** buffer all streams, rivers, wetlands and lakes; the width of the buffer varies by type of waterbody. Timber harvest, road construction, and other ground disturbing activities are significantly constrained in Riparian Reserves.

- Ten specific areas are designated as **Adaptive Management Areas** (or AMAs). These areas are intended to encourage the development and testing of new technical and social approaches to forest management. Standards and guidelines for Congressional and Late-Successional Reserves are followed where they occur in AMAs, and management plans will be developed for each Adaptive Management Area by local managers and communities.

Fr 92,000 ac
to
500,000 ac

- **Administratively Withdrawn** areas identified in current Forest Plans and draft preferred alternatives are on the BLM Districts and National Forests. Their standards and guidelines apply where they provide greater benefits to late successional species than the direction in Alternative 9. These areas have no scheduled timber harvest.

- Rec & Visual Area
- Bkentry

- ~~Managed Late-Successional Areas~~ are similar to Late-Success Reserves but are typically identified in E-side where regular/frequent fire was natural part of ecosystem
- The National Forest and BLM land outside the six designations listed above is called the **Matrix**. Scheduled timber harvest occurs only within the matrix and some Adaptive Management Areas. ~~This alternative applies rules for timber harvest in the matrix, and existing direction from Forest plans also applies to these areas.~~

- And overlaying all six of the above designated areas is a network of 162 **Key Watersheds**. A formal watershed analysis must be completed before management activities in a Key Watershed. There can be no net increase in roads in Key Watersheds, and no new roads can be constructed in roadless areas, within key watersheds.

Tier 1 = 8,119,000 ac (anad salmonid + bull trout)
Tier 2 = 1,001,000 ac (hi qual wtr, no @ risk fish)

Wtrshd analysis must be done in all non-key wtrshds containing rdless areas before mgmt activities can occur in rdless areas

D. Public Comments on the Draft SEIS.

1. Numbers/~~preferences~~, nature of comments

The Draft SEIS and the FEMAT Report were available to the public at the end of July. When the comment period closed at the end of October, over 102,000 comments had been received from the public. In addition, 359 individuals presented oral comments at public hearings in Redding, Salem, and Olympia.

About 40% of the comments received were from east of the Mississippi, 25% from California, 5% from Oregon, and 20% from Washington. About 10% of the 102,000 comments were individually composed letters; the remainder were form letters or postcards. Sixty-seven letters affirmed the selection of Alternative 9; of the remainder, 95% advocated an alternative or other measures that would result in less timber harvest.

The SEIS team summarized all the substantive comments and prepared responses to them. Both comments and responses appear in the Final SEIS as an Appendix of about 200 pages.

The following summarized comments capture the major themes that appeared throughout the public comments (no special order intended after the first three):

Save the forests. The focus has shifted from the northern spotted owl and individual species to the ancient forests. Some respondents wanted all old-growth retained, stating that only 10 percent of the old-growth or ancient forests remain and that 10 percent must be retained. From their perspective, the most threatened are the low elevation old-growth stands. Other respondents focused on management, not reserves or preserves. They proposed managing the whole forest on an ecosystem basis rather than zoning it into various use areas.

Jobs. The timber volume associated with Alternative 9 is a drastic decrease from past harvest levels and is too low for a viable timber industry. In addition, there are social impacts associated with the decrease such as spouse and child abuse and alcoholism. Unemployed loggers are no different from others who are unemployed. Retrain those who lose their jobs (for such efforts as stream rehabilitation).

Native American Issues. Issues such as treaty rights and traditional American Indian uses should be analyzed. Some respondents stated that the land should be managed for a sustainable harvest of fish, not viability. Some also indicated that their treaty rights take priority over management for viability.

Trust. The land management agencies cannot be trusted to manage where the consequences of various management activities are unknown or have high uncertainty.

Salvage and Thinning. There should be no salvage logging or thinning in reserves. A reserve should be an area of land where no management activities are permitted.

Roadless Areas and Roads. Protect the inventoried and uninventoried roadless areas. Obliterate existing, unnecessary roads and do not build new roads.

Adaptive Management Areas. The role of local communities in the management of Adaptive Management Areas is unclear and cannot be trusted. Eliminate Adaptive Management Areas.

Northern California. The uniqueness of northern California ecosystems (including the role of fire) should be recognized. Northern California should not be managed the same as Oregon and Washington.

New Information. New information is available on northern spotted owl population trends that was not considered in the Draft SEIS.

Allocation Changes. Numerous boundary adjustments to land allocations have been proposed by respondents, frequently with very site-specific input. Additional Late-Successional Reserves were proposed.

E. Changes to the SEIS between Draft and Final

Basis = pub/agency comts
+
known weaknesses

1. Key changes to analysis in SEIS

Several changes were identified to the overall analysis in the SEIS. Big ones:

► New information; modeling

One of the issues raised previously by Dwyer is that we did not consider new information that had been developed, ignoring current data which could change the results of the analysis. Public comment identified two specific efforts to consider in the Final SEIS, owl demographic modeling (Anderson/Burnham) and habitat trend modeling (McKelvey/Noon). The models have been run, and the results considered in the Final SEIS.

► Analysis of species of concern; need for re-analysis; methodology.

Concern was expressed about the viability and risk of extirpation predicted for some species under Alternative 9 in the Draft SEIS. The SEIS Team set up a process to review the ratings for all species and re-examine the possibility of specifically adding standards and guidelines to better protect these species. This was done, and the resulting changes to the preferred alternative have been included in the Final SEIS.

► Air quality analysis

Known inadequacy of FEMAT and Draft SEIS was the lack of an air quality impact analysis. An interagency air quality team was assembled by the SEIS Team and an analysis was prepared for the Final SEIS.

Other sections such as Water Quality, Soils and Fire Management have also been added to the Final in response to comments.

2. Key changes to Alternative 9 between Draft and Final

► Results of the **additional species analysis**:

- Riparian Reserve Scenario 1 instead of Scenario 2. (→ higher level of protection for intermittent streams)
- Set levels of coarse woody debris and snag retention.
- Require survey and management for some rare and endemic species.
- Protection of bat roosting sites.
- Retention of remnant old-growth stands in watersheds with less than 15 percent old-growth forest.
- Allocate 100 acres around all known northern spotted owl activity centers to Late-Successional Reserves. (Jan 94)

- The **180-year rotation** requirement for northern California National Forests in Alternative 9 was dropped in favor of following Forest Plan standards and guidelines.

Analysis → little diff in net increase in each seral stage over time

A matrix standard of 180-year rotations in California National Forests was established in Option 9 as an alternative management approach to provide dispersal habitat for owls and maintain adequate habitat for other species. This had no other scientific basis and was criticized by all sides of the issue as an indefensible standard.

As part of species re-analysis, we asked the panel leaders to assess impact of change from 180-year rotation to matrix standard common to OR and WA as reflected in California Forest Plans. Their assessment is that protection provided was in fact as good as 180-year rotation, plus opportunity to increase PSQ.

- Language was added to clarify the requirement that **thinning** is permitted within Late-Successional Reserves only if it is "beneficial" to the creation and maintenance of late-successional forest conditions.

Changed language to say that **thinnings** would be considered for some stands under 80 years old in LSRs only if "neutral or beneficial", to "beneficial" to creation of late-successional forest conditions. **Salvage** remains as "accelerate or not impede" development of those conditions. Both are subject to review by REO.

- 15
- ▶ Estimates of **PSQ** were revised from 1.2 billion board feet to 1.1 billion board feet based on changes to Alternative 9.
 - ▶ Clarification was added to indicate that scheduled **timber harvest** is expected to occur in many of the **AMAs** as well as the matrix.
 - ▶ Existing developed downhill ski areas under special use permit were removed from Late-Successional Reserves.
 - ▶ Numerous minor boundary revisions were made to Late-successional Reserves and Key Watersheds to correct errors and align boundaries with natural topography, and to better include late-successional stands.

About 1,000 requests received requesting boundary adjustments or changes in land allocations. All were considered, a few were brought to SAG, and a couple were made.

- ▶ To supplement spotted owl protection for Alternative 9, **Managed Late-Successional Areas** were added for known owl activity centers in the Washington Eastern Cascades and the California Cascades Provinces.

The draft biological opinion on the Draft SEIS raised some concerns including that Alternative 9 does not include spotted owl managed pair areas and reserved pair areas. MPAs/RPAs were added back in as Managed Late-successional Areas (a designation not included as part of Draft Alternative 9) in eastern Washington and California Cascades.

- ▶ References to "**oversight**" were changed to "review by the Regional Ecosystem Office" to clarify who has responsibility for such reviews.

Oversight requirements throughout FEMAT were consolidated and made consistent with the interagency Memorandum of Understanding: ISC, RIEC, REO, Research and Monitoring Committee and Provincial Teams.

Throughout the document, language to the effect that "actions would require review by an interagency oversight committee" was changed to "...are subject to review by the REO. The REO may develop criteria that would exempt some activities from review."

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Jim Sanders

From:

Sherry Wagner, USFS, and Lauri Hennessey, OFED

Enclosed are the draft documents mentioned on the 8 AM (PST) call, for your review. Please FAX your comments to Lauri Hennessey at 503-326-6254 by noon our time. If you need to discuss any points please call Lauri at 503-326-7608.

The following four documents will be handed out at the briefings, along with the executive summary from the EIS:

What Changed Between the Draft and Final
Public Involvement
Alternatives
Questions and Answers

The 2 enclosed internal documents are Talking Points, intended for use by field public affairs officers and line officers, and Internal Questions, intended for back-up material for briefers.

As we discussed on the call, we will be adding several questions and answers to both the external and internal questions documents.

FINAL SEIS

What Changed Between the Draft and Final

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Suggestions and oversights mentioned by public reviewers as well as further Interagency SEIS Team work produced these changes between Draft and Final:

***Alternative 9 was adjusted to provide levels for coarse woody debris and snag retention; surveys and management for some rare and endemic species; bat roosting site protection; old-growth stand retention in watersheds with less than 15 percent old-growth forest; and 100-acre allocations around all known northern spotted owl nest sites in Late-Successional Reserves.**

***The buffer widths were expanded on Non-tier 1 key watersheds on intermittent streams. This provided additional protection for owls, murrelets, and other species found in riparian areas.**

***Managed Late-Successional Areas were added for known owl activity centers in the Washington East Cascades and California Cascades Provinces.**

***Projections of total job losses changed because of correction of error in analysis performed for Draft SEIS and revisions to Alternative 9 from additional species analysis.**

***How the selected alternative would be implemented and monitored was clarified along with more specific information on adaptive management.**

***The 180-year rotation requirement was adjusted for northern California National Forests to utilize existing Forest Plan standards and guidelines.**

***Results from additional air quality analysis; fish, wildlife and plant species analysis and data from 1992-93 spotted owl demographic counts were considered in the Final SEIS. The further analyses led to modification of Alternative #9.**

***Several clarifications on role and management direction, numerous boundary adjustments, map changes and corrections to the data base were made and incorporated in the document.**

***Guidance for Late-Successional Reserves within the Finney and Northern Coast Range Adaptive Management Areas was changed.**

FINAL SEIS

Public Involvement

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PUBLIC COMMENT PERIOD AND COMMENTS

The Draft Supplemental Environmental Impact Statement on Management of Habitat for Late-Successional and Old-Growth Forest Related Species Within the Range of the Northern Spotted Owl (Draft SEIS) was released July 30, 1993. A 90-day public comment period followed with hearings in Olympia, Washington; Salem, Oregon; and Redding, California. The Interagency SEIS team analyzed 102,000 written comments, another 7,600 written late comments and written and oral hearing testimony from 359 individuals. Ten percent of written comments were letters from individuals; 90 percent were form or modified form letters.

Comments were received from every state in the U.S, Canadian provinces and 34 foreign countries. Although many letters came from Pacific Northwest residents who felt directly impacted by the issues, many writers from New York and other distant areas also indicated strong ties to the area and issues.

MAJOR PUBLIC CONCERNS

The prevailing concern expressed in written comments was the need to preserve forest ecosystems. The future of North America's remaining stands of old growth in the Pacific Northwest and the uniqueness of the region's natural resources appeared to be both a national and even international issue. There was no marked difference in the environmental concerns of Northwestern residents.

Strong concern was also voiced by Northwest residents of timber-communities. Many expressed pain and fear at the impact of reduced logging and resulting unemployment on their families and way of life.

Within these two main topic areas were hundreds of very specific questions ranging from species viability to silvicultural prescriptions. The Interagency SEIS Team grouped related topics and then responded to concerns expressed in the comments. Some of the comments led to further analysis work, map and boundary adjustments, other corrections, and clarification of terms. An exhaustive list of comments and Agency responses is in the 193-page Appendix F in the Final SEIS.

Key topics addressed include: ecosystem, fire and air quality, silviculture, roads and roadless areas, other resources, land allocations, economic effects, social and community effects, American Indians, legal and process issues, terrestrial species, aquatic wildlife and habitat, and watershed, water quality and soils.

FINAL SEIS

Public Involvement

RESULTS OF PUBLIC INVOLVEMENT: WHAT CHANGED

Suggestions and oversights mentioned by public reviewers as well as further Interagency SEIS Team work produced these changes between Draft and Final:

- * Alternative 9 was adjusted to provide increased levels for coarse woody debris and snag retention; surveys and management for some rare and endemic species; bat roosting site protection; old-growth stand retention in watersheds with less than 15 percent old-growth forest; and 100-acre allocations around all known northern spotted owl nest sites in Late-Successional Reserves.
- * Managed Late-Successional Areas were added for known owl activity centers in the Washington East Cascades and California Cascades Provinces.
- * Projections of total job losses changed because of correction of error in analysis performed for Draft SEIS and revisions to Alternative 9 from additional species analysis.
- * How the selected alternative would be implemented and monitored was clarified along with more specific information on adaptive management.
- * The 180-year rotation requirement was adjusted for northern California National Forests to utilize existing Forest Plan standards and guidelines.
- * Results from additional air quality analysis; fish, wildlife and plant species analysis and data from 1992-93 spotted owl demographic counts were considered in the Final SEIS. The further analyses led to modification of Alternative #9.
- * Several clarifications on role and management direction, numerous boundary adjustments, map changes and corrections to the data base were made and incorporated in the document.
- * Guidance for Late-Successional Reserves within the Finney and Northern Coast Range Adaptive Management Areas was changed.

FINAL SEIS

Public Involvement

PUBLIC COMMENTS: WHAT DIDN'T CHANGE AND WHY

Many comments called for higher levels of timber harvest, old-growth and species protection, or for changes outside the authority or scope of the SEIS. Specific responses are shown in Appendix F. Highlighted below are some key concerns voiced during public involvement that were heard but not acted on -- along with the reasons why not.

Why not protect the remaining stands of old-growth intact? Why allow any silvicultural treatment in old-growth or late-successional reserves?

Thinning and other treatments are designed to accelerate old-growth characteristics in ecologically significant reserves.

The Forest Service and BLM need to provide a higher level of wood products to sustain timber-dependent communities and economies. Thousands of jobs have already been lost.

This is the Administration's best attempt to provide a dependable timber harvest level within constraints of what land capacity and law can allow -- what is ecologically sound and legally responsible. It should provide a predictable flow of forest products and services for timber-dependent communities; and will be considerably more volume than what was available the past two years with court-ordered injunctions on logging.

The Adaptive Management Areas proposed in Alternative #9 would just turn federal lands over to local communities for economic gain. This is counter to the entire concept of reserving Federal lands for National purposes. These should be dropped.

About 1.5 million acres would be spread among 10 Adaptive Management Areas. They provide a diversity of ownerships, ecosystem management challenges and social contexts. The goal is to test new management approaches to achieve ecological and economic health. These projects will be managed within strict environmental protection standards for Late-Successional Reserves. A research and monitoring plan will be required for each AMA. Coordination with the Regional Ecosystem Office, an interagency office created to implement the President's Plan, will be required. Responsible agency officials will still make the decisions within existing laws, regulations and policy and with full involvement of interested members of the public. No lands will be "turned over." These carefully-monitored experiments will provide some opportunity for collaboration, partnerships, mutual learning and innovation. Resource management successes most often come from the ingenuity of local communities and resource managers rather than traditional prescriptive approaches.

The SEIS should have considered a much broader range of alternatives.

The scientists who developed the original 10 options and the Interagency SEIS team which analyzed them operated within charges from the President of the United States. President Clinton asked for a plan that included (1) environmental protection, (2) sustainable harvests, (3) interagency cooperation, (4) economic assistance and (5) within national laws.

FINAL SEIS

Alternatives

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INTRODUCTION

Ten action alternatives presented in this SEIS are developed from 10 ecosystem management options developed by the Forest Ecosystem Assessment Team (FEMAT) in 1993. All cover 24,455,300 acres of Federal land. Alternative #9, the preferred alternative, is designed to protect and enhance old-growth forests, ensure a sustainable timber harvest, and provide for some limited government-community ventures in adaptive management. No-action would reflect management direction in place before the northern spotted owl and marbled murrelet were listed as threatened. Alternative #7 assesses impact of previous management direction.

ALTERNATIVES

Each alternative is described briefly. Pie graph shows acreage allocations. Land categories are explained following the alternatives description.

Alternative 1

This alternative is designed to have the highest probability of meeting five biological criteria: (1) viability of northern spotted owls, (2) viability of marbled murrelets, (3) viability of fish species and stocks at risk, (4) viability of other species associated with old-growth forests and (5) maintenance of functional and interconnected late-successional forests on Federal lands. Essentially all old-growth forests would be protected. It would maximize protection of forests adjacent to streams to protect fish; and to permit spotted owl dispersal, some forest cover would be retained in areas where timber harvest is allowed.

Alternative 2

This alternative is designed to protect the ecologically significant old-growth forests and additional areas considered necessary for northern spotted owl population viability. Management of intervening lands would be focused on providing successful owl dispersal. Limited salvage and silvicultural practices would be allowed within the Late-Successional Reserves, a high level of protection for forests adjacent to streams is prescribed, and to permit owl dispersal some forest cover would be retained in areas where timber harvest is allowed.

Alternative 3

This alternative is designed to protect ecologically significant old-growth forests, while at the same time allowing for the production of forest products from some late-successional forests. Land allocations and management prescriptions would vary by physiographic province; the dryer provinces would be treated differently from the other physiographic provinces. A high level of protection for forests adjacent to streams is prescribed and to permit owl dispersal some forest cover would be retained in areas where timber harvest is allowed.

FINAL SEIS

ALTERNATIVES**Alternative 4**

This alternative is designed to protect the most ecologically significant late-successional forests, significant late-successional forests near the coast, and additional areas identified to protect northern spotted owls. It would maximize protection of forests adjacent to streams to protect fish, would provide for endemic species protection, and would provide for the retention of some forest cover in areas where timber harvest is allowed.

Alternative 5

This alternative is designed to implement the mitigation strategy recommended in the Scientific Analysis Team report. It adds a high level of riparian protection, marbled murrelet protection and endemic species protection to the Final Draft Spotted Owl Recovery Plan.

Alternative 6

This alternative is designed to protect the most ecologically significant late-successional forests, significant late-successional forests near the coast, and additional areas for northern spotted owls. A high level of protection for forests adjacent to streams is prescribed and to permit owl dispersal some forest cover would be retained in areas where timber harvest is allowed.

Alternative 7

This alternative is designed to reflect the most likely management direction that would have been implemented if the Forest Service and BLM had continued their present land and resource management planning processes as reflected in current plans and draft plan preferred alternatives and if they had adopted the elements of the Final Draft Recovery Plan for the Northern Spotted Owl. It provides the lowest level of riparian protection of the 10 action alternatives and provides for some retention of forest cover where timber harvest is allowed.

Alternative 8

This alternative is designed to protect the most ecologically significant late-successional forests and significant late-successional forests near the coast. It provides for a minimum level of protection of forests near streams to protect fish. Retention of forest cover in areas where timber harvest is allowed would be based on current plans and draft plan preferred alternatives.

FINAL SEIS

ALTERNATIVES**Alternative 9**

This alternative blends a number of elements to develop a strategy to protect old-growth forests. Old-growth and late-successional forests would be protected, with an emphasis toward Key Watersheds. It would protect endemic species and would maximize protection c. forests adjacent to streams to protect fish. It contains additional survey and protection for at risk species. Adaptive Management Areas would be designated to encourage the development and testing of technical and social approaches to achieving desired ecological, economic, and other social objectives. Alternative 9 is the preferred alternative for the SEIS

Alternative 10

This alternative is designed to protect the ecologically significant late-successional forests, significant late-successional forests near the coast, and some additional areas for northern spotted owls. A high level of protection for forests adjacent to streams is prescribed. This alternative is identical to Alternative 6 except that it provides for retention of less forest cover where timber harvest is allowed.

LAND CATEGORIES

***Congressionally Reserved Areas** - Includes National Parks and Monuments, Wildernesses, Wild and Scenic Rivers, National Wildlife Refuges and military reservations.

***Late-Successional Reserves** - Managed to protect late-successional and old-growth ecosystems. Thinning and other silvicultural treatment allowed within standards where it can help accelerate old-growth characteristics.

***Managed Late-Successional Areas** - Identified in Alternatives #3,4,5,7,9. Allows certain cutting and thinning practices to reduce risk of high-intensity fire or insect and disease epidemics.

***Adaptive Management Areas** - Occur only in Alternative #9. Ten areas designed to test new management approaches to integrate ecological and economic health and other social objectives.

***Administratively Withdrawn Areas** - Areas not scheduled for timber harvest in current plans.

***Riparian Reserves** - Areas along streams, wetlands, ponds and lakes, and unstable areas where aquatic habitat preservation would be a priority.

***Matrix** - Land available for timber harvest within strict standards and guidelines protecting riparian (streamside) areas, fishery and terrestrial habitat, slope stability and other forest ecosystem features.

FINAL SEIS

Questions and Answers

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1. Will this plan ensure the viability of all the the species in the forests?

Each of the alternatives is designed to protect the biological diversity of a functional and interconnected, late-successional forest ecosystem. The viability provision of the National Forest Management Act regulations requires management of habitat to support all vertebrate species. Thus, to the extent practical, the SEIS addresses individual species' habitat conditions under each of the alternatives. It is important to remember that these management changes are not proposed because of any single species; we must manage for biodiversity.

2. Why are we turning Adaptive Management Areas over to local groups?

The purpose of the AMAs is to provide opportunities for a broad range of agencies, organizations, individual citizens, local groups, and communities to work together to develop innovative management approaches. The AMAs will foster the creativity, involvement, and personal concern of people who help implement change in the forests. The responsibility and authority for management of the AMAs rests with the land management agencies. Initial direction and continuing review will be provided by the Regional Ecosystem Office (for more information about the Office, see question 13).

3. Was California treated differently? How does the petition to de-list the owl in California affect all of this?

Both the Pacific Northwest and the area of northern California within the range of the Northern Spotted Owl were included in the planning area for the SEIS. But there are differences between the areas, and these were considered in the standards and guidelines and species assessments. For example, the 180-year rotation requirement for northern California National Forests in Alternative 9 was dropped in favor of following the Forest Plan standards and guidelines. Also, to supplement spotted owl protection for Alternative 9, Managed Late Successional Areas were added for known owl activity centers in the Washington Eastern Cascades and the California Cascades Provinces.

4. How does the U.S. Fish and Wildlife Service's proposed 4(d) rule affect the SEIS?

It doesn't. The SEIS addresses only federal lands.

5. How will the scientific community be involved in implementing the plan?

The scientific community has been an integral part of the development of the plan and must continue to play a leading role in its implementation and monitoring. Ecosystem management demands use of the best available scientific knowledge.

6. Do the agencies have the right skills to implement this plan?

Yes. For a number of years the agencies have been changing their workforces to be able to implement ecosystem management. The specific skill levels called for in the president's plan have been part of this workforce planning process since April 1993. As agencies downsize, we are changing our workforce to a much lower percentage of foresters and engineers. We are retraining employees to become fish biologists, ecologists, botanists and hydrologists. We are also continuing to bring in new skills. Our cooperative education program focuses totally on recruiting people with the skills necessary for ecosystem management. Our scientists helped develop, and will help implement the plan; we'll also form stronger partnerships with scientists involved in research. Because ecosystem management demonstrates the cutting edge of current scientific understanding, we recognize that we will develop additional knowledge and special skills as we implement it.

7. When will one of the alternatives be chosen?

A decision will not be made until at least 30 days after February 25, 1994, which is the day the Notice of Availability (of the Final SEIS) will appear in the Federal Register.

8. Haven't you already implemented a lot of this plan even without a decision?

No. Agencies have been moving towards ecosystem management in their plans and proposals. However, we have not implemented the ecosystem management portion of the president's plan. An interagency team formed last year to facilitate implementation of a decision on the SEIS, regardless of which alternative would be chosen. A key focus of the team was interagency coordination.

The team set 18 interagency committees to work on key process questions, ranging from how the agencies should work together, to developing a guide for watershed analyses. Some of the groups dealt with interim questions related mostly to appropriations direction, such as watershed restoration prioritizing and funding.

The team also established the Regional Interagency Executive Committee, which includes eight agencies and representatives from the states and tribes. The Committee reviewed the work of the 18 committees and made decisions on proposals. Finally, the interim interagency implementation team established the Regional Ecosystem Office, a coordinating body for future interagency coordination in ecosystem management.

By keeping all responsible agencies involved through all phases of implementation of the selected alternative, no new levels of bureaucracy are created. Neither existing agency authorities nor the systems of checks and balances between regulatory and management agencies are affected. This plan was designed to be consistent with Reinventing Government.

9. Why didn't the alternatives propose reserves that would be off-limits to all timber cutting?

All the alternatives in the SEIS propose a network of Late-Successional Reserves for protection and restoration of late-successional forest. Alternative 1 defines these as off-limits to timber cutting. The other alternatives, including preferred alternative 9, would allow thinning and other silvicultural treatments within these reserves ONLY to accelerate old-growth characteristics. Left alone, old-growth stands eventually die and are replaced by young, vigorous trees; the mosaic of old and young trees gradually shifts throughout a forest. When current old-growth stands decay, other old-growth sites should be available to "replace" them. It may be necessary to speed the development of old-growth (through practices such as thinning) in anticipation of the decay of current old-growth stands.

10. How did you define "viability" in this document?

The SEIS used the FEMAT report definition of viability: "the ability of a wildlife or plant population to maintain sufficient size so that it persists over time in spite of normal fluctuations in numbers; usually expressed as a probability of maintaining a specific population for a specified period." A viable population is defined as "a wildlife or plant population that contains an adequate number of reproductive individuals appropriately distributed on the planning area to ensure the long-term existence of the species." (FEMAT)

11. Explain how the monitoring program will work.

Initially, the Interagency Regional Ecosystem Office will coordinate monitoring among agencies. The Office will report to the Regional Interagency Executive Committee. Eventually, monitoring will be conducted cooperatively by the agencies. All monitoring will be conducted at multiple levels and scales such as project, land allocation category, watershed, administrative unit, physiographic province or river basin, state, and planning area or regional scale. The implementation, effectiveness, and validity of the standards and guidelines will be monitored. The level and intensity of monitoring will vary depending on the sensitivity of the resource or area, and the scope of the proposed management activity. Federal agency monitoring plans, data and results will be available to the public. Citizen groups may conduct monitoring on their own if they choose. Cooperative monitoring involving federal agencies and citizens may be part of an Adaptive Management Area plan.

12. Will any laws need to be changed to implement any of the alternatives?

No. One of the President's fundamental principles was that our efforts, insofar as we are wise enough to know it, be scientifically sound, ecologically credible, and legally responsible.

The management of the O&C lands is governed by a variety of statutes, including the O&C Lands Act, FLPMA, the Endangered Species Act and the Clean Water Act. The O&C Lands Act requires the Secretary of the Interior to manage O&C lands for permanent forest production; however, such management must also be in accord with sustained-yield principles. Further, that Act requires that management of O&C lands protect watersheds, regulate streamflow, provide for recreational facilities, and contribute to the economic stability of local communities and industries. The Secretary has discretion to determine how to manage the forest on a sustained-yield basis. The Secretary must necessarily make judgments about what kind of management will lead to permanent forest production that satisfied the principle of sustained yield.

13. What are the differences between the Draft and the Final SEIS? Did these changes reflect agency or public concerns?

The preferred alternative 9 was adjusted to include more protection for riparian areas, owl sites, old-growth, bat-roosting sites, and rare and endemic species. How the selected alternative would be implemented and monitored was clarified, along with more specific information on adaptive management.

The final SEIS also includes more data and analysis and corrected errors in maps, boundaries, terminologies and job-loss projections. A requirement for 180-year rotations in northern California Forests was dropped in favor of existing Forest Plan standards and guidelines.

Almost all changes were made in response to public comments. Appendix F in the Final SEIS lays out the key concerns of more than 100,000 public comments received, with detailed response of the Interagency SEIS team to each concern. A reading of this appendix will show a strong relationship between public concerns expressed and changes made.

14. How does the plan affect jobs in rural communities?

Timber-based employment has been declining for the past 30 years and will continue this trend under all SEIS alternatives. While service employment in forestry also appears to be faced with job declines, these declines could be offset through investments in reforestation, timber stand improvement, monitoring, inventory, and restoration activities. Timber-dependent communities that are small, isolated, and lacking economic diversity are apt to experience the most severe impacts.

Some employment gains could be made in recreation and tourism, as well as in special forest products. In the long run, the alternatives presented in the SEIS may allow an increased supply to commercial fisheries; however, these gains may not be substantial. Restoration of salmon and trout runs could have positive effects on coastal recreation.

While the net impact of implementation of any of the alternatives is likely to be displacement of natural resource-based jobs, the economy of the region as a whole is predicted to continue to grow. Rural communities will lose jobs and decline economically while the more developed areas continue to expand.

15. How much timber will the BLM and the FS be able to produce this year?

Once the ROD is released and the injunction lifted, the FS will be able to move forward with timber sales in compliance with the President's Plan. Our focus for the sale program in FY94 will be matrix lands, outside key watersheds. We need to comply with NEPA, the new appeal regulations, and consultation with USFWS, so sales cannot be offered instantaneously. The FS, BLM, and USFWS are working cooperatively to streamline these processes where possible. To a great extent, what can be produced will depend upon interagency cooperation and the cooperation of our stakeholders.

**President's Forest Plan
Talking Points**

The final Supplemental Environmental Impact Statement (the SEIS) on the ecological part of the President's Forest Plan has been released.

It is the landmark product of interagency cooperation and scientific analysis resulting from the President's Forest Conference last spring.

Two agencies--the Forest Service (Dept. of Agriculture) and the Bureau of Land Management (Dept. of Interior) led the effort.

As required by the National Environmental Policy Act, they analyzed and disclosed the environmental effects of ten possible courses of action for federal lands in the range of the northern spotted owl (western Oregon, western Washington, and northern California).

All ten proposals in the document focused on two key needs in the Pacific Northwest--The long-term health of forest ecosystems; and a sustainable supply of forest products for local and regional economic stability.

The Final SEIS provides the basis for an informed final decision about how to manage and allocate these lands

While Option 9 has been identified as the preferred alternative, the final decision to select an alternative will be made at the Departments of Agriculture and Interior.

A Record of Decision, documenting that final decision and reasons for making it, will be available within 30 days. The target date is March 31.

The final SEIS reflects some changes from the Draft SEIS, issued last July.

Generally, these changes reflect further analysis and fine tuning; new data, and clarifications of terms and boundaries.

In addition, the document responds to the substance of over 100,000 public comments received during the comment period.

Specifically, There are some specific changes to Alternative 9 (the "preferred" alternative), including more protection for riparian areas, fish, owl sites, old-growth and bat roosting sites; management for rare and endemic species; and higher prescribed levels of coarse woody debris and snag retention.

Internal Questions and Answers

1. What happens to the plan if we don't get enough money to implement it?

The SEIS represents the land allocation, or zoning portion of the president's plan. It does not proscribe activities but lays out which ones are allowed in which areas, and what standards apply if any of those activities are pursued. As such there is no one cost for implementing the plan.

Leadership derives from the administration and the agencies in what is proposed, from the Congress in what is funded, and from American citizens in how they get involved in natural resources management. The agencies will implement the components of the President's plan that are funded, to the standards laid out in the plan.

The president's plan is the top priority for the Pacific Northwest. The agencies are working to shift discretionary resources toward implementing the plan, and to ensure that Congress is aware of the components and the costs. The budget requests to date have focused on total implementation of the plan over a 10 year time frame and have set the following priorities: 1) watershed analysis, 2) watershed restoration, 3) monitoring, 4) an ecologically sustainable timber program (one that uses less intensive harvest practices as a result is more expensive), and 4) implementation of additional mitigation measures in the Soil Water & Air and Fish and Wildlife program areas.

2. Will we need congressional support to implement any of these alternatives?

None of the alternatives would require legislation; we will need congressional support to receive the appropriations needed to implement the plan.

3. What if the injunction isn't lifted and Dwyer rules against the government?

We would reassess our position. However, we have developed a comprehensive ecosystem management plan for the Pacific Northwest.

4. How much money will all of this change cost? How much have we spent so far?

Data:

Forest Conference - FY 93 cost \$692,000
SEIS - FY 93 cost \$2,000,000 with \$2,250,000 estimated in FY 94
FEMAT Report (costs embedded in the 2 above)
Interagency Implementation Team - FY 93 costs \$406,000
Regional Ecosystem Office - \$1,000,000 estimated in FY 94
Forestry and Economic Development Office - \$1,500,000 estimated in FY 94
Eastside Assessment - \$4,800,000 estimated in FY 94

The agencies have spent \$2 million in preparation of the SEIS. Additionally, \$500,000 has been spent in increased interagency coordination and expediting the transition to the President's plan.

5. How will we be able to protect the resources when so much more money will be spent on planning and interagency work?

This level of planning is not scheduled to happen again; once the new plan is in place, planning efforts will be comparable to those used before. Additional expenditures on planning and interagency coordination will be minimal. These efforts will be largely covered by redirecting the existing staff.

The budget strategy is focused on gaining funding necessary to implement resource protection measures such as: watershed restoration, watershed analysis, monitoring, mitigation measures in the soil, water and air and fish and wildlife programs, monitoring and an ecologically sustainable timber program.

6. What is Jack Ward Thomas' involvement with this now that he's Chief? Did he influence the EIS process?

The Chief had extensive involvement in ISC, SAT and FEMAT prior to his appointment. He will enthusiastically lead the Forest Service in implementing ecosystem management. He allowed team to fxn through full disclosure of env. effects.

7. How do you plan to achieve and maintain outside credibility?

The President's Forest Plan calls for land management that directly incorporates the human element by asking the public to participate in collaborative decision-making. Providing an open and interactive process will allow all concerned parties to work constructively together to address their collective needs. This concept will be followed throughout the planning, implementation, and monitoring phases that are implemented under the President's Plan.

Probable sale quantities (PSQ) in millions of board feet (MMBF)
by alternative for each administrative unit

Administrative Unit	Alternative: 1	2	3	4	5	6	7	8	9	10
----- MMBF -----										
<u>National Forests - Region 6</u>										
Gifford Pinchot	9	58	62	58	94	71	135	97	73	72
Mt. Baker-Snoqualmie	2	10	12	12	15	16	32	24	12	19
Okanogan	1	5	5	5	6	6	8	10	5	9
Olympic	1	8	8	7	9	9	19	15	10	12
Wenatchee	4	23	25	22	28	28	36	57	20	41
NF - Washington Total	16	104	112	103	152	129	230	202	120	152
Deschutes	2	13	14	14	15	14	19	18	17	18
Mt. Hood	7	45	50	68	85	59	132	77	67	59
Roque River	1	5	6	11	16	10	29	31	26	25
Siskiyou	3	20	22	27	34	27	118	41	24	27
Siuslaw	3	21	23	19	29	27	119	38	23	27
Umpqua	10	66	75	89	108	92	149	125	83	98
Willamette	10	64	77	88	129	104	152	147	136	120
Winema	5	32	32	23	33	33	47	40	37	39
NF - Oregon Total	40	265	299	340	449	365	765	518	413	412
NF - REGION 6 TOTAL	56	369	411	443	601	494	995	720	533	564
<u>National Forests - Region 5</u>										
Klamath	7	39	44	38	50	55	82	102	96	92
Mendocino	0	12	12	11	13	13	23	21	20	19
Six Rivers	6	12	15	19	23	19	43	24	26	21
Shasta/Trinity	4	50	54	43	55	63	90	75	82	67
NF - California Total	17	113	125	111	141	150	238	222	224	198
NATIONAL FOREST TOTAL	72	482	536	554	742	644	1233	942	757	762
<u>BUREAU OF LAND MANAGEMENT - Oregon</u>										
District Sustained Yield Unit										
Salem Columbia	4	9	9	8	10	9	28	14	9	10
Clackamas	1	5	6	6	9	7	17	11	8	10
Alsea	1	3	3	3	3	4	22	14	8	6
Santiam	1	6	7	5	12	8	24	14	11	9
Salem Total	8	23	25	23	34	29	91	53	36	35
Eugene Upper Willamette	10	18	20	22	28	24	46	42	25	29
Siuslaw	6	9	9	9	10	9	21	12	7	10
Eugene Total	16	27	29	31	38	33	67	54	32	40
Roseburg South Umpqua	1	5	5	7	9	6	20	12	9	7
Douglas	3	14	15	18	22	17	54	39	29	22
Roseburg Total	4	19	20	25	31	23	74	51	38	29
Coos Bay South Coast	12	41	41	44	44	43	95	66	43	52
Coos Bay Total	12	41	41	44	44	43	95	66	43	52
Medford/ Josephine	0	14	15	14	16	16	38	30	22	17
Lakeview Jackson	0	15	16	17	19	19	39	32	26	19
Klamath	0	3	3	3	6	4	8	4	4	4
Medford Total	1	32	34	35	42	39	85	66	53	40
BLM TOTAL	41	142	149	158	188	167	412	290	201	196
GRAND TOTAL	114	624	685	712	930	811	1645	1232	958	958

NOTE: All PSQ estimates are reported in 32 foot logs. Divide the PSQ by 0.825 to convert to 16 foot logs.
PSQ estimates for each administrative unit will be reviewed upon completion or revision of Forest and District Plans. PSQ estimates do not include other wood estimates.

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District Plans. PSQ estimates do not include other wood estimates.

Dear Tom:

As we discussed last night, here are a few ideas to consider as you plan for the final policy review for the SEIS.

1. I think one of the major reasons for the disconnect evident in yesterday's conference call is the lack of awareness by the D.C. policy types of the changes already applied to Option 9 since its selection back in July. When the EIS team needed to do the sensitivity analyses on viability, they needed to make at least some working assumptions as to the resolution of the issues you raised in November. This lack of awareness, coupled with the expectation (from the conference calls on November 9 and November 22, and the meetings in D.C. around the same time) that a final set of policy decisions was needed by January 10, has led to an expectation for options and alternatives and impacts for all changes to be made to Option 9 since July.
2. Therefore, I would suggest that the SEIS team briefing start with Option 9 as it was in July, and then track its change through to its current form. Based on the following issues, which were discussed in November, here is my understanding of what that would include:
 - a. Should we change the 180-year rotation in California?
 - b. Are supplemental pair areas needed, in the eastern WA cascades, the CA cascades, and the related BIM connectivity blocks around Roseburg (the OR cascade/coast/Klamath province intersection)?
 - c. A clarification as to whether an AMA designation for the N. Coast OR AMA and the Finney AMA would predominate when in conflict with a LSR designation.
 - d. Does the option satisfactorily provide for owl dispersal, especially in a province like the eastern WA cascades? How have we documented our change from 50-11-40 to a standard of riparian plus green tree retention as our new standard? Do we need to reimpose 50-11-40 in a few "hot spots"?
 - e. How will we define viability, and where will the definition appear?
 - f. Will we assert that Option 9 satisfies all known requirements for the provisions of a recovery plan for owls and murrelets on Federal lands, and how will we deal with the overall question of recovery in the SEIS?
 - g. Will we address the issue of ~~critical habitat~~ for owls in the SEIS? (I don't recall that we discussed critical habitat for murrelets).

- h. How will we deal with the biological opinion on option 9? That is, should the FWS give the draft in hand as of November to the SEIS team, or will the FWS/SEIS team work together to resolve, where possible, the outstanding issues raised in the opinion, and then update the final biological opinion to reflect changes in the option? Also, how many issues are we willing to defer to a subsequent level of Section 7 review, rather than to resolve the problem now? In particular, do we intend to defer the owl dispersal issue, and are we prepared for the FWS to make a call later that owls need 50-11-40?
- i. For the 28 vertebrates and the 173 invertebrates determined to need further viability review and, possibly, mitigation, why did they score as they did and what can be done, with what associated PSQ and viability impacts? For example, if the recommendation is to do additional surveys and inventories as a mitigation for a species or species group, will that have the effect of foreclosing sales for a period of time?
- j. Anderson/Burnham demographic assessments--what role should these play in the SEIS decision and ROD, in light of the fact that Dwyer cited these studies in the original decision? If the news continues to be bad, or worsening, how do we respond?

My understanding is that issues "a", "b", and "c", have been operationally resolved, as a part of the viability review. Issue "e" remains open for Justice and USDA to make a proposal. Issues "f", "g", and "h" remain for the FWS (and the SEIS team re: "h") to make a proposal. Issues "i" and "j" (and "d"?) remains for the SEIS team to brief the policy staff and to make recommendations for resolution. It seems to me that "i" is the only issue of the ones listed here that will be completely new -- that is, all the other issues have been discussed in some detail previously. Issue "j" has been discussed but a refresher will help, in terms of providing guidance for handling the issue in the SEIS as well as in formulating our own press statements. On issue "d", I think the policy staff should be briefed on how the prominent owl biologists will testify in court, or how dispersal has been factored into the viability rating.

There may be some other issues raised through the public comment process (e.g., boundary changes) that could be described and their resolution discussed.

Once you and the SEIS team have reviewed issues "a" through "c", and "e" through "h", then we can move on to "d", "i", and "j". By this time, all of the meeting participants will know what PSQ and viability changes in Option 9 are attributable to each of the issues discussed above. It will also be clear if

there are other topics to discuss. Some issues, like "e" (viability) and "h" (the biological opinion) might best be discussed, and then set aside, to be reviewed after the mitigation ("i") issues are disposed of.

3. It seems to me that this leaves you with the following additional SEIS issues which have not been resolved, and in some instances have not been discussed in depth, if at all:
- 1) The establishment of inviolate reserves;
 - 2) The question as to how the "O&C" lands should be treated (reserves or long rotations, as well as how best to structure a legal defense regarding the application of NFMA viability);
 - 3) The question as to how to respond to the Quinault Nation on lands which have been included within a proposed ISR. How many acres are at stake?

I would suggest that you seek the SEIS team's best advice as to how you can respond to these current policy questions and still meet the current court schedule.

4. There are also a number of issues which are not directly SEIS decision issues, but nevertheless will need to be reviewed as the Administration moves to this next phase of managing the Pacific Northwest forest issue. Here is my first approximation of such a list:

Owl:

1. 4(d) rule
2. 4(d) EIS
3. New initiative for Habitat Conservation Plans (HCPs) and Conservation Agreements (CAs).
4. The Anderson-Middleton logging company litigation on the Olympic Peninsula.
5. A schedule for revision of the critical habitat for the owl.
6. The issues and schedule related to the CA petition to delist the owl.
7. Whether any additional conservation actions will be required for recovery in addition to Option 9, the 4(d) rule, and HCPs/Cas (final decision of need for recovery plan).

Murrelets:

1. When will we know if there are any conflicts between the critical habitat recommendations and Option 9? How will we resolve them?

2. When will we know if there are any conflicts between the recovery plan recommendations and Option 9? How will we resolve them?
3. Are there any problems if we include a definition of "incidental take" for murrelets in the 4(d) rule and EIS?

Other species:

What other species issues are on the agenda for the next six months? Bull trout; salmon; mollusks; ?

Timber buy-back policies:

Will we support appropriation requests to fund the buy-back of sold and awarded sales found to be inconsistent with Option 9? Do we expect there to be any?

Overall timber volume outlook:

When will we have timber on the market and how much?

In closing, Tom, I think it essential to have a tightly structured briefing and decision meeting, or these issues will tie the group up forever and still not produce the agreements and understandings needed. There is not necessarily only one right way to proceed, but I've tried to outline at least one approach.

For an example of another approach, you could pass out a one page summary of most of the issues discussed above, with the resulting PSQ and viability impacts. Assuming that there is little, if any PSQ reduction, and that in most instances the viability impacts go in the right direction, I think you could reach almost instantaneous agreement to move to discuss the open issues which may have significant additional PSQ or viability impacts. This would have the effect of focusing the discussion quickly on the topics where you do still need concurrence.

We are expecting briefing papers from the FWS by Thursday for the issues mentioned here, and will try to get them to you ASAP. Also, as you can see from the topics as I have them, I think you would be well served to have some subject matter experts (eg, someone integrally familiar with the terrestrial viability issues) present to answer questions and provide guidance if requested.

I'd appreciate any comments, and will do what I can to help.

Sincerely,

Dmk

Don Knowles

1-4-93

FRAUMPTON'S COMMENTS

1/4/93

List of Items for Decisions on FEMAT Option 9

1. Interior's position will be that at least some of the reserves must be made "no cut" reserves.
2. With respect to all reserves, requirements for thinning/salvage should include (a) that a scientific panel find the proposed logging activity would be "positive" for creation of old-growth habitat characteristics on an ecosystem basis (not just for owls), and (b) that no areas containing existing old-growth stands be entered.
3. Consider half-SAT to full-SAT riparian protection for all areas within key watersheds. Also, consider why in some key watershed areas the downstream areas but not the headwaters areas are protected.
4. How do we fortify our position that there are no inconsistencies between Option Nine and Proposed 4(d) Rule "instructions."
5. Alternative or addition to be considered: whether a ten-year moratorium of all thinning/salvage logging within reserves should be imposed pending study of experimental logging within Adaptive Management Areas.

Add

- Dispersal
- Review cumulative analysis impacts for 4(d) rule
- Discuss 4(d) rule impacts on vulnerability of opt. 9 to legal attack.

President's Forest Plan

General Talking Points

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The Final SEIS provides the basis for an informed final decision about how to manage and allocate these lands...But it is not the decision.

While Option 9 has been identified as the preferred alternative, the final decision will be made by the Secretaries of Agriculture and Interior, who by law are responsible for the decision.

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FINAL SEIS: "HIGHLIGHTS"

Office of Forestry and Economic Development
The White House

(Editor's Suggestion: Because this is an essay or opinion piece, it should either be editorial or statement from Tom Tuchmann or at least from his office. CindyC/ 2-17)

TO
L. VORZ

It has been less than a year since President Clinton convened the Forest Conference in Portland -- bringing together Cabinet Secretaries, local officials and experts, and many others from the Northwest and Northern California. The reason? To try to find resolution to the forest debate that has paralyzed this region's federal forests.

Less than a year, yet so much has happened.

At the conference, the President promised to come up with a Forest Plan that would sustain a dependable timber harvest level and provide community assistance, while protecting the environment and improving interagency cooperation -- in a way that was ecologically sound and legally responsible. Since then, hundreds of people have worked tirelessly towards these goals.

The Forest Ecosystem Management Assessment Team commissioned by the President came together immediately after the Forest Conference. In 60 days these scientists developed a template on how to bring ecosystem management to the forests of this region.

The actual President's Forest Plan for a Sustainable Economy and Sustainable Environment was set forth. An interagency team developed a draft Supplemental Environmental Impact Statement (SEIS), analyzed impacts of 10 options posed in the Plan, and recommended a preferred alternative. The team then reviewed and considered more than 100,000 public comments; developing the Final Supplemental Environmental Impact Statement being released this week. That SEIS refines the initial work of scientists, blending good science with public concerns and management needs.

The President's other challenges are being addressed. The Cabinet Departments and Agencies have worked together as they never have before. An Interagency Implementation Team has been working among all the agencies to change policies and procedures for integrated, interagency ecosystem management.

The implementation team so far has developed guidance to field units for new planning procedures based on provinces rather than traditional boundaries, watershed analysis, and watershed restoration projects. It has established an interagency regional ecosystem office. It also has developed screens to assure that timber sales this year are consistent with goals in the President's Forest Plan.

Community assistance is also underway. Under the Economic Adjustment Initiative, communities in California, Oregon and Washington are soon to receive educational assistance, small business loans, payments to counties in lieu of timber receipts, labor grants, and more.

In fact, the first package was just delivered to the town of Oakridge, Oregon.

But much more remains to be done. The President's plan must be implemented across 24 million acres of federal forest land. People concerned about Northwestern and coastal forests, inside and outside the federal government, must work together for economic and environmental stability.

We need to be realistic. We need to remember that 1994 is the beginning, rather than the end of this process. This new year is a year of transition, as we implement the President's five goals "on the ground." There will be challenges and disagreements, and fulfilling those goals will take time. But our hope is to begin to make "ecosystem management" -- now just a buzzword, a theory, or even a set of differing hopes and expectations -- take substance and become reality on public lands in the United States.

**Final Supplemental Environmental Impact Statement:
Late-Successional and Old-Growth Habitat within Northern Spotted Owl Range
10 Alternatives**

INTRODUCTION

Ten action alternatives presented in this SEIS are developed from 10 ecosystem management options developed by the Forest Ecosystem Assessment Team (FEMAT) in 1993. All cover 24,455,300 acres of Federal land. Alternative #9, the preferred alternative, is designed to protect and enhance old-growth forests, ensure a sustainable timber harvest, and provide for some limited government-community ventures in adaptive management. No-action would reflect management direction in place before the northern spotted owl and marbled murrelet were listed as threatened. Alternative #7 assesses impact of previous management direction.

ALTERNATIVES

Each alternative is described briefly. Pie graph shows acreage allocations. Land categories are explained following the alternatives description.

(EDITOR'S NOTE: PLEASE LIFT "PIE GRAPH" SHOWN WITH EACH ALTERNATIVE IN FINAL SEIS THAT SHOWS LAND ALLOCATIONS. INCLUDE A "PIE" WITH EACH ALTERNATIVE.)

#1. Designed to protect all old-growth forests and provide highest probable viability of northern spotted owls, marbled murrelets, fish stocks at risk and other species associated with old-growth forests.

#2. Designed to protect ecologically-significant old-growth forests and additional areas for northern spotted owl population viability.

#3. Designed to provide for interconnected, intact late-successional forest ecosystems with production of forest products from some late-successional forests. This includes different treatments for different physiographic provinces such as Eastern Oregon Cascades and California Cascades Province.

#4. Designed to protect most ecologically significant late-successional forest and areas for northern spotted owl. Allows salvage and stand treatment in Late-Successional Reserves as recommended by Northern Spotted Owl Recovery Plan.

#5. Would implement the mitigation strategy recommended in the Scientific Analysis Team Report (Thompson et al 1993) in 1993. Adds protection of riparian area, marbled murrelet and endemic species.

#6. Would implement late-successional forest and northern spotted owl viability protection recommended by the Scientific Panel on Late-Successional Forest Ecosystems (Johnson et al 1991).

#7. How the Forest Service and BLM would have managed land under current plans but modified by elements of the Final Draft Recovery Plan for the Northern Spotted Owl. Would allocate 8.4 million acres to "matrix" lands for timber production -- the highest among the 10 alternatives. Minimal riparian protection.

ALTERNATIVES - page 2

8. Most ecologically significant late-successional forests and additional northern spotted owl habitat protected. Minimum stream protection. 6.3 million acres in "matrix" managed under current plan standards and guidelines.
9. Preferred Alternative. Designed to protect old-growth and late-successional forests where they overlap with Key Watersheds. Certain areas allocated to Late Successional Reserves with strict restrictions on silvicultural treatments. About 1.5 million acres allocated to 10 Adaptive Management Areas for experiments in integrating ecological and economic objectives. Just under 4 million acres "matrix" lands include some province-specific standards to maintain biological diversity and ecosystem function.
10. Similar to Alternative #6 except for different standards on spatial arrangements of trees related to northern spotted owl dispersal.

LAND CATEGORIES

Congressionally Reserved Areas - Includes National Parks and Monuments, Wildernesses, Wild and Scenic Rivers, National Wildlife Refuges and military reservations.

Late-Successional Reserves - Managed to protect late-successional and old-growth ecosystems. Thinning and other silvicultural treatment allowed within standards where it can help accelerate old-growth characteristics.

Managed Late-Successional Areas - Identified in Alternatives #3,4,5,7,9. Allows certain cutting and thinning practices to reduce risk of high-intensity fire or insect and disease epidemics.

Adaptive Management Areas - Occur only in Alternative #9. Ten areas designed to test new management approaches to integrate ecological and economic health and other social objectives.

Administratively Withdrawn Areas - Areas not scheduled for timber harvest in current plans.

Riparian Reserves - Areas along streams, wetlands, ponds and lakes, and unstable areas where aquatic habitat preservation would be a priority.

Matrix - Land available for timber harvest within strict standards and guidelines protecting riparian (streamside) areas, fishery and terrestrial habitat, slope stability and other forest ecosystem features.

FINAL SEIS: PUBLIC INVOLVEMENT

PUBLIC COMMENT PERIOD AND COMMENTS

The Draft Supplemental Environmental Impact Statement on Management of Habitat for Late-Successional and Old-Growth Forest Related Species Within the Range of the Northern Spotted Owl (Draft SEIS) was released July 30, 1993. A 90-day public comment period followed with hearings in Olympia, Washington; Salem, Oregon; and Redding, California. The Interagency SEIS team analyzed 102,000 written comments, another 7,600 written late comments and written and oral hearing testimony from 359 individuals. Ten percent of written comments were letters from individuals; 90 percent were form or modified form letters.

Comments were received from every state in the U.S., Canadian provinces and 34 foreign countries. Although many letters came from Pacific Northwest residents who felt directly impacted by the issues, many writers from New York and other distant areas also indicated strong ties to the area and issues.

MAJOR PUBLIC CONCERNS

The prevailing concern expressed in written comments was the need to preserve forest ecosystems. The future of North America's remaining stands of old growth in the Pacific Northwest and the uniqueness of the region's natural resources appeared to be both a national and even international issue. There was no marked difference in the environmental concerns of Northwestern residents.

Strong concern was also voiced by Northwest residents of timber-communities. Many expressed pain and fear at the impact of reduced logging and resulting unemployment on their families and way of life.

Within these two main topic areas were hundreds of very specific questions ranging from species viability to silvicultural prescriptions. The Interagency SEIS Team grouped related topics and then responded to concerns expressed in the comments. Some of the comments led to further analysis work, map and boundary adjustments, other corrections, and clarification of terms. An exhaustive list of comments and Agency responses is in the 193-page Appendix F in the Final SEIS.

Key topics addressed include: ecosystem, fire and air quality, silviculture, roads and roadless areas, other resources, land allocations, economic effects, social and community effects, American Indians, legal and process issues, terrestrial species, aquatic wildlife and habitat, and watershed, water quality and soils.

SEIS public involvement - page 2

RESULTS OF PUBLIC INVOLVEMENT: WHAT CHANGED

Suggestions and oversights mentioned by public reviewers as well as further Interagency SEIS Team work produced these changes between Draft and Final:

Alternative 9 was adjusted to provide increased levels for coarse woody debris and snag retention; surveys and management for some rare and endemic species; bat roosting site protection; old-growth stand retention in watersheds with less than 15 percent old-growth forest; and 100-acre allocations around all known northern spotted owl nest sites in Late-Successional Reserves.

*WATER ARE WPZ ON
CLEARS ON 4th*

Managed Late-Successional Areas were added for known owl activity centers in the Washington East Cascades and California Cascades Provinces.

EXPAND

Projections of total job losses changed because of correction of error in analysis performed for Draft SEIS and revisions to Alternative 9 from additional species analysis.

How the selected alternative would be implemented and monitored was clarified along with more specific information on adaptive management.

MANAGEMENT

The 180-year rotation requirement was adjusted for northern California National Forests to utilize existing Forest Plan standards and guidelines.

Results from additional air quality analysis; fish, wildlife and plant species analysis and data from 1992-93 spotted owl demographic counts were considered in the Final SEIS. The further analyses led to modification of Alternative #9.

HP

Several clarifications on role and management direction, numerous boundary adjustments, map changes and corrections to the data base were made and incorporated in the document.

Guidance for Late-Successional Reserves within the Finney and Northern Coast Range Adaptive Management Areas was changed.

HP

SEIS public involvement - page 3

PUBLIC COMMENTS: WHAT DIDN'T CHANGE AND WHY

Many comments called for higher levels of timber harvest, old-growth and species protection, or for changes outside the authority or scope of the SEIS. Specific responses are shown in Appendix F. Highlighted below are some key concerns voiced during public involvement that were heard but not acted on -- along with the reasons why not.

Why not protect the remaining stands of old-growth intact? Why allow any silvicultural treatment in old-growth or late-successional reserves? Thinning and other treatments are designed to accelerate old-growth characteristics in ecologically significant reserves.

The Forest Service and BLM need to provide a higher level of wood products to sustain timber-dependent communities and economies. Thousands of jobs have already been lost.

This is the Administration's best attempt to provide a dependable timber harvest level within constraints of what land capacity and law can allow -- what is ecologically sound and legally responsible. It should provide a predictable flow of forest products and services for timber-dependent communities; and will be considerably more volume than what was available the past two years with court-ordered injunctions on logging.

The Adaptive Management Areas proposed in Alternative #9 would just turn Federal lands over to local communities for economic gain. This is counter to the entire concept of reserving Federal lands for National purposes. These should be dropped.

About 1.5 million acres would be spread among 10 Adaptive Management Areas. They provide a diversity of ownerships, ecosystem management challenges and social contexts. The goal is to test new management approaches to achieve ecological and economic health. These projects will be managed within strict environmental protection standards for Late-Successional Reserves. A research and monitoring plan will be required for each AMA. Coordination with the Regional Ecosystem Office, an interagency office created to implement the President's Plan, will be required. Responsible agency officials will still make the decisions within existing laws, regulations and policy and with full involvement of interested members of the public. No lands will be "turned over." These carefully-monitored experiments will provide some opportunity for collaboration, partnerships, mutual learning and innovation. Resource management successes most often come from the ingenuity of local communities and resource managers rather than traditional prescriptive approaches.

The SEIS should have considered a much broader range of alternatives. The scientists who developed the original 10 options and the Interagency SEIS team which analyzed them operated within charges from the President of the United States. President Clinton asked for a plan that included (1) environmental protection, (2) sustainable harvests, (3) interagency cooperation, (4) economic assistance and (5) within national laws.

**Summary of Changes and Clarifications to Standards and Guidelines
for Alternative 9 Between Draft and Final**

**SEIS on Management of Habitat for Late-Successional and
Old-Growth Forest Related Species Within the Range of the Northern spotted Owl**

Introduction

Identification of needed changes came from SEIS Team review, internal and external agency review, internal request for minor boundary revisions, 102,000 public comments, Section 7 consultation, and from other sources. Many "changes" are not so much changes but clarifications or interpretations of unclear or ambiguous standards and guidelines.

The changes are grouped below as: 1. Non-technical change made by the SEIS Team; 2. Technical Issues reviewed by the Scientific Advisory Group (SAG) and deemed not to adversely affect species viability or Probable Sale Quantity (PSQ) assumptions in the FEMAT Report, and; 3. Policy Issues affecting or potentially affecting viability or PSQ.

1. Changes made by the SEIS Team.

Oversight - Language stating "...requires review by the interagency oversight team" has been changed to "...are subject to review by the Regional Ecosystem Office. The Regional Ecosystem Office may develop criteria that would exempt some activities from review." This issue was raised by the Interagency Implementation Team (IIT). The change is intended to permit the Regional Ecosystem Office to develop its own review procedure for assuring consistent and accurate implementation of the strategy.

Olympic AMA - As suggested in the Biological Opinion, LSOG 1s and 2s within the Olympic AMA are to be managed as Late-Successional Reserve. (LSOG 1s and 2s are the 1991 Gang-of-Four's mapping of "most ecologically significant Late-Successional and Old-Growth areas" and "ecologically significant Late-Successional and Old-Growth areas" respectively.)

2. Technical Issues reviewed by the Scientific Advisory Group (SAG) and deemed not to adversely affect species viability or PSQ assumptions in the FEMAT Report.

Neutral/ Beneficial Thinning - The word "neutral" has been removed from the discussion of thinning within westside LSRs. Now proposed thinning must be "beneficial to the creation and maintenance of late-successional forest conditions."

 **Quinault Special Management Area** - The 5400-acre Congressionally designated Quinault Special Management Area on the Olympic National Forest has been changed from Late-Successional Reserve (LSR) to Adaptive Management Area (AMA) to meet legal obligations related to the Quinault Indian Nation.

Key Watersheds - Changes have occurred to some Key Watershed boundaries - generally small scale changes which are reflected on the new mylars. However, larger changes were: Key Watershed status extended to the Little Sandy River east of Portland, and to two subdrainages of the Eel River in Mendocino County, California. On the Siuslaw NF, two Key Watersheds were dropped and three others were added.

Minor LSR Boundary Revisions - Numerous minor boundary revisions were made to LSRs pursuant to instructions to units dated July 26, 1993 and approved by SAG. These changes were limited to matching nearby and apparently intended breaks in slope, other administrative boundaries, and improving amount of late-successional forests.

Ski Areas - Existing, permitted, developed ski areas have been removed from LSR status. This affected 6 or 7 ski areas, with the largest (by far) being the entire area at Mt. Ashland.

Columbia River Gorge National Scenic Area - Two of the Columbia River Gorge National Scenic Area (CRGNSA) management categories, "Public Recreation" and "Agriculture" (apparently less than 1000 acres, generally reflective of current use and development), have been changed from LSR to Administratively Withdrawn. The remaining 60,000-odd acres in the CRGNSA remain LSR.

DOD & USFWS Lands - DOD (Ft. Lewis et al.) and USFWS-administered lands have been changed from Late-Successional Reserve to Congressionally Reserved on maps and tables because the Record of Decision will not affect those lands.

 **LSOG 1s & 2s** - All LSOG 1s and 2s in marbled murrelet Zone 1 are Late-Successional Reserve (LSR).

BLM Connectivity Blocks - Although LSRs and other components of Alternative 9 are deemed generally to provide for the northern spotted owl, certain northern spotted owl-related BLM plan direction has been retained outside of LSRs. Specifically, keep connectivity block design, and add connectivity Rx for nine former RPAs/MPAs surrounding DCA #OD-33, and for OGEAs within the South Willamette/North Umpqua Area of Concern.

Admin. Withdrawals for Old-Growth Species - Administrative Withdrawals specifically to benefit martens, pileated woodpeckers, and other late-successional species are returned to the Matrix (per FEMAT pg. III-23), and the following wording has been added: *"..unless local knowledge indicates that other allocations and standards and guidelines of this alternative will not meet management objectives."*

Bald Eagles, Research Natural Areas - Management consistent with approved recovery plans for listed species (e.g., bald eagle), and for Research Natural Areas, takes precedence over LSR standards and guidelines.

LSR Management Plans - A requirement has been added to develop LSR-specific management direction (including fire management direction), either as a separate document or as part of existing planning.

LSR Standards and Guidelines - Three pages of standards and guidelines (S&Gs) have been adapted from the Final Draft Northern Spotted Owl Recovery Plan to address other (non-timber) resources within LSRs. Included is direction that the Regional Ecosystem Office (REO) should recognize Native American treaty and agreement obligations and approve continuation of historic uses within LSRs when they will not jeopardize the objectives of the strategy.

FERC - The requirement to "retain instream flows that maintain or restore riparian resources during hydroelectric licensing/relicensing", now applies only to Tier 1 Key Watersheds, with such an objective being a "priority emphasis" (rather than a "requirement") in all other watersheds.

Fire/ Fuels Management - A five-page fire management section has been added, clarifying the role of fire and fuels management across all land designations. LSR S&Gs for the "...eastern Klamath Province" now apply to the entire Klamath Province. Also, silvicultural activities conducted under "Guidelines to reduce risks of large-scale disturbance" may also be undertaken in LSRs in other provinces if levels of fire risk are particularly high.

AMA Standards and Guidelines Hierarchy - Direction for land designations within AMAs has been clarified in the following ways: 1) to show that Congressional Withdrawals within AMAs must be managed as prior to Alternative 9; 2) LSRs within AMAs are to be managed with LSR standards and guidelines (exception is North Coast and Finney - see other notes); 3) some flexibility is permitted in achieving Riparian Reserve and Key Watershed objectives, and 4) Administrative Withdrawals and existing plan S&Gs serve as a starting point but are subject to change pending site-specific analysis and consistency with overall strategy objectives for the AMA.

Research in Riparian Reserves and Key Watersheds - A standard and guideline has been added for Riparian Reserves and Key Watersheds stating some research not otherwise consistent with the objectives may be appropriate, particularly if the activities will test critical assumptions of this plan; will produce results important for establishing or accelerating vegetation and structural characteristics for maintaining or restoring aquatic and riparian ecosystems; or the activities represent continuation of long-term research. These activities should be considered only if there are no equivalent opportunities outside of Key Watersheds and Riparian Reserves, and only if they are analyzed to ensure significant risks to watershed values do not exist. A list of non-conforming research in progress will be submitted to the Regional Ecosystem Office within 90 days of the signing of the Record of Decision.

Recreation Developments in Riparian Reserves - The Riparian Reserve standard and guideline for recreation has been revised to allow development that does not prevent attainment of aquatic conservation strategy objectives.

North Coast AMA Thinning Age - The maximum stand age in which thinning is permitted is raised from 80 to 110 years in the North Coast AMA, because of a substantial number of acres in the 80 to 110 year age class that are not expected to become owl or marbled murrelet habitat in the near future without treatment. The requirements that such thinnings be beneficial, and are subject to review by the Regional Ecosystem Office, continue to apply.

Modoc and Lassen NFs - The area covered by this SEIS, corresponding to the range of the northern spotted owl, extends onto the Modoc and Lassen National Forests for about two townships each. These areas were omitted from FEMAT and the Draft SEIS. The Final SEIS clarifies that standards and guidelines apply to these areas, and adds a summary of the resultant effects.

Protection Buffers - "Protection Buffers" from mitigation steps 5 and 6 in the report of the Scientific Advisory Team (SAT), *except for marten*, still apply as described in SAT. Species covered are: eight nonvascular plants (pg. 291 of SAT), invertebrates (general measures), Larch mountain, Siskiyou, Shasta, and Del Norte salamanders, white-headed and black-backed woodpeckers, pygmy nuthatches, flammulated owls, lynx.). The management of these buffers has also been clarified. Finally, the buffer for Great Grey Owl has been clarified to apply only where they are known or found to occur, and will be further addressed in watershed-level planning. The buffers which are retained in Alternative 9 have not been illustrated on maps, nor calculated for acreage.

California/ Oregon Boundary - Standards and guidelines (S&Gs) breaking at the California/Oregon state line may follow nearby Forest and District boundaries (e.g., California S&Gs apply to all of the Klamath and none of the Rogue River National Forests, even though both occur in both states.)

Aquatic Conservation Strategy - The SEIS has been brought more into line with the last-minute changes to the Aquatic Conservation Strategy, recognizing 5 categories of "water", removing the word "buffer", etc.

Snags and Green Tree Retention - Clarification has been added stating that trees left to meet the green tree retention standard and guideline cannot be counted as snag recruitment trees to correct a current or short-term snag deficit.

FY '94 Watershed Restoration - The Record of Decision (ROD) should exempt FY '94 watershed restoration projects from doing complete watershed analysis. Rather, "preliminary watershed analysis" will be adequate if it shows the project is needed, properly scheduled, and does not harm watershed values.

3. Policy Issues affecting or potentially affecting viability or PSQ.

180-year Rotation - The 180-year rotation requirement, which only applied to California National Forests, is dropped because analysis indicates species dispersal requirements are met with other elements of the Alternative and existing Forest Plan standards and guidelines.

North Coast and Finney AMAs - Late-Successional Reserve (LSR) designation may be changed by the AMA Plan for the North Coast and Finney Adaptive Management Areas (AMAs) consistent with consultation, the murrelet recovery plan, and other Endangered Species Act (ESA) requirements. This change is made because the LSRs in these AMAs were designated predominantly for a single species (marbled murrelet), and cover most of the AMA.

RPAs/ MPAs on the Eastside - Although LSRs and other components of Alternative 9 are deemed generally to provide for the northern spotted owl, eighteen Residual Pair and Managed Pair Areas (RPAs and MPAs) described in the Final Draft Northern Spotted Owl Recovery plan for Eastern Washington and the California Cascades have been changed from Matrix to Managed Late-Successional Areas in response to concerns for owl viability raised by the Scientific Advisory Group and by Consultation. This affects about 98,600 acres.

ADDITIONAL AS DISCUSS PLAN FOR OWLS & MURRELETS?

PREDECISIONAL ** NOT SUBJECT TO FOIA

The other type of cost is necessary trade-off in timber harvest opportunities. These costs have been estimated as follows for each of the possible mitigation measures.

POSSIBLE MITIGATIONS

Est. PSQ Costs (MMBF)

Survey and protection measures

- Protect known locations
- Survey and protect

7
unknown

Riparian reserves

- Apply full SAT buffers
 - In small wetlands
 - In the range of amphibians
 - In the range of coho salmon
 - Throughout owl range
- Ensure riparian protection in AMAe

unknown
59
26
94
0

Watershed protections

- Remove Tier 1 key watersheds from timber base
- Build no new roads in Tier 1 key watersheds
- Remove roadless areas from base

201
0
70

Matrix management provisions

- Provide coarse woody debris
- Emphasize clumped green tree/snag leave
- Buffers around caves
- Modify site treatments
- Protect old-growth fragments where scarce

10
unknown
minor
0
minor

Spotted owl measures

- Retain nest sites
- Landscape management for dispersal

22
210

Murrelet measures

- Retain old-growth forest in murrelet zone 1

102

Other measures

- Protect sites from grazing
- Manage impacts in recreation areas
- Species specific

0
0
0

Bold items reflect the subset of mitigations identified by the team.

(TOTAL OF \$3.5/CONCRETE)
HEAVY HIT ON COLUMBIA/
WASHINGTON

PREDECISIONAL ** NOT SUBJECT TO FOIA

The full cost associated with the identified subset of mitigations is displayed in the table below.

	Est. Cumulative PSQ Costs (MMBF)
<u>Survey and protection measures</u>	
• Protect known locations	6
• Survey and protect	unknown
<u>Riparian reserves</u>	
• Apply full SAT buffers	
• Throughout owl range	94
• Ensure riparian protection in AMAs	0
<u>Matrix management provisions</u>	
• Provide coarse woody debris	9
• Emphasize clumped green tree/snag leave	unknown
• Buffers around caves	minor
• Modify site treatments	0
• Protect old-growth fragments where scarce	minor
✓ <u>Spotted owl measures</u>	
• Retain nest sites	20
<u>Other measures</u>	
• Protect sites from grazing	0
• Manage impacts in recreation areas	0
• Species specific	0
Total	129

PREDECISIONAL ** NOT SUBJECT TO FOIA

BENEFITS

The identified subset of mitigations brings most of the species to the point where they would pass the screens that were used in the process. This includes all of the vertebrate species, except for a few where cumulative effects remains a concern. The identified subset also responds to all issues raised in the biological opinion on spotted owls.

REMAINING PROBLEMS

Concerns would remain for the following species.

LICHENS

Uncertainty remains for 27 species

A fraction of these may have significant risk of extirpation

FUNGI

11 species still at risk due to cumulative effects

117 species are rare and endemic, and there would be risk of mitigation under any option. However, this risk of extirpation would be somewhat reduced under option 1.

12 additional species may be at some risk of extirpation on coastal forests due to past actions.

VASCULAR PLANTS

Risk of extirpation remains for 4 species.

Nonfederal habitat is concern for one of these.

All are very rare

Two could do better under another option

MOLLUSCS

13 species at risk due to cumulative effects

Other species could be at risk due to survey logistics

FISH

Cumulative effects remain a concern for fish

AMPHIBIANS

3 species at risk due to rarity and nonfederal habitat

MARBLED MURRELETS

Identified measures may not fully respond to the biological opinion.