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**Folder Title:**  
Forestry Summit

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INVENTORY FOR ARCHIVES

Office on Environmental Policy

Katie McGinty's Files

#17

July 22, 1994

Issues:

Appropriations

UNCED

ENCLOSURES FILED OVERSIZE ATTACHMENTS 2901

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- ① EDA has potential for community development
- ② "Process" might bog down w/ task forces, expert groups. ~~to~~  
A quicker decision would be better to keep momentum but might suffer from less than 100% info.
- ③ Who is paying for this? Are all Sec. committing to people? Have to get FS, FWS, BLM people aboard quickly.

#### POSSIBLE SCENARIO FOR

#### FOREST SUMMIT

February 23, 1993

1. To get timber sale in '93 requires lifting injunction -- Dwyer & 9th Ct. What are opportunities to do that? USG saying BLM will meet ISC or best sci. evidence on owl conservation, salmon habitat, murrelet habitat.

SIGNAL TO COURTS

2. ADMINISTRATIVE ACTIONS -- Legisl. not REQ'D

- A. Crit Hab  
B. Recovery Plans } all listed spp. No salmon on west side

- C. Finalize BLM 10 yr plans in OR ... ISC strategy  
? D. Revise FS R-6 mgmt plans  
E. Moot 13 sales exempted by ESC  
F. Prepare integrated Fed'l Plan  
→ make FS/BLM plans consistent

## OVERVIEW

### PRE-SUMMIT

Presidential announcement; staffing; steps taken to determine agenda, participants, involve local and regional representatives, and pull together relevant information.

### SUMMIT

Site visits to educate <sup>good</sup> Cabinet members re issues, followed by one day of public testimony and presentations presided over by President Clinton and Vice President Gore.

→ invitations  
→ security/  
public

### CONCLUSION OF SUMMIT

Presidential announcement of action plan -- instructions and principles.

### POST-SUMMIT

Continuation of outreach efforts; intensive efforts to gather information and analyze approaches to resolving key issues associated with the old growth debate, leading to development of coordinated Administration plan.

### POSSIBLE SOLUTION

Completion of a package of administrative and legislative proposals, designed to clear litigation hurdles and move forward.

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## OBJECTIVES

### PRE-SUMMIT

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

Personally involve President Clinton.

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

Provide open channels of communication.

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

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

Shape the debate.

### SUMMIT

#### Day One (Site Visits):

If possible, visit all three states.

Demonstrate desire to be educated.

Show interest in biology, sociology, and economic impact.

Demonstrate interest in human stories as well as facts.

#### Day Two (Conference):

Arrange maximum breadth of participation.

Educate President, Cabinet, national and regional audience.

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

Demonstrate there is no preconceived answer.

Show desire to give fair hearing.

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

CONCLUSION OF SUMMIT

Establish channel for further solicitation of views of interested parties.

Establish vehicle for input by representatives of interested groups.

Explain decision-making process and guiding principles.

Again demonstrate no preconceived solution.

Indicate solution will be based on good science, <sup>long-term</sup> and economics

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

Indicate urgency, desire for prompt action.

POST-SUMMIT

Continue outreach.

Obtain input on factual issues. <sup>public? state/Fed'l? Agencies?</sup>

Provide coordinated effort by relevant agencies to achieve consensus.

Make crash effort to resolve quickly.

Provide opportunities to continue momentum and public interest.

POSSIBLE SOLUTION

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

Designate owl, murrelet  
crit has  
recovery plans

Develop a broad forest management plan <sup>for Fed'l land</sup> [that complies with existing laws.]

Does ISC rely on state & tribal land. Urge states to go along.

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

Maximize actions that can be done administratively. <sup>many</sup>

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

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

Try to obtain Congressional action before August recess.

plan to be out July 1 -- can enact in 1 month

POSSIBLE SCENARIO  
FOREST SUMMIT

PRE-SUMMIT

Presidential Announcement. Within a week, President Clinton announces a summit to take place in the Pacific Northwest on March 28.<sup>1</sup> In doing so, he fulfills a campaign promise -- to bring all the participants together to focus on the problem. The announcement is made at the White House, with the Vice President and the Secretaries of Interior, Agriculture, and Labor in attendance.

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

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

2 fronts -  
① quickly getting  
loggers & mills  
back to work  
② long-term  
mgmt of  
Forest lands  
in ecol.

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

Support for the announcement is orchestrated.

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

Prior  
to

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

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officials.

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

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

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

*understated*  
1. Science/tech  
2. Commun. (EDA)  
3. Cong.  
4.  
Staffing is critical. This will need to be a "hands-on" process with constant attention to communication and to getting input from the interested groups. A full-time staffing structure with regional representation will be necessary. Having staff that is familiar with the issue, and people from the northwest, will help underscore that the process is fair and honest.

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

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

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

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

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*what is  
this --*

distressed timber families who are coming to Washington in March;

- discussion of the National Biological Survey as an action intended to elevate the role of science in decision-making and to facilitate administrative decisions before a crisis arises;

- small -- but real -- stories so that the press will not spend its energies guessing about what is going on;

- continued emphasis of the overall objective -- development of a sensible forest (and watershed) management plan that provides for conservation needs while also making timber available now; and

- background papers distributed close in time to the event.

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

#### SUMMIT

*Pres. will probably want to go, too.*

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

-- old growth forest visit, talk with private economists, plus visits to a timber community and to an individual family adversely affected by reduced timber harvests;

-- visit to salmon recovery site, flyover of forests in various stages of development, plus visit to timber mill;

-- visit to site that is using new forestry techniques, reforestation project, plus conversations with union representatives and job retraining people.

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

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

*what's this?  
It won't provide  
short-term answer*

*\*South. Oreg  
community*

02-23-93 05:32 PM

fil

economic conference.

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

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

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

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

*tight security reg'd.*  
Thought will have to be given to the fact that demonstrations and rallies are likely to take place around the summit.

#### CONCLUSION OF SUMMIT

At the conclusion, the President would:

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

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two weeks,

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

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

not a good  
idea for  
quick turn  
around.

The President would announce that based on the information already collected and that submitted through the 30-day process, the Administration would put together a coordinated plan for dealing with the issues. The plan is to be completed within 90 days of the conclusion of the summit.

July 1

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

Federal,  
V range status  
to go along

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

Tom Walsh

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

#### POST-SUMMIT

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

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

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

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

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

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

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

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

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

Planning should include agreed-upon (internal) milestones and

all in OR?  
more in  
WA

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114

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

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

### POSSIBLE SOLUTION

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

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

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

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

and comm  
develop.

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management approach.

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

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

statutory

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

and Commerce

- Establishment of a Community Rural Development Fund, to provide grants, loans, and micro-loans to communities and businesses for the purpose of diversifying the local economy, funding technological improvements, or other purposes.

- Establishment of a Dislocated Forest Worker Assistance Account, administered by state employment agencies who would disburse money to assist affected workers.

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

YES - esp. in S. Oregon

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should be considered.

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

- Conservation contracts. Consideration should be given to a vehicle for replacing lost jobs with opportunities for woodworkers to restore ecosystems, practice alternative harvest methods, and provide for recreational opportunities.

- Log exports. This is a sensitive subject, but it should be discussed -- ways to limit it and indirect ways to discourage exports and encourage domestic processing of logs from private lands.

- Budgeting. The current line item budgeting for timber, recreation, fish and wildlife habitat, etc. focuses resource managers on meeting specific targets. Budgeting mechanisms to provide for more integrated resource management need to be developed.

Exports ~~from~~ ban  
on timber from  
pvt land not on  
table

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POSSIBLE SCENARIO FOR  
FOREST SUMMIT

March 1, 1993

## OVERVIEW

### PRE-SUMMIT

Presidential announcement; staffing; steps taken to determine agenda, participants, involve local and regional representatives, and pull together relevant information.

### SUMMIT

Site visits to inform Cabinet members re issues, followed by one day of public testimony and presentations presided over by President Clinton and Vice President Gore.

### CONCLUSION OF SUMMIT

Presidential announcement of action plan and guiding principles.

### POST-SUMMIT

Continuation of outreach efforts; intensive efforts to gather information and analyze approaches to resolving key issues associated with the old growth debate, leading to development of coordinated Administration proposal.

### POSSIBLE SOLUTION

Completion of a package of administrative and legislative proposals, designed to clear litigation hurdles and move forward.

## OBJECTIVES

### PRE-SUMMIT

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

Personally involve President Clinton.

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

Provide open channels of communication.

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

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

Shape the debate.

### SUMMIT

#### Day One (Site Visits):

If possible, visit all three states.

Demonstrate desire to be educated.

Address biological, sociological, and economic issues.

Demonstrate interest in human as well as resource concerns.

#### Day Two (Conference):

Arrange maximum breadth of participation.

Inform President, Cabinet, national and regional audience.

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

Demonstrate there is no preconceived answer.

Show desire to give fair hearing.

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

### CONCLUSION OF SUMMIT

Establish channel for further solicitation of views of interested parties.

Establish vehicle for input by representatives of interested groups.

Explain decision-making process and guiding principles.

Again demonstrate no preconceived solution.

Indicate solution will be based on sound science.

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

Indicate urgency, desire for prompt action.

### POST-SUMMIT

Continue outreach and consultation.

Obtain input on factual issues.

Provide coordinated effort by relevant agencies to achieve consensus.

Make crash effort to resolve quickly.

Provide opportunities to continue momentum and public interest.

### POSSIBLE SOLUTION

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

Develop a broad forest management strategy that complies with existing laws.

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

Maximize actions that can be done administratively.

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

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

Try to obtain Congressional action before August recess.

POSSIBLE SCENARIO  
FOREST SUMMIT

PRE-SUMMIT

Presidential Announcement. Within the next few days, President Clinton announces a summit to take place in the Pacific Northwest in the near future.<sup>1</sup> In doing so, he fulfills a campaign promise -- to bring all the participants together to focus on the problem. Shortly before the announcement, the Administration consults with key Members of Congress and with Governors from the Northwest.

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

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

The President designates the Secretaries of Interior, Agriculture, and Labor to lead a working group to develop the summit and coordinate development of the Administration's plan for addressing the issues. He emphasizes that he does not know the answers.

Outreach to Elected Officials. Because of the impact that this process could have on elected officials from the northwest, extensive discussions are had with federal and state officials both prior to and following the announcement, including discussions about the role that state officials would play in the summit process. Key Members of Congress are invited to attend as part of the official delegation (but not to speak at the conference).

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

Outreach to Interest Groups (industry, labor, environmental organizations, and county/community groups) would continue both before and after the announcement. Immediately after the announcement interest groups are invited to suggest names of possible speakers and to make any other recommendations they wish about the summit. Follow-up contacts are made as appropriate.

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

Summit Planning. (An interagency coordinating committee (including representatives of the White House Office on Environmental Policy, Interior, Agriculture, Labor, Commerce, EPA, OMB, and the Council of Economic Advisors) is formed to oversee summit planning, and working groups are established to deal with specific areas. (Within a week, the Office on Environmental Policy would issue comprehensive timelines and organizational materials concerning the summit planning process.)

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

- possible stories that raise awareness of (1) the quality of scientific evidence that already exists and (2) the greatly accelerated cut rates of the 1980s that turned this problem into a crisis situation;
- possible actions that would indicate, especially to timber and labor interests, that the playing field will be level -- such as noting items in the economic package that directly affect the northwest (rural community development banks, investment tax credits, reforestation projects, job retraining, rural enterprise zones);
- another possibility for leveling the playing field would be to have the Vice President meet with economically distressed timber families who are coming to Washington in March;
- possible visits to the Northwest by Cabinet members prior to the summit;

- small -- but real -- stories so that the press will not spend its energies guessing about what is going on;

- continued emphasis of the overall objective -- development of a sensible forest (and watershed) management plan that provides for conservation needs while also making timber available now; and

- background papers distributed close in time to the event.

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

### SUMMIT

Day One. The relevant Cabinet members (Interior, Agriculture, and Labor), plus the Vice President, are divided into three teams that make site visits. (Possibly the President might also wish to be involved in one or more site visits.) One team goes to Washington, one to Oregon, and one to northern California. Each includes at least one environmental event, one industry/labor event, and a community (i.e., people) event -- for example:

-- old growth forest visit, talk with private economists, visit to a timber community, and visit to the home of a family adversely affected by reduced timber harvests;

-- visit to salmon recovery site, flyover of forests in various stages of development, visit to timber mill, and visit to classrooms at local elementary school;

-- visits to site that is using new forestry techniques and to reforestation project, conversations with union representatives, visits to job retraining program and informal conversations with people at local coffee shop.

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

Day Two. Summit conference in Portland, Oregon, possibly with satellite hook-up to sites in Washington and California, with some presenters (and possibly a Cabinet member) at each location. President Clinton presides and asks questions. Key Members of Congress attend as special guests. (A range of alternatives will be examined to determine the most appropriate format for the presentations.)

In all likelihood, part of the time would be devoted to education -- background information on the history of forest management in the area, technology changes, mill operations, employment, the economies of the area, the economic impact on communities of reduced cut rates, development of industrial base outside of timber, recreation, tourism, and other uses of old growth areas. Because most facts related to these issues are controversial, some presenters might be academics, or more than one spokesman might address the same facts.

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

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

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

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

#### CONCLUSION OF SUMMIT

At the conclusion, the President would:

- summarize what is at stake,
- re-cap meeting highlights,
- reaffirm that this is the beginning of a process and not the end,
- establish a vehicle for further input from the public and from interested groups,

- announce that the hearing record will be kept open for two weeks and that written comments are welcome,
- announce that further steps will be taken to obtain input from the public and from interest groups,
- announce a plan of action, and
- announce a timetable for implementation of the action plan.

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

The President would announce that based on the information already collected and that submitted through the 30-day process, the Administration would put together a coordinated plan for dealing with the issues. The plan is to be completed within 90 days of the conclusion of the summit.

As part of the plan, the Secretaries of Interior and Agriculture will coordinate development of a proposal for managing the northwest forests. The proposal will include short-term and long-term components, and it will address both administrative actions and any related proposed legislation. The proposal would comply with existing environmental laws to preserve species and habitat; it would also bring timber back into production at sustainable levels.

The Administration's proposed package would also cover labor assistance, rural development, and economic diversification. The Secretary of Labor, in conjunction with the Secretary of Agriculture and the Economic Development Administration, would develop appropriate worker and community assistance programs.

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

#### POST-SUMMIT

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

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

-- Are administrative measures available  
that would allow logging on Federal  
lands soon?  
while comprehensive pgm being developed?

One option that should be explored is whether working groups (either industry/environmental groups or groups of scientific experts) operating under short time deadlines (30-45 days) might be able to narrow the range of controversy in specific areas. Possible topics could include:

- Is there any recent scientific data that is not already being considered by Interior and Agriculture in connection with the northern spotted owl?
- If some form of interim protection is to be given to marbled murrelet nesting habitat while additional study is done, can any agreement be reached on how to go about that?
- What kinds of economic assistance would be needed and available for northwest timber communities?

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

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

Planning should include agreed-upon (internal) milestones and there will need to be regular working group meetings to anticipate major milestones and assess progress.

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

## POSSIBLE SOLUTION

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

The precise content of that program -- and answers to questions such as what changes in forest management are needed, how much land might be set aside, and how much timber will be offered for sale -- are matters that should not be determined until after the summit.

Economic Assistance. In addition to the forest management proposal prepared by Interior and Agriculture, an important part of the Administration package would be assistance to individuals and communities (possibly including diversification assistance) adversely affected by timber harvest reductions. It is expected that development of this part of the package would be coordinated by the Secretaries of Labor and Agriculture and by the Economic Development Administrator at Commerce.

MEMORANDUM

TO: David Watkins  
FROM: Katie McGinty *KM*  
RE: Budget for Forest Conference  
DATE: March 18, 1993

This budget does not include travel and hotel expenses for White House or Agency staff and assumes that the pre-conference site visits will be paid for by participating cabinet members.

Conference:

|                                                  |          |
|--------------------------------------------------|----------|
| Convention center rental                         | \$ 2,600 |
| Lights and sound                                 | 20,000   |
| Food buffet for 600 people                       | 10,800   |
| Food - v.i.p., staff, Presidential holding rooms | 1,100    |
| Closed circuit television                        | 6,000    |
| Telephones - 125 total                           | 12,000   |
| Office Equipment Rental                          |          |
| 10 - faxes                                       | 2,000    |
| 5 - copiers                                      | 4,500    |
| 4 - computers, printers                          | 1,000    |
| Office supplies - hotel and conference center    | 1,000    |
| Decorations - conference room                    | 4,000    |
| Labor - convention center                        | 4,000    |

Hotel

|                                   |       |
|-----------------------------------|-------|
| Staff office - \$150 per day x 12 | 1,800 |
| Telephones - x 8                  | 1,400 |
| Printing                          | 1,000 |

Staff - 4 people

|                                            |        |
|--------------------------------------------|--------|
| 13 days + 310                              |        |
| - (150 consulting, 30 per diem, 130 hotel) | 16,120 |

|          |              |
|----------|--------------|
| Air fare | <u>2,500</u> |
|----------|--------------|

|          |          |
|----------|----------|
| subtotal | \$91,820 |
|----------|----------|

|                 |          |
|-----------------|----------|
| contingency 10% | \$ 9,132 |
|-----------------|----------|

|       |           |
|-------|-----------|
| TOTAL | \$101,002 |
|-------|-----------|

*David - This is a rough cut - also  
subject to revision. JMF.*

Jennifer O'Connor

2271