

Implementing the President's Forest Plan '94

ACCOMPLISHMENT REPORT



Produced by the
USDA Forest Service
Pacific Northwest Region
Pacific Southwest Region

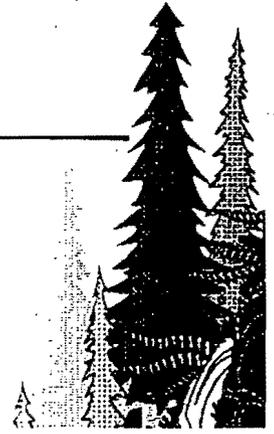


Acknowledgment

The President's Forest Plan presents a vision for the National Forests in the Pacific Northwest and northern California, now and into the 21st century. The accomplishments in this report reflect the commitment, professionalism, and integrity of Forest Service employees and their partners who share this vision.



In 1994



Accomplishments and Highlights for 1994

The President's Forest Plan presents a comprehensive and innovative blueprint for management of lands administered by the Forest Service and Bureau of Land Management in the Pacific Northwest. Throughout 1994, Forest Service employees and their partners made great advances towards implementing the direction in the plan.

It was a year of transition as the agency shifted its focus to ecosystem

management. It was a year of learning as Forest Service employees explored the new frontiers of watershed analysis, community and agency cooperation, and the Federal Advisory Committee Act. And it was a year of outstanding accomplishments, as presented in this report.

This report briefly addresses the accomplishments of the Pacific Northwest Region and the Pacific Southwest

Region of the Forest Service for the fiscal year beginning October 1, 1993, through September 30, 1994 (FY 94). While it presents cumulative data and highlights some specific programs and projects, it is not comprehensive. This report represents only a fraction of the ongoing efforts of Forest Service employees to implement the President's Forest Plan.



In the Communities

Under the Northwest Economic Adjustment Initiative, the Forest Service, nine other agencies, and state and local governments funded a variety of community projects. The program emphasizes communities and people that have been adversely impacted by reduced timber harvest levels. A "seamless" delivery process reduces red tape for communities and improves coordination among agencies.

Displaced timber workers learned new skills through community assistance retraining programs. Local contractors bid on watershed restoration projects, and forest workers improved stream habitat, planted trees, reconditioned trails, removed culverts, and stabilized potentially unstable fills.



In the Forests

Forest management accomplishments in fiscal year 1994 included watershed analyses, watershed restoration, Adaptive Management Area planning, and timber sales. Watershed analyses provided a new focus for forest planning based on watersheds and physiographic provinces. Watershed restoration projects created jobs and improved miles of fish habitat.

In the 10 Adaptive Management Areas, federal, state and local officials; industry, community, and environmental organizations; tribes and others focused on ecological, economic and social objectives. And under the timber sale component of the plan, the Forest Service is working towards a sustainable timber harvest that is scientifically sound, ecologically credible and legally responsible.



In the Agencies

Efforts to implement the President's Forest Plan generated a new spirit of cooperation and sharing among federal agencies. As a result, federal agencies are sharing personnel, coordinating plans, developing interagency guidance, and exploring other ways to improve ecosystem management and public services.

The President's Forest Plan creates ecologically and physiographically defined provinces that encompass lands managed by both the Forest Service and Bureau of Land Management. These provinces provide the common denominator for interagency coordination and public involvement.

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In the Beginning

"We know our solution will not make everybody happy, but we are all going to be better off if we act on the plan and end the deadlock and divisiveness."

President Bill Clinton



President Directs Change

On April 2, 1993, President Clinton began a process to free federally managed forests of the Pacific Northwest from a gridlock of lawsuits, appeals, and protests over timber harvest levels, management of old-growth forests and the preservation of the northern spotted owl. At the historic Forest Conference, the President, Vice President, and four Cabinet officials listened to leaders representing all sides of the issue. At the end of the conference, the President directed the agencies to:

- Never forget the human and economic dimensions of these problems;
- Produce scientifically sound, ecologically credible, and legally responsive plans;
- Work together for the American people.

He chartered a process to come up with solutions quickly. The first re-

sponse was the interagency effort to address the biological, social, and economic situation within the range of the northern spotted owl. The second response was to help impacted communities recover from the economic consequences of the plan. The third response was to create a multi-agency command responsible for insuring interagency coordination during the implementation of the plan.

Beginning in mid 1993, an interagency team of specialists produced an environmental impact statement (EIS) addressing the possible courses of action available to federal natural resource managers. That EIS team received over 100,000 comments from people worldwide on the draft of that document.

The Final Supplemental Environmental Impact Statement was published in February of 1994, followed

by a Record of Decision on April 13, 1994. Since then, the federal agencies have been implementing the President's Forest Plan.

The President's Forest Plan consists of direction for:

- Ecosystem management of federal forests;
- Economic assistance for communities;
- Interagency cooperation.

The goal of the plan is to achieve a balanced and comprehensive policy that recognizes the importance of forests and timber to the economy and jobs of this region, while honoring our valued old-growth forests as part of our national heritage.

In summary, 1994 was a year of transition and learning for the agencies and the people of the Pacific Northwest and northern California. Most notably, it was a year of renewed commitment to managing for healthy ecosystems and strong communities.



Communications

The President's Plan represents a quantum leap from previous plans. Its complexity reflects significant changes for federal forest management in the Pacific Northwest and northern California. Consequently, effective, timely communication is the key to helping people first understand, then implement the plan. During 1994, significant energy went into making important connections with people who are keenly interested in the plan.

Employee Workshops and Legislative Briefings

Hundreds of federal employees in Washington, Oregon, and northern California attended workshops on the President's Forest Plan to understand its implications to their work. To expand this knowledge, line managers held briefings for public groups and made special presentations to elected officials and their staffs.

Media Briefings and Field Trips

A concerted media communications effort was conducted throughout 1994. Three formal hearings were held to obtain public comment on the Draft Supplemental Environmental Impact Statement. Field oriented "show-me trips" were conducted to give people first hand information in several communities. Later, special information-sharing efforts were held at the time of key events, such as the

release of the Final Supplemental Environmental Impact Statement and the Record of Decision. During those times, key staff provided briefings for reporters, editorial boards of the major newspapers, and interest groups in the Regions.

Advisory Committees Formed

Later in 1994, 13 federal advisory committees were established as one means of providing public input to the regional and provincial executive teams concerning the implementation of the President's Forest Plan. Each advisory committee will operate according to the Federal Advisory Committee Act and its implementing regulations. Advisory committee meetings will be open to the public and will in-

clude opportunity for public comment. In total, over 300 individuals will be members of these advisory committees.

In northern California, the direction in the Presidents Forest Plan was incorporated into the draft plans that were in progress at the time the President's Forest Plan was released. The final forest plans now include the President's direction for these forests.



In the Communities

"The Forest Service, USDA Community Assistance and State Community Revitalization Team approach is a remarkable success story in implementing President Clinton's Northwest Economic Adjustment Initiative and its goals."

Darrel Kenops, Forest Supervisor, Willamette National Forest

Local Communities Take Charge of Their Future

- **What:** Economic assistance to communities
- **Why:** Help diversify the economies of communities impacted by declining timber harvest levels
- **How:** Forest Service employees help communities assess future options. Applications for financial assistance are made to the State Community Economic Revitalization Teams.
- **Results:** In 1994, the Forest Service contributed \$34 million in financial and technical assistance to communities in the Pacific Northwest and northern California.

Forest Service Funds Over 200 Projects

Through the Community Economic Revitalization Teams (CERTs), the Rural Community Assistance program successfully reached an unprecedented number of communities and people in 1994. This resulted from increased technical and financial resources aimed at helping communities impacted by changes in the management of natural resources.

The spirit of cooperation and coordination among agencies provided the highest quality service at the lowest costs. For those communities and people applying for assistance, the simplified application process transferred the responsibility of exploring ways to fund and implement a proposed project to the collective agencies.

In Washington, Oregon and California, the agencies contributed \$126.6 million towards community projects in fiscal year 1994; the Forest Service contributed \$34 million.

Examples of Projects Funded in 1994:

- Trout Lake and Roosevelt, Washington, received a total of \$16,000 to develop Community Action Plans.

- The Rogue Institute in Ashland, Oregon, is training displaced workers for special forest product inventories.
- Orleans and Somes Bar, California, are now producing and marketing a variety of forest products. Their \$50,000 grant established a community mail order catalog and central distribution center for locally made goods.

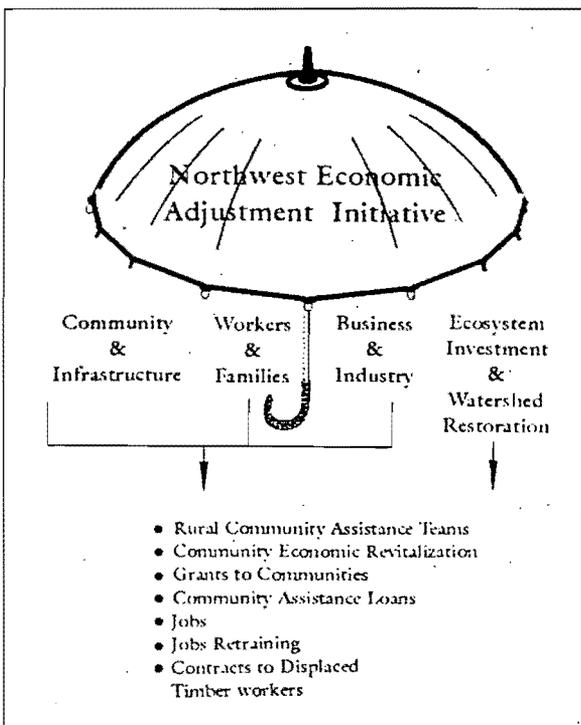
Simplified Application Process

A "seamless" delivery process allows communities to submit just one application to the multi-agency CERT. One agency is assigned the lead and works with the community to develop ideas and determine what funding sources best fit the project. The result? Less confusion for the communities, coordinated funding from several agencies, and short timelines for approvals.

Community Assistance Success Stories:

Workers and Families - Colville, Washington: Colville Industrial Technologies Training Center received a \$250,000 grant to provide on-site workforce training and expanded educational opportunities. Local businesses contributed \$400,000.

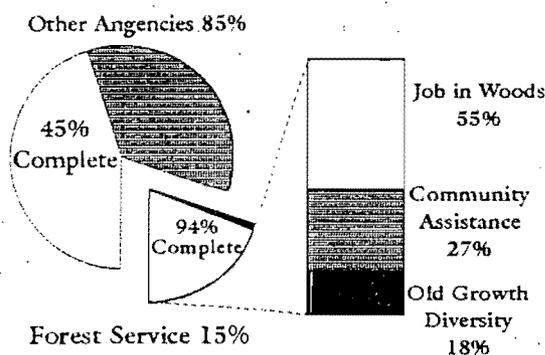
Business and Industry - Lincoln County, Oregon: The Confederated Tribes of the Siletz received \$250,000 towards a \$1.5 million project to refit





Northwest Economic Adjustment Initiative

\$248.8 Million Authorized
\$126.6 Million Expended



Forest Service Share
\$36 Million Authorized
\$34 Million Expended

a sawmill. They purchased equipment and added a dry kiln.

Business and Industry - Shasta City, California: The City of Anderson and the Shasta Cascade Wonderland Association received \$70,000 to plan and design an expanded Northern California Visitor's Center that will provide "one-stop shopping" for public and private recreation opportunities.

Communities and Infrastructure - Forks, Wash-

ington: The 200-acre Forks Industrial Park received \$226,000 from the Forest Service. The \$2.2 million park will create 42 new jobs.

Ecosystem Investment - Cave Junction, Oregon: The city received \$2,000 of the \$10,000 needed to complete a feasibility study and the preliminary engineering for a sewer system upgrade. The current system overflows into the Illinois River; farther downstream, the river has been designated as Wild and Scenic.

"It isn't just planting trees and thinning. It's training us to do a new kind of work."

Glenn Blakesley, Sweet Home Retraining Participant

Retraining Puts Displaced Timber Workers Back to Work

Retraining and Ecosystem Restoration Helps Unemployed Workers

- **What:** A fund to lower unemployment rates in communities adversely affected by declines in timber harvest levels
- **Who:** Timber workers currently unemployed
- **How:** Retrain workers in new skill areas for work on ecosystem management or restoration projects

In a program to retrain workers in Sweet Home, Oregon, participants spent 20% of their time in classrooms learning new skills, such as how to contract with the government, ecosystem restoration techniques, and business operation skills. The remaining 80% of the time they tackled "real" field projects: planting trees along streams and waterways, improving trails, and restoring aquatic habitat.

This and other training/work projects involved the combined efforts of the Oregon State Department of Forestry, Cooperative Extension Service, labor unions, and the U.S. De-

partment of Labor. Similar training programs were held in the Olympic Peninsula and Deschutes Provinces. Other provinces are planning similar programs for 1995.

"Jobs in the Woods"

"Jobs in the Woods" refers to government contracts awarded for ecosystem restoration projects. A special waiver from the Secretary of Agriculture's office allowed targeting local residents for bidding on these contracts. Workshops help train potential bidders.

Watershed Analysis

The Basis for Planning Management Activities

Fiscal year 1994 was a year of transition and learning in watershed analysis: adjusting to a new approach and process, learning to work collectively among agencies and organizations, and learning about natural systems at the watershed scale.

Watershed analysis is actually ecosystem analysis conducted at the watershed scale. The purpose of the analysis is to outline dominant characteristics, features, processes, and conditions within a watershed that relate to specific issues or topics of concern. The results of watershed analysis help managers determine restoration needs, and determine whether proposed management activities are consistent with the ecosystem.

Watershed analysis is also an *it'sis* will, over time, be revised as issues change and scientific and social information is updated.

To help with the learning process, the 1994 pilot watershed analysis program explored and tested methods and techniques for conducting watershed analysis.

In the spring of 1994, Forests focused on completing abbreviated

What's a Watershed?

According to the FEMAT Report, a watershed is a drainage basin contributing water, organic matter, dissolved nutrients, and sediments to a stream or lake. For all large portions of the landscape (20 to 200 square miles), the boundaries of a watershed (the ridge tops) approximate the boundaries of an ecosystem at that scale.

A key watershed is a watershed containing either (1) habitat for potentially threatened species of stocks of anadromous salmonids, or potentially

analyses known as "preliminary assessments." The results supported urgently needed watershed restoration projects, especially in key watersheds. In turn, these projects provided jobs in the woods for displaced timber workers.

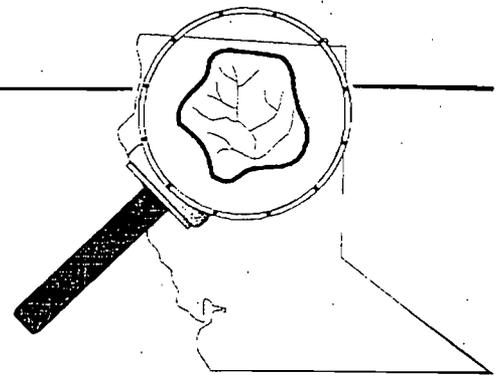
threatened fish, or (2) more than 6 miles of high-quality water and fish habitat.

Program Highlights:

During fiscal year 1994, inter-agency efforts collectively:

- Developed an interagency guide outlining steps and methods for conducting analysis.
- Established an interagency program for pilot watershed analysis to explore and share ways to conduct the analysis.
- Completed 23 analyses involving all 8 steps outlined in the interagency guide, and encompassing 1.8 million acres.
- Conducted 59 preliminary assessments to support restoration programs, and encompassing 4.8 million acres.
- Set interagency watershed analysis priorities for fiscal year 1995.
- Formed an Interagency Watershed Analysis Core Team (WACT) to provide guidance and oversight.
- Renewed partnerships with other agencies, organizations, and tribes to coordinate watershed analysis efforts.





South Fork McKenzie Watershed Analysis

The South Fork watershed contains 138,000 acres in the McKenzie Subbasin of the Willamette Province. The watershed analysis for the South Fork identified: processes active within the South Fork, how those processes are distributed in time and space, the current upland conditions and riparian conditions of the watershed, and how all these factors influence riparian habitat.

At the end of the fiscal year, the analysis was ready for use at the site level to adjust boundaries for Riparian Reserves, plan compatible land use

activities, design road transportation networks, designate effective restoration activities, and establish a framework for monitoring.

The analysis used a variety of techniques, including wildlife guilding, a time-series review of the conditions of the mainstem of the South Fork, and a fire regime assessment. The results provided valuable insights, according to Lynn Burditt, District Ranger for the Blue River Ranger District. "Developing an understanding for the context of the watershed and the various scales of

analysis was an exciting part of the effort."

"We learned a tremendous amount in our efforts to examine Riparian Reserve delineation," said Burditt. Evaluation and analysis resulted in three Riparian Reserve design concepts. When compared to interim widths, each design would provide equivalent or improved levels of protection for riparian dependent and associated species, transitional zone species, and late-successional associated species within the watershed.



In the Forests • Watershed Restoration

"The administration has begun a much-needed restoration and "jobs in the woods" program."

Bob Doppelt, Pacific Rivers Council

Regions Initiate Comprehensive Watershed Restoration Program

Watershed restoration is one of the four components of the Aquatic Conservation Strategy in the President's Forest Plan. Its focus is to restore currently degraded habitat conditions by improving water quality and increasing salmon stocks, thereby avoiding the listing of salmon species under the Endangered Species Act. Watershed restoration projects also create jobs in rural communities for displaced timber workers.

Restoration includes controlling road-related runoff and sediment production through road obliteration, revegetation, drainage improvements, and road closures. It also includes restoring riparian vegetation and in-stream habitat complexity, and stabilizing slide areas.

The appropriations for fiscal year 1994 included \$20 million for comprehensive watershed restoration, distrib-

uted proportionally based on the highest priority watersheds. The first priority was to restore key watersheds as identified in the Forest Ecosystem Management Assessment Team (FEMAT) Report.

The projects selected were those with the greatest benefit to salmon spawning, rearing and holding habitat. Projects with the greatest long-term positive impact were favored over those with short-term benefits.

In 1994, restoration contracts were awarded to areas most affected by declining timber harvest levels. For example, the State of Oregon awarded 96% of all watershed restoration contracts to contractors residing in the State; 86% were awarded to contractors in counties identified by the State Community Economic Revitalization Team (CERT).

Accomplishments

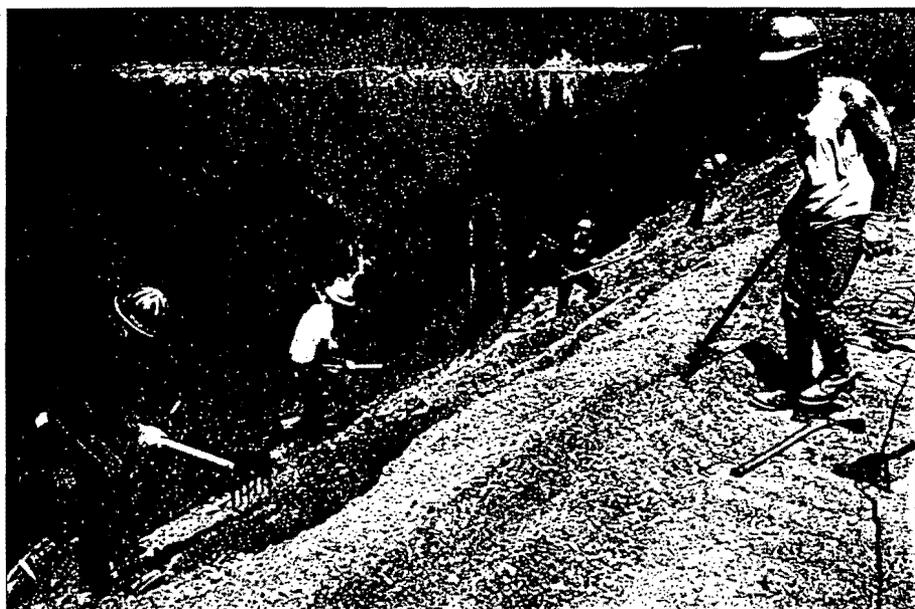
In 1994, the Forest Service:

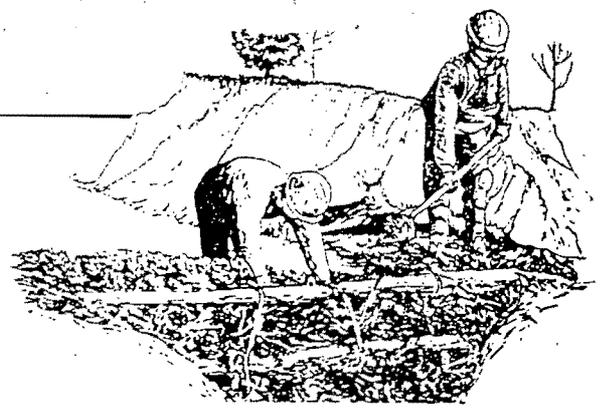
- Treated 81 watersheds
- Improved 1,165 miles of anadromous fish habitat
- Enhanced 214 salmon or steelhead fish stocks
- Treated 1,397 miles of road to reduce erosion and sedimentation
- Awarded 493 contracts to employ displaced timber workers, amounting to \$14 million.
- Invested 80% of the restoration program's funds in on-the-ground work; 20% on planning and contracting.
- Completed project identification, planning, coordination, and contracting within a compressed timeframe by effectively using contract waiver authorities and working in partnership with other agencies and organizations

Project Selection Criteria

Watershed restoration projects were determined using the following criteria:

- Does the project maintain or improve anadromous fish habitat without adverse environmental effects?
- Is the project located in a key watershed as identified in the FEMAT Report?
- Does the project provide short-term jobs for timber dependent communities and families?
- Does the project support subsequent long-term ecosystem restoration?





Watershed Restoration Success Stories

Blanketing the Slopes

A recent streamside restoration project on the Hood Canal Ranger District of the Olympic National Forest used coconut fiber "blankets" and willow "nails." To reduce sediment flow to local streams within the South Fork Skokomish watershed, two District crews worked on this upslope restoration projects for 4 months.

After heavy equipment removed unstable soil at the work site, the crews raked, dug trenches, seeded and fertilized the area to prepare it for the fiber blankets. Use of these blankets is a bioengineering technique that helps hold the soil in place while seeds and seedlings take root. The blankets biodegrade over time.

The crews on the Skokomish project drove live willow stems through the blankets to hold them in place. Later, native trees and shrubs were also planted through the matting. The crews also created log terraces and cribwalls to further reduce the amount of sediment entering the local streams.

The results of early monitoring show successful revegetation of these areas. In all, the project improved 15,000 acres in the Skokomish watershed, and reduced road maintenance costs in some areas by 15 percent.

Brown Creek Fish Habitat Restoration

Another project on the Olympic National Forest was designed to enhance existing habitat for steelhead and coho. Under the Brown Creek Fish Habitat Restoration Project, Forest Service employees installed an array of log structures, log jams, rock clusters and berms to create large pools and quality spawning habitat.

Suttle Lake Restoration

Suttle Lake on the Sisters Ranger District of the Deschutes National Forest is a popular spot for camping and fishing. Recently the District rehabilitated 8 acres of eroding lakeshore in two of the most popular campgrounds, thus creating additional fish habitat along the shore.

In partnership with the Central Oregon Intergovernmental Council (COIC), the District built structures using rocks and logs to improve fish habitat, constructed steps from the campground to the lakeshore, and stabilized the banks of the lake for shrubs to be planted in the spring of 1995.

All the material for the log structures came from hazard trees that were removed from the campgrounds. Limbs and bark from these hazard trees were chipped and used to harden



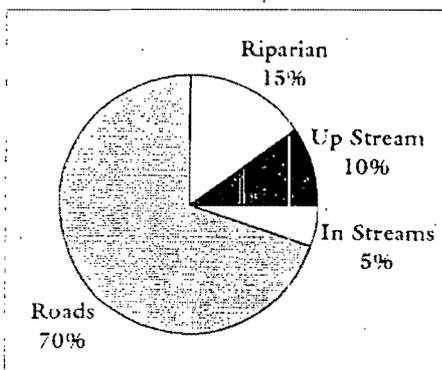
and delineate trails in and around the campground.

In all, the 8-week project employed 20 displaced timber workers, provided training for COIC workers, and strengthened the District's partnership program.

What's Ahead?

In fiscal year 1995, the watershed restoration program will:

- Ensure program success through comprehensive restoration project monitoring and evaluation.
- Identify additional watershed restoration projects as more watershed analyses are completed.
- Renew the contract waiver authority.
- Locate non-watershed restoration funds for project planning, consultation, and contract preparation and award.

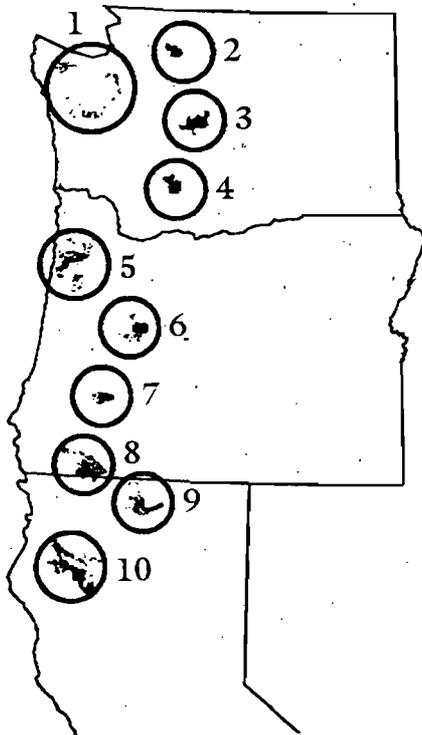


In the Forests • Adaptive Management Areas

"AMA'S are a wonderful way to experiment to see if you can obtain sustainable forestry and maintain a viable communities at the same time."

Merrilee Peay, Yellow Ribbon Coalition, Springfield, OR

10 Landscape Scale Experiments Lead us into the Future



Adaptive Management Areas

1. Olympic
2. Finney
3. Snoqualmie Pass
4. Cispus
5. North Coast Range
6. Central Cascades
7. Little River
8. Applegate
9. Goosenest
10. Hayfork

We have much to learn about ecosystems. What are the best conservation strategies for species, including humans? How do we continue to learn while providing habitat protection that considers the human and economic dimensions? To address these questions, the President's Forest Plan designated 10 Adaptive Management Areas (AMAs) for developing and testing new ideas.

In these AMAs, managers, scientists, and the public test technological and social approaches to ecosystem management. Resource managers and communities share their ingenuity and experience to explore new ways to manage the land. For example, one Adaptive Management Area is planting seedlings farther apart to mimic the natural effects of forest fires.

The lessons learned from this and numerous other experiments in these AMAs will help us better manage our forest ecosystems in the future.

In 1994, each Adaptive Management Area:

- Created strong partnerships with the public, states, and federal managers
- Focused efforts on biophysical and social inventories and monitoring
- Established priority-sensitive budgets
- Developed and filled Adaptive Management Area Coordinator and research positions
- Made substantial progress in AMA assessments

- Completed a variety of watershed restoration projects and analyses

Innovation and creativity drive the philosophy of AMAs. The following profiles of the Hayfork, Applegate, and Olympic Adaptive Management Areas describe some of the creative approaches and projects undertaken in 1994.

Hayfork AMA - Grassroots Action

A strong grassroots effort is underway in the Hayfork AMA. People are exploring opportunities, getting involved, and generating actions on the ground to achieve the objectives stated in the President's Plan.

Located in northern California, the Hayfork AMA is the largest (488,500 Acres) of the 10 identified in the President's Forest Plan.

Organizations like the Trinity and Humboldt Bioregion Groups recommend ways to promote forest health and stabilize local economies. The Forest Service evaluated their recommendation to shade fuel breaks, and chose to implement this idea as a pilot project.

The Hayfork Watershed Research and Technical Center has established a community-based Geographic Information System (GIS) to help the public get involved in AMA planning. The Center is retraining displaced timber workers in the technical and non-technical skills needed to implement ecosystem management.



Cooperative Learning on Olympic AMA

The hallmark of this AMA, which is located on the Olympic Peninsula in Washington, is the spirit of cooperation and the enthusiasm for learning. Primary emphases include integrating ecological and economic objectives, and developing and testing ways to increase biological diversity in managed stands.

The Habitat Development Study, which integrates efforts among researchers, the State of Washington, and National Forests, explores alternative approaches to managing 30 to 70 year-old forests to accelerate the development of late-successional forest characteristics. Agencies meet frequently to discuss ongoing research projects and priorities.

Additionally, a dynamic partnership between the Olympic AMA and the Olympic State Experimental Forest is flourishing, and public participation is on the rise.

Applegate AMA: A Self-Directed Community

The Applegate AMA is another success story. The community and public are working closely together to develop innovative management approaches.

A significant leader in this AMA is the Applegate Partnership, a group of local citizens actively interested and involved in management of the AMA. Interest outside this group is also on the rise.

The Applegate Adaptive Management Area is located in southwest Oregon and includes 277,500 acres of lands managed by the Bureau of Land Management and Forest Service. A team of line officers (three District Rangers and two Resource Area Managers from BLM) and an interagency liaison facilitate the management of the AMA.

Research and monitoring efforts are extensive and numerous on the Applegate AMA. Ongoing research involves the Pacific Northwest Research Station, Oregon State University, Southern Oregon College, and Lewis and Clark College. Topics include:

- Retrospective Old-Growth Study
- Thinning Study

- Soil Compaction Study
- Forest Health Assessment
- Social Research on the Applegate Partnership
- Consolidation of Resource Information (GIS)

A community assessment of this area, completed by the Rogue Institute of Ecology and Economy, provides AMA managers with key information about the community's makeup, values, needs, and desires, as well as options for effective interaction among communities.



In the Forests • Timber Sales

Towards a Sustainable Timber Harvest

"This is not about choosing between jobs and the environment," President Clinton said at the opening of the Forest Conference, "but about recognizing the importance of both, and recognizing that virtually everyone here and everyone in the region cares about both."

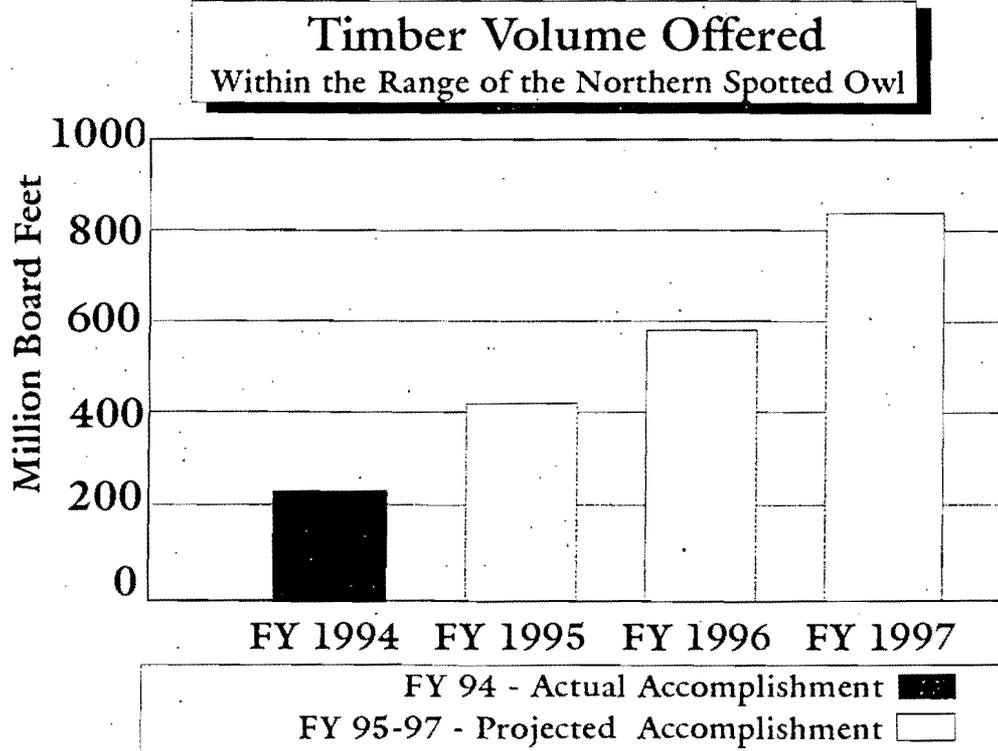
The President's Forest Plan calls for an environmentally sensitive timber sale program with a sustainable timber harvest level by fiscal year 1997. As such, 1994 was a year of transition: honoring the need to maintain a flow of timber while making changes to ensure successful implementation of the President's Forest Plan.

Accomplishments

Two critical events in 1994 allowed federal forest managers to resume offering new timber sales within the range of the northern spotted owl. The

Record of Decision adopting a comprehensive ecosystem management strategy was signed in April. Subsequently, Judge Dwyer lifted in June the injunction that had barred timber sales in northern spotted owl habitat.

Accomplishments in fiscal year 1994 are highlighted by the offering of new timber sales, totaling 233 million board feet, in accordance with the direction in the President's Forest Plan.





Other accomplishments include the evaluation of previously sold timber sales to ensure the protection of aquatic resources. A team of inter-agency scientists developed the evaluation criteria, and 217 previously sold timber sales were reviewed by Forest Service specialists.

Modifications were made to 38 sales as a result of this review. These modifications included changes in silviculture prescriptions, road designs, harvest methods, and stream crossings. All changes were designed to reduce the environmental impacts to riparian zones, streams and waterways. Timber sale purchasers worked cooperatively with the Forest Service to make these changes.



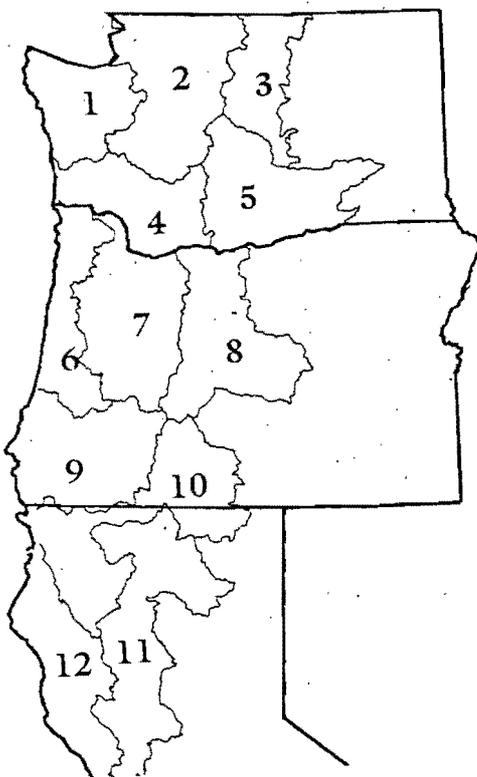
In the Agencies

"The best way to plan for the future of our forests and our state is for everyone to work together. We're doing that by bringing everyone to the table, communities, tribes, local, state, and federal governments, and by all of us working together we're increasing efficiency, maximizing resources, coordinating efforts, and eliminating duplication. It's simply the common sense way to go."

Michael Lowry, Governor of Washington

New Spirit of Cooperation

Provinces: The Common Denominator



Provinces - Primarily based on major river basins, 12 provinces have been delineated for use in implementing the President's Plan. These provinces include lands managed by the Forest Service and Bureau of Land Management within the defined boundaries.

1. Olympic Peninsula
2. Western Washington Cascades
3. Eastern Washington Cascades
4. Southwest Washington
5. Yakima
6. Oregon Coast
7. Willamette
8. Deschutes
9. Southwest Oregon
10. Klamath
11. Northwest Sacramento
12. California Coast

Because ecosystems boundaries are very different from administrative boundaries, successful ecosystem management requires interagency coordination which is a key component of the President's Forest Plan. This dynamic spirit of cooperation is setting the tone for forest management in the 21st century.

The significant accomplishments in this area in fiscal year 1994 include the establishment of cooperative leadership and operational groups (such as the interagency executive committees), the coordination of plans and strategies among agencies, and a renewed spirit of cooperation. Employees at all levels and all disciplines are exploring ways to improve our ability to manage ecosystems and deliver services.

One Public = One Product

The Regional Forester in Region 6, John Lowe, and the State Director of the Bureau of Land Management, Elaine Zielinski, have agreed on the consolidation of mapping services between the two agencies.

"The public shouldn't have to purchase two [BLM and Forest Service] recreation maps for one area. We must integrate our products to better respond to the needs of the public."

John Lowe

Interagency Coordination Accomplishments

Together, the agencies established:

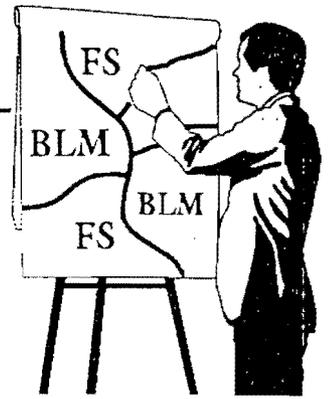
- The Regional Interagency Executive Committee
- 12 Provincial Interagency Committees
- Regional and State Community Economic Revitalization Teams (CERTs) for Washington, Oregon and California

Interagency efforts are also responsible for developing and implementing interagency strategies, such as:

- Ecosystem Restoration Strategy
- Watershed Analysis Strategy
- Adaptive Management Area Guidelines
- Budget and Budget Needs
- Information Management Strategy
- New Community Assistance Delivery Mechanisms
- Common Forest Service and BLM Implementation Direction

Additionally, Forest Service and BLM partnerships have been strengthened through:

- Shared Ecologist Positions
- Proposed Co-location of Offices
- Coordinated Joint Leadership Meeting
- Consolidated Survey and Mapping Programs



Interagency Center Part of Fundamental Change

The President's Forest Plan calls for rethinking how government agencies interact. A shared work environment that fosters collaboration and learning is central to the plan's vision.

A good example is the Interagency Watershed Analysis Center at the Humboldt Nursery in McKinleyville, California, where experts develop and test the process of watershed analysis on the California north coast.

Center activities and priorities are determined by an interagency board of directors representing the Bureau of Land Management, National Park Service, National Marine Fisheries Service, Environmental Protection Agency, and both Forest Service management and research.

The Center's objectives are to:

- Develop watershed analysis techniques in a collaborative agency environment
- Create a clearinghouse for watershed and ecology-based expertise

- Facilitate effective use of limited staffing and resources in the agencies
- Conduct efficient watershed analyses
- Share the art and science of watershed analysis with land managers

Forest Supervisor Wears Two Hats

The BLM's Lakeview District recently completed an interagency pilot project with the Fremont National Forest. Although not occurring within the range of the northern spotted owl, this experience highlights the benefits and possibilities of interagency cooperation and coordination.

For the duration of the pilot project, Fremont Forest Supervisor, Chuck Graham, was asked to temporarily fill the BLM District Manager vacancy while continuing his role as Forest Supervisor. By doing so, Graham led both agencies into a new era of interagency land management.

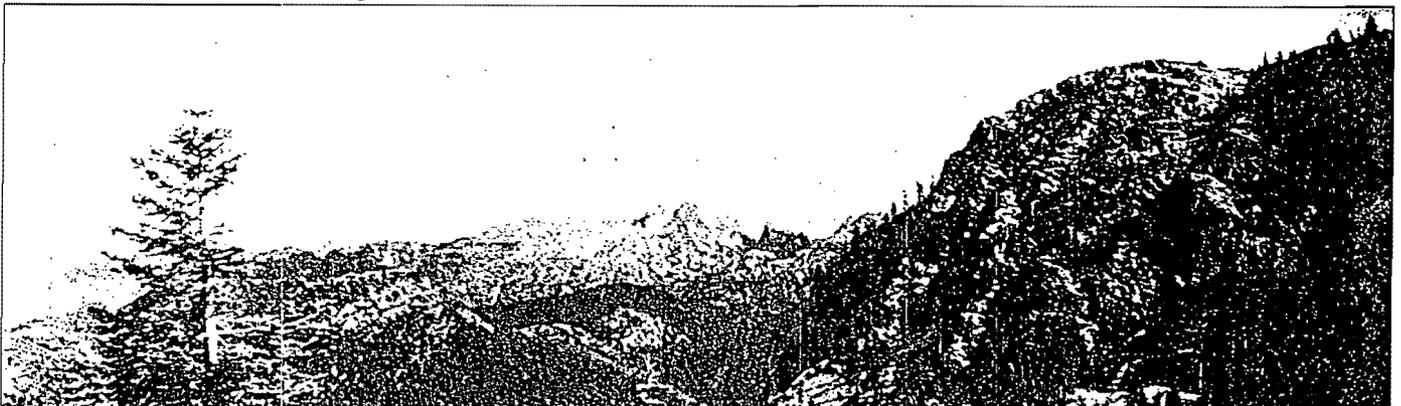
This pilot project serves as a model for determining the effectiveness of dual agency assignments, and demonstrates the opportunities and limita-

tions inherent in these kinds of positions.

"Many positive things have come from this experience," Graham said. "My shared leadership role has resulted in agencies learning from one another and providing better service to our customers." This pilot increased collaboration on recreation maps, watershed assessments, fire dispatching, county fair booths, land management planning, and co-location of offices at Silver Lake Ranger District.

As a result, BLM now has a working office on the Forest Service compound, nearly 100 miles from Lakeview. Future co-location of the Forest Supervisor's Office, the Lakeview District Office, and the U.S. Fish and Wildlife Service office is planned for Lakeview sometime in 1996. Notable benefits include cost savings from a shared reception area, copy room, and computer area; and easy access for the public.

"We'll continue to explore interagency opportunities in land management," said Graham, "by learning from and looking beyond this pilot project. This journey is just beginning for all of us."



In the Future

Quotes from Agency Leaders about

The Future of Land Management under the President's Forest Plan



"As we learn more about these ecosystems, we are hoping to find acceptable solutions to the complex and controversial natural resource issues we face today. To be successful, we will need many people from all points of the spectrum working together toward in a common future."

John Lowe, Regional Forester, Pacific Northwest Region, USDA Forest Service

"The President's Forest Plan will result in more certainty in resource production and forest condition along with increasing interagency coordination. My great hope is that we will move from an era of litigation into one of communication and partnership with the people of the Northwest."

Elaine Zielinski, Oregon/Washington State Director Bureau of Land Management



"We will act together with our Federal, State, Local and Tribal partners to conserve the northern spotted owl, marbled murrelet, salmon and other wildlife, while expediting timber sale reviews and restoring watersheds."

Michael Spear, Regional Director Pacific Region, US Fish and Wildlife Service

"We envision the Klamath National Forest as a place where ecosystem health and integrity is the ultimate measure against which we judge our proposed actions and gauge our success."

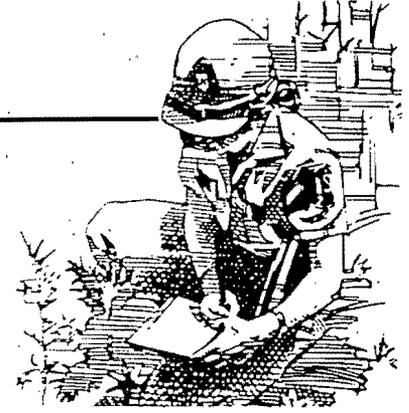
Barbara Holder, Forest Supervisor Klamath National Forest, USDA Forest Service



"The President's Forest Plan presents an outstanding opportunity to significantly expand research and management partnerships. We are in a position as an interagency team to ensure our policies and decisions include the best science available. Adaptive management is becoming a reality."

Charles Philpot, Station Director Pacific Northwest Research Station, USDA Forest Service

In Detail



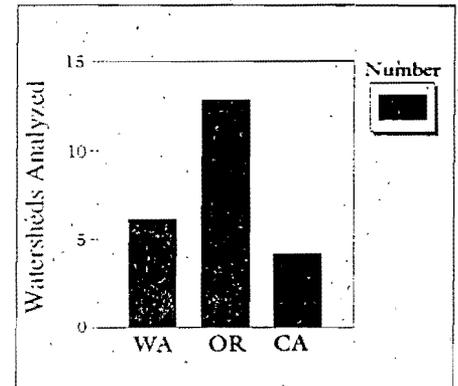
Watershed Analysis/Assessment

Watershed Analysis

The analysis process outlined in the interagency guide (8 steps) is required to evaluate and understand the processes and interactions occurring within a watershed.

= Number of watersheds completed.

	#
WA	6
OR	13
CA	4
Total	23

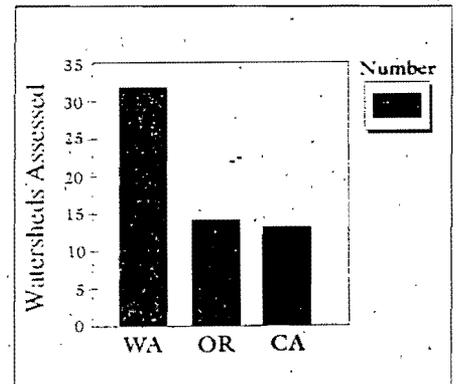


Watershed Assessment

This is a shortened version of the watershed analysis process (5 steps) used in fiscal year 1994 to identify and support watershed restoration projects and jobs in the woods.

= Number of watersheds completed.

	#
WA	32
OR	14
CA	13
Total	59



In Detail

Watershed Restoration

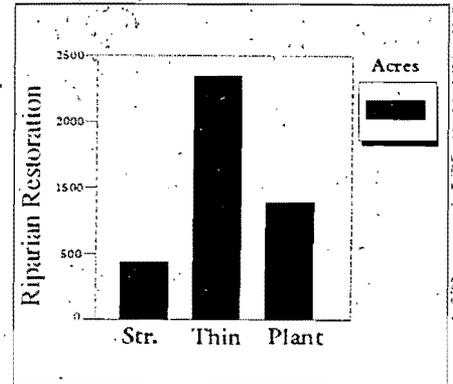
Riparian Restoration

These activities were designed to return riparian vegetation composition to its natural potential.

Structural (str) = Includes devices such as fencing and blockades to manage or divert access (measured in acres).

Non-Structural (non-str) = Includes either thinning stands (thin) to promote larger tree size, or planting (plant): (measured in acres).

	Acres	
	Str.	Non-Str
WA	216	535
OR	239	2590
CA	7	477
Total	462	3602



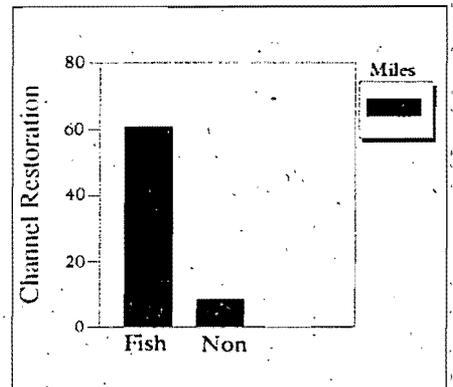
Stream Channel Restoration

These activities were designed to restore morphological functions that create desired aquatic habitat conditions. Examples include: improving habitat complexity with boulders, improving spawning habitat with gravel, and restoring rearing habitat with pool development.

Fish-Bearing Streams (Fish) = Restoration work completed on streams containing fish (measured in miles).

Non-Fish Bearing Streams (Non) = Restoration work completed on small streams (measured in miles).

	Miles	
	Fish	Non-fish
WA	18	6
OR	0	2
CA	43	0
Total	61	8



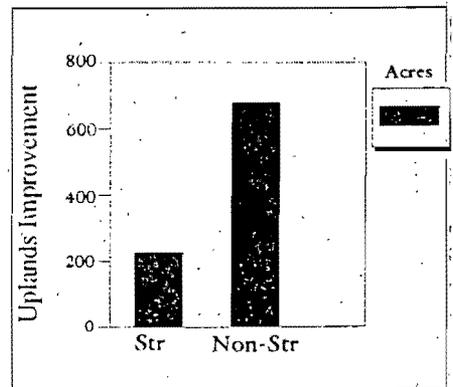
Uplands Improvement

This category includes activities implemented to improve biological function and facilitate the restoration of plant and animal communities, while complementing or having a neutral effect on hydrologic function.

Structural (Str) = Devices such as retaining walls to improve stability (measured in acres treated).

Non-Structural (Non-Str) = Silvicultural treatments such as planting, reforestation, and "feathering" edges (measured in acres treated).

	Acres	
	Str	Non-Str
WA	126	351
OR	61	304
CA	50	18
Total	237	673



Road Erosion and Sedimentation Management

These activities reduce risks of erosion and sedimentation associated with roads. Examples include: correcting stream diversion, ripping road surfaces, outsloping, waterbarring, stabilizing potentially unstable fills, and revegetating surfaces.

Drainage Improvement = Replacement or improvement of culverts to reduce risk of failure and/or to provide fish passage (measured in number of culverts replaced or improved).

Obliterated = Partial or full removal of the road structure (measured in miles of roads).

Closure = Gating or other means to restrict access (measured in miles of roads closed).

Anadromous Fish Habitat Improvement

This reflects the miles of anadromous fish habitat improved. It includes activities carried out in a stream channel, near channel, or surrounding area that provide both short- and long-term recovery of anadromous fish (measured in miles of stream improved).

Fish Stocks Benefited

This category summarizes the number of fish stocks benefited from restoration activities (measured in number of stocks benefited).

Jobs in the Woods

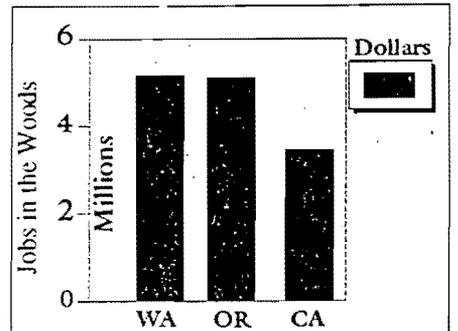
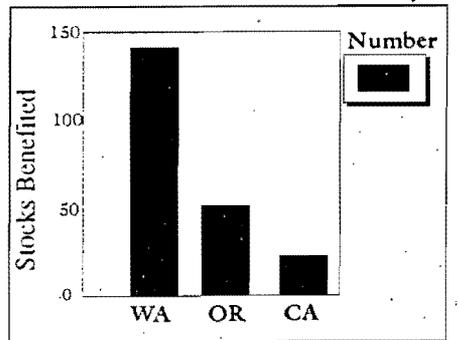
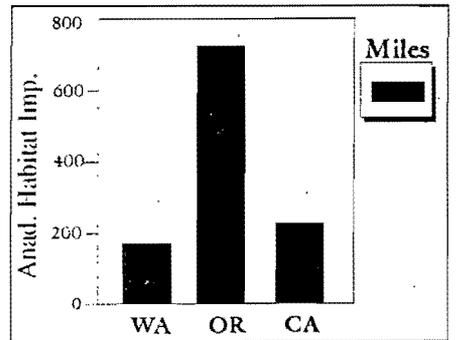
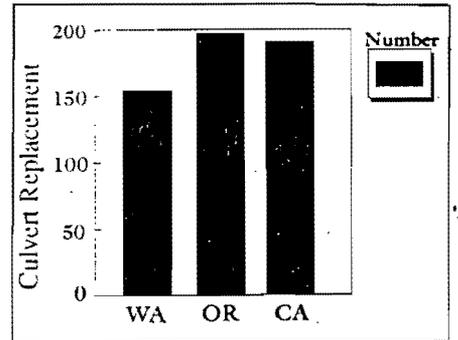
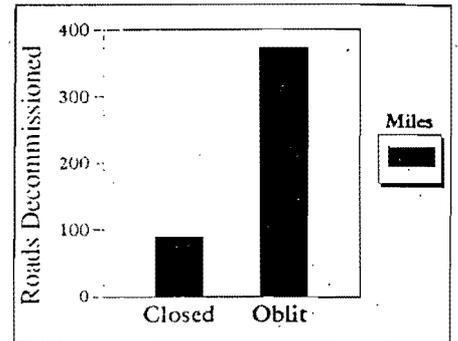
These were the dollars expended for watershed restoration projects through contracting in rural communities adversely impacted by declining timber harvest levels (measured in millions of dollars).

	Miles Decom.	No. Culverts
WA	175	155
OR	221	197
CA	66	191
Total	462	543

	Miles Imp.
WA	179
OR	759
CA	227
Total	1165

	No. Stocks Ben.
WA	141
OR	52
CA	21
Total	214

	\$'s (millions)
WA	5.2
OR	5.1
CA	3.7
Total	14.0



In Detail

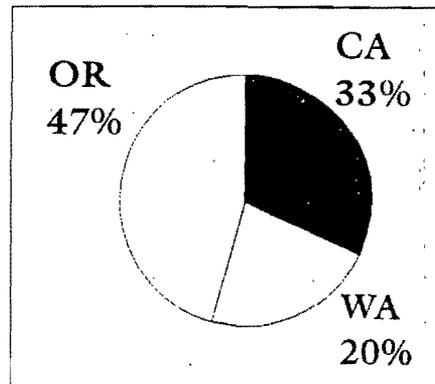
Timber Sales

Timber Volume Offered

This reflects the amount of timber offered for sale from lands managed by the Forest Service within the range of the northern spotted owl under the President's Forest Plan.

MMBF = Millions of board feet.

	Timber Offered MMBF
WA	46.0
OR	110.0
CA	77.4
Total	233.4



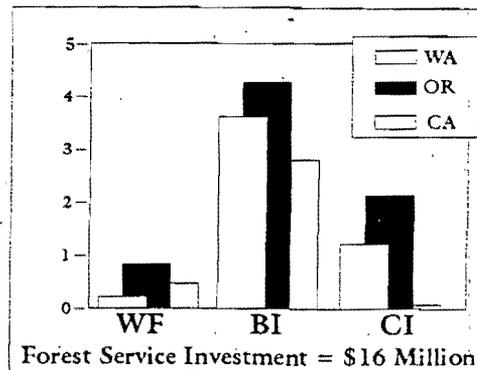
Rural Community Assistance

Rural Community Assistance

This includes financial assistance to help diversify the economies of communities adversely impacted by declining timber harvest levels (measured in millions of dollars).

Financial assistance was categorized into workers and families, business and industries, and communities and infrastructure.

	Rural Com. Assistance \$ Millions
WA	5.2
OR	7.2
CA	3.6
Total	16.0



WF= Workers & Families
 BI= Business & Industries
 CI= Communities & Infrastructure



For Additional Information

For more information about accomplishments in 1994, please contact one of the following offices.

USDA Forest Service
Pacific Northwest Region
Public Affairs Office
P.O. Box 3623
Portland, OR 97208-3623
(503) 326-2971

USDA Forest Service
Pacific Southwest Region
Public Affairs Office
630 Sansome Street
San Francisco, CA 94111
(415) 705-2874

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Presently, both Departments are developing strategies to address aggressive fuel management. These call for a targeted approach to removing excessive fuel through mechanical treatments and prescribed fire in order to protect communities at risk, help prevent insect and disease damage, and generally improve overall ecosystem health and sustainability. Obviously, large-scale improvements will take several years to occur against the backdrop of a century-long suppression policy. Nonetheless, this year's fire season is providing some evidence that the controlled reintroduction of fire is beginning to bear fruit.

An example involves a wildfire in South Dakota's Black Hills. The Jasper fire, more than 82,000 acres, is the largest fire in the history of the Black Hills. It has displayed the most severe fire behavior in the history of the area, burning 50,000 acres in only a few hours. During the course of a fierce crown -- fire run -- where flames roar through the forest through the tops of the trees -- the fire burned into a section of the Jewel Cave National Park where a prescribed fire had been conducted near the Park's visitor center and housing area. When it hit the prescribed burn area, the fire changed from a crown-fire to a ground-based fire where it could be effectively fought. Fire crews were able to remain in the area only because of the defensible space and barriers created. As a result, none of the Park's major structures burned.

As dramatic as this example is, an equally dramatic example illustrates the risks that are inherent in prescribed fires if they are not implemented in a careful and well-managed manner.

Specifically, the Cerro Grande fire near New Mexico's Los Alamos National Laboratory, which began as a prescribed fire in Bandelier National Park in New Mexico in May, is a terrible reminder of the costs if prescribed fires are not well-planned and executed. Nearly 300 homes were damaged or destroyed, 18,000 people were evacuated, and 48,000 acres were burned. The Administration fully supported a compensation program enacted by Congress for the victims of the fire. The Administration is also fully committed to implementing changes in prescribed fire policy and procedures as a result of investigations and reviews of the Cerro Grande fire.

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C. Local Community Coordination and Outreach

The Administration's wildland fire policy recognizes that effective fire management requires close coordination with local communities, particularly those communities that are in the wildland-urban interface. As the management of private lands has become a key factor in the fire-risk equation, the Departments have recognized the importance of providing outreach, education, and support for local communities who must play a primary role in reducing fire hazards in and near their communities.

As discussed above, the changing demographics are expanding the wildland-urban interface and creating new challenges for fighting wildland fires. Increasingly, many homes on private land in and around new communities are at risk. Indeed, the National Fire Protection Association (NFPA) estimates that wildfires destroyed more than 9,000 homes between 1985 and 1995. Officials further believe that the number of homes damaged by wildfires in the 1990s is six times that of the previous decade. More than 1,000 homes have been destroyed during this summer alone.

Safe and effective protection in these areas demands close coordination between local, State, Federal and Tribal firefighting resources. Typically, the primary burden for wildland-urban interface fire protection falls to property owners and State and local governments. Rural and volunteer fire departments provide the front line of defense, or initial attack, on up to 90 percent of these high-risk and costly fires. While they have a good record in rapidly suppressing traditional wildland fires, these local resources often struggle to effectively address the complex demands of fighting fire in the wildland-urban interface.

The Departments also have taken steps to assist communities in developing their own firefighting capabilities. The Forest Service's State and Volunteer Fire Assistance Programs, for example, provide technical and financial assistance to local firefighting resources to help promote effective and coordinated integrated fire management response. Through the Volunteer Fire Assistance Program, the Forest Service has been successful in providing firefighting equipment to rural fire departments and in training their firefighters to meet Federal interagency standards.

The Departments have made available the training facilities at the National Interagency Training Center in Boise, Idaho, to community-based firefighters. By way of example, the BLM Boise District in Idaho has trained more than 1,500 firefighters from 57 different fire departments from both urban (e.g. Boise) and rural areas within the last five years. Training opportunities recently have been extended to ranchers who are interested in fire proofing their properties and understanding basic fire suppression tactics. The Boise District also has formalized an agreement with Ada County, Idaho, to train and

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integrate county employees into certain firefighting operations and promote an effective and coordinated integrated fire management response.

The problem of fires in the wildland-urban interface is multifaceted and will not be solved overnight. Nevertheless, there are a number of short-term actions that the Federal government, in cooperation with State, tribal and local governments, can take to reduce the future risk to communities and resources.

A top priority for reducing risk is to reduce fuels in forests and rangelands adjacent to, and within communities. Particular emphasis should be placed on projects where fuel treatment can also be accomplished on adjoining State, private, or other nonfederal land so as to extend greater protection across the landscape. This provides protection from catastrophic fires that develop on public lands. This can be accomplished by making available adequate incentives and technical assistance to communities and private landowners to encourage the reduction of hazardous fuels around homeowner properties. These individual actions will not only provide greater personal protection but will also increase the safety and effectiveness of firefighting personnel. When done on a large scale, fuel reduction around individual homes can result in greater overall protection for an entire landscape or watershed.

The Departments have been implementing a number of programs to educate communities and homeowners in recently burned areas and high-risk urban-wildland interface areas about fire hazards. The Forest Service's Firewise program, for example, is a very successful program designed to educate rural homeowners about precautions they can take to make their homes more fire resistant and more easily defensible by local fire departments. Firewise specifically helps communities and homeowners recognize fire hazards, design Firewise homes and landscapes, and make wise planning, zoning, and building material choices. These efforts play an important role in reducing the loss of lives and property -- as well as tremendous government expense -- in the wildland-urban interface.

III. Consequences of the 2000 Wildfire Season

Economic Impacts

Although the data needed for a thorough assessment of economic impacts on areas affected by this year's wildfires are not yet available, preliminary reports indicate that the losses from the 2000 wildfires will be substantial and widespread. Montana Governor Racicot estimated that businesses were losing about \$3 million a day because of fire. Idaho Governor Kempthorne estimated losses in Idaho at \$54.1 million overall, of which \$15 million comes from about 500 small businesses. He estimated another \$12.5 million in agricultural losses and \$12 million in watershed restoration costs.

Economic impacts arise both directly from fire damage and indirectly from changes in local economic activity, such as a drop in tourism. Both direct and indirect effects of the wildfires have exacted a heavy economic toll on many local, often rural communities.

In Hamilton, Montana, the loss of more than 300,000 acres to fire prompted officials to close much of the public land essential to Montana's tourism economy. As a result, the Chamber of Commerce reports that seven chamber members alone had reported losses totaling \$500,000. A local fishing guide who relies on tourists told reporters that he had lost 76 percent of his normal business in one month alone.¹⁵

In Idaho, two ranchers lost more than 700 cattle during a 20,000-acre fire near Dietrich, with a value of at least half a million dollars. Insurance will cover about 25 percent for one of the ranchers. The other rancher had no insurance on his herds.¹⁶

President Clinton responded to requests from the Governors of Idaho and Montana and declared the two states as disaster areas, making them eligible for Federal relief. One-stop centers are being established so that citizens can obtain service and financial assistance from all relevant agencies.

Damage to Natural Resources

In addition to these types of direct, out-of-pocket impacts on citizens, it is likely that losses in resource values will total billions of dollars.

¹⁵ CNN News, September 3, 2000

¹⁶ *Idaho Statesman*, August 24, 2000

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The consequences of this year's wildfires on our country's natural resources are as vast as they are varied. The wildland fires of 2000 have burned both public and private lands over a broad spectrum of semi-arid rangeland and forested ecosystems, often encompassing entire watersheds critical to community water supplies. Compared to historic fire events, recent fires have burned with such intensity that the ecosystems of many of these extensively burned areas have been drastically changed. Without intervention, these burned lands will recover slowly and be susceptible to undesirable changes in vegetation composition. For example, plant species such as cheatgrass often become established in burned areas, creating additional fire risks and disrupting natural systems.

The immediate problems associated with the severity of fire will extend well into winter. With a lack of vegetation on hillsides, for example, the likelihood that rain and snowfall will create flooding and mudslides increases. In turn, the water quality of streams and rivers are damaged, which can kill native fish. Many wildlife populations also have been killed or disrupted.

Non-native invasive plant species -- weeds -- thrive on both public and private lands in the wake of wildland fires, presenting several problems. These opportunistic plants compete with and can overtake native plant communities. In addition, their proliferation provides powerful fuel for wildfires, increasing the likelihood of and severity of future wildfires. Cheatgrass, in particular, has spread throughout the West on degraded rangelands, increasing in density on burned areas. In the Great Basin ecosystem alone, one out of every three acres is either dominated or threatened by cheatgrass.

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Harvesting Burned Trees

The appropriate harvest of fire-damaged timber can provide a means of recovering some of the economic value of forest stands and improving landscape health, but it is not a panacea for reducing wildfire risk. Removal activities that do not comply with environmental requirements can add to the damage associated with fire-impacted landscapes.

The Departments will continue to consider the option of harvesting fire-damaged trees when appropriate, with priority placed on those areas where roads already exist and where risks to communities from future wildfire are greatest. However, as has been the Departments' practice, such timber sales should proceed only after all environmental laws and procedures are followed and the affected communities are afforded the opportunity to participate in the process.

In the past, some Congressionally mandated salvage logging resulted in the harvest of green, healthy trees in addition to dead and dying timber. Congressional direction contained in the 1995 Rescissions Act -- known as the "Salvage Rider" -- placed priority on salvage logging over environmental protection. This is not an acceptable approach to harvesting fire-damaged trees.

IV. Key Points and Recommendations

1. Continue to Make All Necessary Firefighting Resources Available.

As a first priority, the Departments will continue to provide all necessary resources to ensure that fire suppression efforts are at maximum efficiency in order to protect life and property. The United States' wildland firefighting organization is the finest in the world and deserves our strong support. To ensure continued readiness of the firefighting force, the Departments recommend providing additional resources for firefighting activities.

Wildland firefighting is a difficult and dangerous job, and it is essential that our firefighters continue to be well trained, with the appropriate equipment and resources they need to do their job. Safety of our firefighters and members of the public is, and always will be, the Administration's number one priority. We will continue to provide all necessary resources that our firefighting force need to continue the battle against this year's fires in as safe a manner as possible.

To fully fund the fire management preparedness programs, the Departments recommend additional resources in FY 2001 of about \$337 million, including \$204 million for the Forest Service and \$133 million for the Department of the Interior over the President's request. This continuing funding would provide the Departments' fire management organizations with the capability to prevent, detect, and take prompt, effective action to control wildfires. These funds also would support the personnel, equipment, and technology necessary to conduct proper planning, prevention, detection, information, education, and training.

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2. Restore Damaged Landscapes and Rebuild Communities.

After ensuring that suppression resources are sufficient, invest in the restoration of communities and landscapes impacted by the year 2000 fires. The Departments also recommend that investments in the treatment of landscapes through thinning and the restoration of fire be continued and expanded to help reduce the risk of catastrophic fires.

Providing Economic Assistance to Hard-Hit Communities

As discussed above, the year 2000 fires have hit many communities hard. Both the Federal Emergency Management Agency (FEMA) and the Small Business Administration (SBA) are responding to the immediate need for assistance. FEMA anticipates that more than 10,000 citizens from Idaho and Montana may qualify for disaster unemployment assistance, and it is anticipated that the SBA may offer more than \$50 million in small business loans to assist affected businessmen. The USDA's Forest Service and rural development program also are preparing to provide immediate economic assistance, using existing resources. In receiving grant or loan applications under these programs, the Department of Agriculture will fully consider the impact of the season's wildfires on communities seeking assistance, giving such communities a competitive advantage in the USDA grant-making and loan-making.

In addition to these short-term actions, the Departments recommend that stabilization and restoration investments be made in areas that have been damaged by fire and which are at risk of erosion, invasive species germination or water supply contamination. These investments should be made in a manner that provides maximum benefit to hard-hit communities with local contractors and the local workforce being utilized to maximum extent possible.

In a similar vein, the Departments also are recommending below that forest treatment activities be stepped up in intensity. These activities can be labor intensive and, once again, the Departments intend to involve local communities and the local workforce in implementing these activities.

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Key aspects of these programs are set forth below.

Burned Area Stabilization and Restoration

Stabilization

Stabilization activities include short-term actions to remove hazards and stabilize soils and slopes. Examples of specific actions or "treatments" might include the removal of hazards; seeding by helicopter, plane, or by hand; constructing dams or other structures to hold soil on the slope; placing bundles of straw on the ground, parallel to the slope to slow the movement of soil down hill; contour furrowing or trenching (ditches cut into the mountain or hillsides to catch soil moving down hill); correcting road drainage by realigning poorly designed roads and culvert replacement to manage water and soil movement after the fire; and temporarily fencing cattle and people out of burned areas.

Priorities for stabilization activities include protecting human life and property; protecting public health and safety; stabilizing municipal watersheds; stabilizing steep slopes and unstable terrain; protecting archeological resources; and replacing culverts.

Restoration

Restoration activities include longer-term actions to repair or improve lands that are unlikely to recover naturally from severe fire damage. Examples of specific actions or "treatments" might include planting or seeding native species; reforesting desired tree species; chemical or mechanical treatment to reduce competition; and other efforts to limit the spread of invasive species.

Priorities for restoration activities include preventing introduction of non-native invasive species; promoting restoration of ecosystem structure and composition; rehabilitating threatened and endangered species habitat; and improving water quality.

Because of the large amount of acreage affected by this year's fires, the Departments propose to develop a stabilization and restoration plan that is coordinated with all affected agencies, including appropriate state and local agencies.

Responsibility for implementation of individual projects lies at the field-level. Projects covering multiple jurisdictions will be planned and implemented on an interagency basis. The Departments recognize that the scope of this effort will require additional resources. Three specific aspects of the program may require special support:

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- (1) *Native plant/seed sources:* Availability of native seeds and plant materials is limited. Significant effort will be needed to encourage the production of seeds and plant materials by the private sector and develop agency seed storage capabilities to support restoration activities.
- (2) *Science and research:* Significant information collection, research, and data analysis is required to assess the effectiveness of restoration techniques and develop improved techniques. Current technologies and techniques are largely based on experiences from agricultural practices in the early part of the 20th Century. Special attention will be focused on techniques applicable to non-agricultural lands and to treatments using native seeds and plants.
- (3) *Capital equipment:* The current post-fire program relies on a limited amount of capital equipment (e.g., drill-seeders), much of which is not dedicated to this program. Additional equipment will be needed to support the expanded requirements, especially in the application of native seeds.

3. Investments in Projects to Reduce Fire Risk

As discussed above, the Departments have been implementing new approaches to address the long-term buildup of hazardous fuels in our forests and rangelands. The fires of 2000 have underscored the importance of pursuing an aggressive program to address the fuels problem with the help of local communities, particularly those in wildland-urban interface areas, where threats to lives and property are greater and the complexity and costs of treatments higher.

The Departments recommend continuing current fuel reduction strategies and seeking additional budgetary resources to treat additional acreage. The Departments are requesting \$257 million for fuels reduction activities in FY 2001, over the President's request including \$115 million for the Forest Service and \$142 million for the Department of the Interior. These funds will cover accelerated treatments, especially in the wildland-urban interface area and will work to support additional research and eradication of invasive species. Funding will be available to support Endangered Species Act consultation work by the U.S. Fish and Wildlife Service and the National Marine Fisheries Service.

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Implementation of Fuels Reduction Program

The most significant implementation challenge for the Departments is to substantially increase the number of acres of forestlands that receive fuels treatment. Both Departments are utilizing one aspect of fuels treatments, prescribed fires, increasingly. That program will continue to play a key role, although the lessons from the Cerro Grande fire demand that this strategy be implemented with great care. In that regard, the Departments will implement recommendations from the independent review of the Cerro Grande fire.

In addition to prescribed burns, the physical removal of undergrowth and other fuels needs to be stepped up in intensity in order to have a more significant impact on dangerous fuels buildup. Because of the importance of this activity, the Departments recommend that experienced personnel be dedicated full time to this activity, with direct chains of command to the Secretaries of Agriculture and the Interior. The Secretaries, in turn, should meet periodically to assess the progress of these efforts.

Markets for Removed Materials

Because much of the hazardous fuels in forests are excessive levels of forest-based biomass -- dead, diseased and down trees -- and small diameter trees, there are several benefits of finding economical uses for this material, including helping offset forest restoration cost; providing economic opportunities for rural, forest-dependent communities; reducing the risks from catastrophic wildfires; protecting watersheds; helping restore forest resiliency, and protecting the environment.

USDA Forest Service research teams are working to develop new uses for small trees and new ways to process them. A need exists to transfer and commercialize new technology as it comes on line and to develop and expand local markets for these products. Both Departments propose to partner with communities, universities, and businesses to conduct additional research on the stimulation of small diameter and other vegetative products industries.

Small diameter logs, for example, can be used for housing material such as trim, siding, and sub-flooring. Recent technology now makes it possible for wood composites - fibers, flakes and strands - from lower quality species of trees such as juniper, pinyon pine, and insect-killed white fir to be used successfully for particleboard and replacement filler for thermoplastic composites that make up a wide range of consumer products such as highway signs. Similar uses are being expanded for pulp chips. The woody residues that make up a forest's undergrowth has historically been burned or allowed to

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accumulate in huge piles on the forest floor. This material could potentially be economically used as compost and mulch material.

Research Needs

Given the severity of this year's fires and the additional fuels management and restoration activities recommended by this report, the Departments have a number of additional research needs. They recommend research on the relationship between invasive species and fires and the effectiveness of various treatment efforts. They also recommend research based on recent fire seasons regarding relationships between land management practices and the occurrence and intensity of fires.

Budget

The two Departments request additional resources of \$130 million in FY 2001 over the President's request to fully fund a burned area restoration program as described above, including \$45 million for the Forest Service and \$85 million for the Department of the Interior.

4. Work Directly with Local Communities.

Working with local communities is a critical element in restoring damaged landscapes and reducing fire hazards proximate to homes and communities. To accomplish this, the Departments recommend:

- a. Expanding the participation of local communities in efforts to reduce fire hazards and the use of local labor for fuels treatment and restoration work.**
- b. Improving local fire protection capabilities through financial and technical assistance to state, local, and volunteer firefighting efforts.**
- c. Assisting in the development of markets for traditionally underutilized small diameter wood as a value added outlet for removed fuels.**
- d. Encouraging a dialogue within and among communities regarding opportunities for reducing wildfire risk and expanding outreach and education to homeowners and communities about fire prevention through use of programs such as Firewise.**

EMBARGOED until 10:06 a.m., Saturday, September 9

As discussed above, the Departments have been working with communities on fire-related activities through a variety of programs. On the operational side, the National Interagency Fire Center provides training opportunities for local firefighters, and the Fire Center has developed cooperative arrangements with many local and state entities to facilitate coordinated firefighting efforts. The Departments also work with local communities to assist in fire protection activities through the Firewise program and other outreach efforts. In addition, the Departments currently work with local communities on fuels treatment and post-fire restoration projects.

Although Federal agencies are engaged in these activities on an on-going basis, the Departments recommend that a significant new initiative be undertaken to coordinate appropriate investments and outreach activities with affected communities. The proposed initiative would focus on three major arenas: (1) improving community-based firefighting capabilities and coordination with state and Federal firefighting efforts; (2) working closely with communities-at-risk in implementing post-fire restoration activities and fuels reduction activities; and (3) expanding joint education and outreach efforts regarding fire prevention and mitigation in the wildlife-urban interface.

Rural and volunteer fire departments provide the front line of defense, or initial attack, on up to 90 percent of the communities. Volunteer fire departments are the backbone of fire protection in America. County, State, and Federal agencies provide immediate backup to local fire departments when a wildland-urban interface fire gets out of control. Strong readiness capability at the state and local levels go hand-in-hand with optimal efficiency at the Federal level. The level of funding being proposed will provide a more optimum efficiency level for the states and local fire departments in the impacted areas.

Budget

To support this initiative for community involvement and participation, additional funding of \$88 million in FY 2001 is required. The USDA Forest Service proposes increases of \$53.8 million for state and volunteer fire assistance, as well as an additional \$12.5 million for economic action programs and \$12 million for forest health activity. The Department of the Interior proposes a new program to support rural fire districts, particularly those intermingled with Bureau of Land Management lands. Funding of \$10 million is proposed for FY 2001.

EMBARGOED until 10:06 a.m., Saturday, September 9

5. Be Accountable

A Cabinet-level management structure should be established to ensure that the actions recommended by the Departments receive the highest priority. The Secretaries of Agriculture and the Interior should co-chair this effort. Regional integrated management teams should be accountable for fuels treatment, restoration, and fire preparedness. Local teams, working closely with communities and other agency partners, would manage projects on the ground.

Wildland fires know no jurisdictional boundaries. It is for that reason that the five primary Federal agencies that have operational responsibility for preparing for, and responding to, wildfires, formed the National Interagency Fire Center. The Fire Center is a model of cross-agency cooperation and accountability, and it provides a key focal point for coordination with state and local firefighting efforts.

As with fighting fires, Federal, State and local governments will have to cooperate to restore damaged lands, invest in protecting affected communities, and reduce hazardous fuel loads.

A number of existing, regional integrated management teams are in place to assist in the setting of regional priorities for land restoration, fuels treatment, and community cooperation and outreach. The Departments recommend that these regional structures be utilized and/or retooled, as appropriate, to provide a focal point for these initiatives.

The Departments would also establish locally led teams with the Department of Commerce and other appropriate agencies. These integrated teams would identify specific land restoration, fuels treatment, and preparedness projects; coordinate environmental reviews and consultations; facilitate and encourage public participation; and monitor and evaluate project implementation.

Because of the critical importance of these matters, the Departments recommend Cabinet-level oversight of the implementation of these initiatives, co-chaired by the Secretaries of Agriculture and the Interior. Among other things, the new management team would be responsible for ensuring that appropriate performance objectives are established and met, ensuring that adequate financial and other resources are made available, establishing a system for identifying and addressing implementation issues promptly, and ensuring that the environmental reviews required by the National Environmental Policy Act, and all other environmental requirements, are undertaken and completed on a timely basis.

The Departments recommend that the Cabinet-level group assess the progress towards implementing these tasks, and provide periodic reports to the President.

Appendix: Funding Summary

Nearly \$1.6 billion in additional resources over the President's FY2001 Budget requests for the USDA Forest Service and the US Department of the Interior will be required in FY 2001 to meet the objectives of this report. This includes \$897 million more for the USDA Forest Service, and \$682 million more for the US Department of the Interior.

To continue the momentum gained by the additional FY 2001 resources, future funding for fiscal year 2002 and the out years will need to be maintained for these same program components. Tables 1 through 3 summarize these needs for FY2001, by totals and by each Department.

Table 1
FY 2001 Funding Summary, USDA Forest Service and the US Department of the Interior

USDA Forest Service and the US DOI	FY 2000 Final	FY 2001 President's Budget	FY 2001 Additional Needs	FY 2001 Total Needs	FY 2001 House Action	FY 2001 Senate Action
			...Dollars in thousands...			
Fire Preparedness	\$584,618	\$586,433	\$336,381	\$922,814	\$586,433	\$586,683
Fire Operations	323,995	331,136	677,711	1,008,847	320,107	579,394
Emergency Fire Contingency	290,000	150,000	476,000	626,000	200,000	150,000
State Fire Assistance	23,929	30,006	42,994	73,000	25,000	28,042
Volunteer Fire Assistance	3,240	2,510	10,790	13,300	5,000	5,000
Rural Fire Assistance	0	0	10,000	10,000	0	0
Forest Health Management	62,075	62,842	12,000	74,842	63,794	63,383
Economic Action Programs	20,198	17,267	12,500	29,767	14,246	23,486
TOTAL	\$1,308,055	\$1,180,194	\$1,578,376	\$2,758,570	\$1,214,580	\$1,435,988

Table 2.
FY 2001 Funding Summary, USDA Forest Service

USDA Forest Service	FY 2000 Final	FY 2001 President's Budget	FY 2001 Additional Needs	FY 2001 Total Needs	FY 2001 House Action	FY 2001 Senate Action
<i>...Dollars in thousands...</i>						
Fire Preparedness	\$408,768	\$404,343	\$203,547	\$607,890	\$404,343	\$404,593
Fire Operations	208,888	216,029	338,971	555,000	210,000	333,300
Emergency Fire Contingency	90,000	150,000	276,000	426,000	0	150,000
State Fire Assistance	23,929	30,006	42,994	73,000	25,000	28,042
Volunteer Fire Assistance	3,240	2,510	10,790	13,300	5,000	5,000
Rural Fire Assistance	0	0	0	0	0	0
Forest Health Management	62,075	62,842	12,000	74,842	63,794	63,383
Economic Action Programs	20,198	17,267	12,500	29,767	14,246	23,486
TOTAL	\$817,098	\$882,997	\$896,802	\$1,779,799	\$722,383	\$1,007,804

Table 3
FY 2001 Funding Summary, US Department of the Interior

US Department of the Interior	FY 2000 Final	FY 2001 President's Budget	FY 2001 Additional Needs	FY 2001 Total Needs	FY 2001 House Action	FY 2001 Senate Action
<i>...Dollars in thousands...</i>						
Fire Preparedness	\$175,850	\$182,090	\$132,834	\$314,924	\$182,090	\$182,090
Fire Operations	115,107	115,107	338,740	453,847	110,107	246,094
Emergency Fire Contingency	200,000	0	200,000	200,000	200,000	0
State Fire Assistance**	0	0	0	0	0	0
Volunteer Fire Assistance**	0	0	0	0	0	0
Rural Fire Assistance*	0	0	10,000	10,000	0	0
Forest Health Management**	0	0	0	0	0	0
Economic Action Programs**	0	0	0	0	0	0
TOTAL	\$490,957	\$297,197	\$681,574	\$978,771	\$492,197	\$428,184

*New program proposed in the Report to the President

** No DOI equivalent to these USDA Forest Service programs

The following briefly describes each program component, including total funding requirements for FY 2001 (President's request plus additional resources now being requested):

Fire Preparedness

Provides the fire management organization with the capability to prevent, detect, or take prompt, effective initial attack suppression action on wildfires. Preparedness activities include planning, prevention, detection, information and education, pre-incident training, equipment and supply purchase and replacement, and other preparedness activities.

Funding estimates are based on prediction models that determine a cost-effective level of preparedness for initial and extended attack.

- For the USDA Forest Service \$608 million for recurring readiness and program management costs, including fire science and research.
- For the US Department of the Interior \$315 million for recurring readiness and program management costs; one-time readiness and program management costs; fire science and research; and fire management facilities repair.

Fire Operations - Suppression

Provides costs directly associated with fire suppression activities (personnel costs, contracts, aviation, supplies, and so on)

- For the USDA Forest Service \$320 million.
- For US Department of the Interior \$153 million.

Fire Operations – Fuels Management

Use of prescribed fire, mechanical removal, and other techniques to remove/reduce hazardous levels of fuels in order to reduce risks to communities and to restore natural fire regimes to wildlands. Includes funding to support non-fire disciplines (biology, wildlife, hydrologists, etc.) necessary to conduct planning and assessment activities.

- For the USDA Forest Service \$190 million including \$20 million for research and \$11.5 million to support environmental clearances.
- For US Department of the Interior \$195 million, including at least \$20 million to support environmental clearances.

Fire Operations – Burned Area Rehabilitation

Provides for post-fire stabilization and restoration of burned lands. Short-term stabilization efforts remove hazards and address erosion, flooding, and mudslide problems. Longer-term rehabilitation are targeted on those portions of fires that burned severely, thus less likely to revegetate naturally. Special attention focused on lands subject to non-native, invasive species.

- For the USDA Forest Service \$45 million.
- For US Department of the Interior \$105 million.
- Both Departments will have flexibility to increase these levels if estimated needs in other fire-related activities are less than currently projected.

Emergency Fire Contingency

Provides additional emergency funds for Fire Suppression activities that are only released to the agency upon Presidential declaration that regular suppression funds are insufficient. These funds ensure that funding is always available to fight wildfires.

- For the USDA Forest Service \$426 million, of which \$276 is to repay the Knutsen-Vandenberg (K-V) Fund.
- For US Department of the Interior \$200 million, including estimated \$75 million to repay a September 2000 Section 102 transfer.

State and Volunteer Fire Assistance

State fire assistance in the USDA Forest Service provides technical training, financial

assistance, and equipment to States to ensure that Federal, State, and local agencies can deliver a uniform and coordinated suppression response to wildfire. Special emphasis will be placed on a Wildland-Urban Interface component.

- For the USDA Forest Service \$86 million including \$20 million for incentives for high priority forest management practices on their lands to reduce fire risk and fuel loads and \$4 million for high priority fire education and prevention programs in the wildland-urban interface.
- US Department of the Interior has no equivalent program; see Rural Fire Assistance program below.

Rural Fire Assistance

Rural fire district assistance in the Department of the Interior is a new program to provide technical and financial support to volunteer fire departments that protect communities with populations of less than 10,000. Emphasis is on areas intermingled with lands managed by the Interior Department (especially the Bureau of Land Management).

- USDA Forest Service has no equivalent program; see State and Volunteer Fire Assistance above.
- For US Department of the Interior \$10 million.

Forest Health Management

Provides forest health technical and financial assistance to all Federal agencies, Tribal governments, and States in carrying out a coordinated nationwide program of detecting, monitoring, evaluating, preventing and suppressing invasive forest insects and diseases.

- For the USDA Forest Service \$75 million, including funding for the management and control of invasive species as a result of the fires and are based on estimates of detection, evaluation, and high priority management and control treatments.
- US Department of the Interior has no equivalent program.

Economic Action Program

Provides technical and financial assistance to address the long-term health of rural areas, by helping communities develop opportunities and enterprises through diversified uses of forest resources.

- For the USDA Forest Service \$30 million, including funding for rural community assistance, forest products conservation and recycling, and market development and expansion.
- US Department of the Interior has no equivalent program.

Attachment A

Wildland Preparedness Funding History

Department of the Interior and USDA Forest Service

(BA in millions)

	FY 1999 Enacted	FY 2000 Enacted	FY 2001 Request
Department of the Interior	\$157	\$176	\$182
USDA Forest Service	<u>325</u>	<u>360</u>	<u>404 *</u>
Total	\$482	\$536	\$586

* BA reflects the revised USDA Forest Service budget structure in FY 2001

Attachment B

Acres Treated

Year	USDA Forest Service	Department of the Interior
	Acres in Thousands	
1993	385	368
1994	384	334
1995	570	348
1996	617	298
1997	1,097	503
1998	1,489	620
1999	1,412	765

Attachment B

Acres Treated

Year	USDA Forest Service	Department of the Interior
	Acres in Thousands	
1993	385	368
1994	384	334
1995	570	348
1996	617	298
1997	1,097	503
1998	1,489	620
1999	1,412	765



United States Office of Forestry and Economic Development

333 S.W. First Avenue, P.O. Box 3623, Portland, Oregon 97208-3623



The President's Forest Plan: Breaking Gridlock and Moving Forward



For years, an uncertain future loomed before the people and communities in Oregon, Washington and California as disagreements grew over the management of public forest lands, which created conflict, division, and ultimately gridlock.



To put an end to the gridlock and move the region forward, on April 2, 1993, President Bill Clinton convened the Forest Conference in Portland, Oregon. For the first time in history, environmentalists, timber companies, Native American tribes, and local, state and federal governments sat down together at one table and focused on the future of natural resources management.



From the Forest Conference came the President's Forest Plan, whose goals were clear:



- Support the region's communities during a period of economic transition
- Provide a sustainable timber economy
- Protect and enhance the environment
- Make federal agencies work together as one government



The President's Forest Plan was released only six months ago, yet it is already being successfully implemented on the ground, with many significant accomplishments:

To support the people and their communities through this period of transition, in 1994 more than \$126 million in grants and loans were awarded to more than 100 communities throughout the region creating opportunities for new jobs, job training programs, community infrastructure, small business assistance and other efforts.

To protect and enhance the environment, in 1994 more than 600 watershed restoration projects were completed or initiated, putting people to work repairing and enhancing streams, waterways and other restoration projects.

Years of gridlock were broken within two months after the President released his science-based forest plan, when federal courts lifted injunctions banning timber harvesting on some federal lands, which allowed timber sales in owl habitat to move forward for the first time in three years.

While there is still much to do in the years ahead, a solid foundation is now in place for complete and successful implementation of the President's Forest Plan.

The President's Forest Plan consists of three main components: *Economic Revitalization, Forest Management, and Interagency Cooperation*

The following pages outline in more detail the Forest Plan's goals, implementation, and highlight some of the many other accomplishments to date.

Forest Management

The goal: Create a science-based natural resources management plan that both protects the environment and provides for a sustainable timber harvest.

Recognizing forests are a complex network of biological systems, the Forest Plan calls for innovative **ecosystem management** planning. To plan for the future of these ecosystems, Washington, Oregon and California are broken into 12 provinces that share common aquatic and terrestrial characteristics, with watersheds serving as the basis for the planning areas to help assure clean water for people and healthy habitat for fish and wildlife.

When the President's science-based Forest Plan was released on April 13, 1994, within two months **federal courts lifted injunctions banning timber harvesting on public lands, allowing timber sales in owl habitat to move forward for the first time in three years.** To protect the environment around riparian areas and aquatic habitat, timber sales are designed to limit impacts on streams in the region. While it will take a few years to reach the forest plan's target level, **timber sales** are expected to be about 1.1 billion board feet per year.

In fiscal year 1994, the following was also accomplished:

- * *252 million board feet of timber was sold from public lands within the range of the northern spotted owl*
- * *An additional 257 million board feet was sold from public lands outside the range of the northern spotted owl*
- * *1.38 billion board feet was actually harvested: 1.005 billion board feet within the range of the northern spotted owl/376 million outside of the range of the northern spotted owl*
- * *Initiated scientific review of proposed management actions in late-successional reserves and allowed ecologically sensitive activities to move forward.*

An **Aquatic Conservation Strategy** is aimed at restoring and maintaining the ecological health of watersheds. The strategy provides direction for watershed analysis, restoration and monitoring for the region.

Among the accomplishments in 1994 to implement the Aquatic Conservation Strategy:

- * *Completed or initiated 614 watershed restoration projects, which are restoring streams and putting people to work.* For example, two teams of displaced timber workers in the Olympic and Willamette National Forests earned family wages while being trained for and implementing watershed restoration projects. This type of successful program will be applied in other forests throughout the region in 1995.
- * *Completed analysis of 34 watersheds*
- * *Analysis of an additional 40 watersheds underway*
- * *Completed a uniform guidebook for watershed analysis*

Forest Management continued

The Forest Plan also develops creative new management techniques such as *Habitat Conservation Plans, which allow landowners to move forward with their economic goals while still conserving forests and waterways for habitat preservation.*

Currently, negotiations are underway with 25 landowners on Habitat Conservation Plans which would cover nearly 3.7 million acres in Oregon, Washington, and California.

A framework was developed for regional research, scientific oversight, and monitoring plans to ensure that the implementation of projects will be monitored now and in the future, and that up-to-date scientific information on ecosystem management will be shared between all participating groups.

The Forest Plan recognizes six different types of *federal land allocations* to preserve old growth forests, protect the environment, and allow for timber harvest of trees less than 80 years old, or salvaging activities that help promote characteristics of ancient forests:

Riparian Reserves: 2.2 million acres along streams and wetlands to protect and enhance clean water and to create habitat.

Adaptive Management Areas: 1.5 million acres consisting of ten areas intended for innovative forest management. They are located near forest-dependent communities.

Matrix Lands: Includes 4.9 million acres outside of reserves and withdrawn areas which are available for timber harvest.

Congressionally Withdrawn Areas: 7 million acres of National Parks, wilderness areas, national monuments and other federal lands where timber harvest is prohibited.

Late-successional reserves: 7.1 million acres of federal lands where old-growth or late successional cutting is prohibited.

Administratively Withdrawn Areas: 1.7 million acres of federal land to be used for various uses such as experimental forestry, research, recreation, and scenic areas.

The plan also establishes ten *Adaptive Management Areas (AMA)* within the forest plan region. These AMA's will become living laboratories where experimenting with innovative, environmentally sensitive forest management techniques will be encouraged and developed.

The AMA's will also allow the opportunity for people to play an important new role in helping determine for the future of their local forests, by working with their local federal agencies at the grass-roots level developing new experimental forestry techniques and plans for their AMA. Federal guidelines establishing this process were put together in the fall of 1994, and the AMA's are now getting their public participation processes underway.

Interagency Coordination

The third part of the President's Forest Plan is aimed at making federal agencies work as one government. Instead of creating more bureaucracy, the President directed existing federal agencies involved with the forest plan to work together in creative new interagency groups.

In an unprecedented effort by the federal government, the interagency groups have brought the federal agencies who are developing, monitoring, and overseeing the forest plan to the table, where they are effectively working together to implement the forest plan. Agencies are now working as one government and saving money by jointly coordinating efforts, improving communication, sharing information, and eliminating duplication.

With the President continuing with his commitment to downsize federal government, each agency involved with the forest plan redirected their priorities and dedicated time, staff and resources to the interagency groups to make the forest plan work.

The *Interagency Steering Committee* (ISC) establishes overall policies for the forest plan. The committee is chaired by the White House Office of Environmental Policy and its members include the Cabinet-level offices of the Secretary of the Interior, Secretary of Agriculture, Administrator of the Environmental Protection Agency, and the Secretary of Commerce.

The *Regional Interagency Executive Committee* (RIEC) serves as the senior regional body implementing the forest plan, coordinating and communicating policies with agencies in the forest plan area. Members of the committee include the Pacific Northwest and California directors of the Bureau of Land Management, Forest Service, Fish and Wildlife Service, National Marine Fisheries Service, Bureau of Indian Affairs, the Environmental Protection Agency, and the National Parks Service. Advising the RIEC is the *Regional Intergovernmental Advisory Committee* (RIAC), which ensures key participation from the state and tribes within the region.

The *Regional Ecosystem Office* (REO) provides independent recommendations and scientific, technical and other staff support to the RIEC to help implement the forest plan. Staff of the REO are on loan from federal agencies involved with the forest plan.

Each of the 12 provinces has a *Provincial Interagency Executive Committee* (PIEC), made up of federal agency directors who oversee the implementation of the Forest Plan within their province. A major component of the PIEC are the *Advisory Committees*, made up of community, business, environmental groups, Native American tribes, and federal, state, and county officials who directly advise the PIEC. The PIEC Advisory Committees are the grass-roots contact for involvement in the Forest Plan process.

Assisting the Economic Adjustment Initiative are the *Multi-Agency Command* (MAC) and the *Regional and State Community Economic Revitalization Teams* (RCERT and CERT). The MAC members include the sub-Cabinet-level offices of the Secretary of Commerce, Secretary of Labor, Secretary of the Interior, Secretary of Agriculture, Secretary of Housing and Urban Development, Secretary of Transportation, Small Business Administration, and other federal officials. RCERT and state CERT members include representatives from California, Oregon, Washington, Native American tribal organizations, and federal agencies

PROPOSED FORESTRY BENCHMARKS

V. Priorities and Benchmarks for FY 1995

Background:

The Conference Report of the FY 1995 Department of Interior and Related Agencies bill states that the director of the US Office of Forestry and Economic Development

"...shall report to the President and Congress no later than December 31, 1995 on Federal agencies' progress on forest management, economic assistance, and interagency coordination at both regional and national levels, with special attention being given to watershed analysis and restoration."

In fulfilling this direction OFED would like the ISC and RIEC to agree on benchmarks for measurement and analysis so that the agencies in both Washington, D.C. and the region will be working toward the same goals.

The RIEC has already established their 1995 priorities. The attached outline of the RIEC's priorities, and REO actions in support of these priorities, provides a good summary of the agreements.

While the RIEC/REO priorities are tied to specific actions, the ISC has focused on broader policy priorities that are measurable and tied to key issues in the Plan as outlined in section one of this document. OFED suggests that the ISC continue to focus on these broader issues in 1995.

Listed below are the key areas where we, collectively, need to show results in 1995, along with some of the questions that remain to be worked out. With your modifications and approval, we will go back to the agencies and jointly develop a plan to meet and measure these goals for the next ISC meeting which we propose should take place in the middle of January 1995.

Proposed 1995 Benchmarks:

Natural Resource Management

1. Watershed Analysis: Need understanding that these analyses are issue driven and are tied to nearly every action on the ground. Prepare them for necessary work to get short-term projects completed and update as other projects come along. Comply with the pilot guide for 1994-1996, but be realistic about the iterative nature of these analyses. Issues are not the same throughout the region, for example, timber sales are not the only driving force, some forests may be driven by hydropower relicensing or watershed restoration.

Agencies need to coordinate with State efforts and get agreement on scope and nature of the analyses. Currently there some differences of opinion among and between land management and regulatory agencies on level of detail that is needed for completing watershed analysis requirements. This is due in part to their different legislative mandates and objectives. We

need an explicit understanding as to how much NEPA, Clean Water Act, and Endangered Species Act benefits we are seeking from the watershed analysis process. As the forests/districts become more adept at preparing analyses, the time and cost of preparation should go down. Some forests estimate that once their GIS programs are up and running, they can do an analysis in 2-3 months.

Suggested Benchmark: Set regional goal for number of analyses to accomplish. State in terms of a range or a percent of land base, rather than a "hard target". Resolve differences between federal agencies on scope and method of analyses as we jointly develop the interagency guide. Develop strategies for reducing costs and time of preparation.

2. Watershed Restoration: Need to recognize the link between watershed restoration and jobs-in-the-woods. Money is given to resource managers to accomplish watershed restoration. Resource managers are adept at designing restoration projects, but not as experienced in making those projects fulfill Jobs-in-the-Woods goals. We succeeded in spending the appropriated funds in 1994, but how many workers were employed, how long was the job duration, at what pay scale, and what skills were developed by the workers? How can we improve for 95? Must strengthen the link between the two programs and show field managers how to make gains here. Need to spread contract operations out over the year, if possible.

Suggested Benchmark: Expand the Jobs-in-the-Woods/Displaced Worker Training program modelled on the Sweet Home Ranger District and the Olympic National Forest to 9 other locations/units. Spread projects over a 6 month period, at a minimum, more if possible. Strengthen tie to the State Community Economic Revitalization Teams.

3. Timber Sales: Timber sale "target" numbers do not reflect the amount of work that must take place up front. Before the planner begins, a watershed analysis, survey and manage species information, and sometimes a Late Successional Reserve assessment must be completed. This is in addition to any NEPA analysis, Section 7 or adaptive management area consultations and project design.

The timeliness in producing a timber sale program is especially acute in the next 2 to 4 years as the initial assessments are completed.

Suggested Benchmark: Build planning steps into the target assignment. Adjust target for reductions in Forest Service R-5 and BLM land management plans. Forest Service in R-6 should reevaluate the effects of the ROD on the PSQ in their land management plans. Set timber sale target levels for 1995-1997. Forest Service Chief has testified to Congress that the projected sale level for 1995 for R-6 and R-5 in the owl range will be from 400-470 mmbf.

4. Monitoring: This is a critical measure of success and will also allow us to make changes to the standards and guidelines as we learn more about the effects of plan implementation.

Monitoring GIS is also essential as a measure of the effectiveness of our forest management in meeting the objectives of the Forest Plan. Implementation monitoring will be in place soon. Other pieces will be completed in 95 and 96. Need to emphasize importance of monitoring to field level, and the linkage to future management decisions, as well as the courts. Monitoring must not be put to the side as we prioritize budgets to meet other benchmarks.

Suggested Benchmark: Field level should be implementing the Implementation Monitoring Plan. Initiate construction of an interagency data base for sharing monitoring data and as a process for improving procedures.

5. Adaptive Management Areas: Efforts in adaptive management areas were affected by FACA concerns and the focus of available resources on other priority areas. Many view these areas as "matrix". Therefore, to what extent do we want to continue making this a priority for 95? In what manner? Possible measures include the number/kind of new, creative projects proposed; partnerships established or formalized; amount/type of active participation by public, research scientists, and agencies; AMA plans prepared or decisions on whether/when a plan will be prepared

Suggested Benchmark: Plans prepared where determined necessary, innovative or experimental projects initiated or completed, public partnership strategy in place.

6. Habitat Conservation Plans: The Northwest Forest Habitat Conservation Plan Program in Olympia is a new program established in 1994. Measuring the success of the program will be problematic in part because of novelty of the program, but also because of the tremendous variability among the various HCPs currently underway. These range from small, straightforward plans to complex plans of over a million acres; involvement of Fish and Wildlife Service staff varies respectively. Measuring success is probably best accomplished by examining several factors.

Suggested Benchmark: Total number of HCPs being processed: At the inception of the HCP program, endangered species staff in Oregon and Washington were actively working on no more than three to five HCPs. Staff is now working on nearly 20 HCPs in these two states and another four are in progress in California.

Total number of HCPs finalized: To date one HCP has been completed in Washington and one in California. The potential exists for completing up to ten plans in 1995.

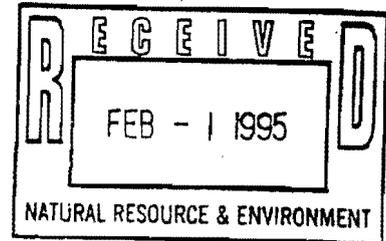
Customer satisfaction: One of the distinct goals of the HCP office is to deal with the frustration that many timber owners feel under the current regulatory structure. If this perception/attitude changes under the new program, one of the Fish and Wildlife Service's major objectives will have been fulfilled.



EXECUTIVE OFFICE OF THE PRESIDENT
COUNCIL ON ENVIRONMENTAL QUALITY
WASHINGTON, D.C. 20503

Kathleen A. McGinty
Chair

January 27, 1995



MEMORANDUM TO DISTRIBUTION

FROM: KATHLEEN MCGINTY

RE: IMPLEMENTATION OF THE PRESIDENT'S FOREST PLAN

Good Work

It has been nearly 19 months since the President held the Forest Conference in the Pacific Northwest. As a result of the Administration's efforts, we now have a Forest Plan that protects our forests, provides assistance to those who are affected by the difficult transition, and requires agencies to work together as they never have before.

I am pleased to report that under your leadership, our Federal agencies have indeed moved forward in meeting the President's commitments while facing some very difficult circumstances. Most importantly, just before Christmas Judge Dwyer ruled to uphold the Plan. I congratulate you for this and other efforts to make this work for the people of the Pacific Northwest. A summary of our accomplishments is attached for your perusal. The hard work of your employees is greatly appreciated and they should be recognized for their fine efforts. The fact is, we are clearly moving forward.

New ISC Procedure

The coming year will be important in that it will be the first in 3 years in which the Federal agencies' activities will not be hampered by the courts. Therefore, we must concentrate our efforts on effective implementation. In so doing, I would like for you, where appropriate, to select and/or delegate your role on the Interagency Steering Committee (ISC) to agency heads so that we can have an ISC that meets quarterly and actually coordinates the work in the region. I understand that in some cases this will not result in a change, but the ISC responsibility should be made clear. I will continue to chair the ISC. Don't hesitate to call if this creates any problems.

Feedback is needed immediately on 1995 Benchmarks

Per the FY95 Interior Appropriations Report, the Office of Forestry and Economic Development (OF&ED) must develop benchmarks for both the economic and forestry aspects of Plan implementation for FY 95 and then report back to the President and Congress by December 31, 1995, on agencies' success in meeting those benchmarks. The report will also

Economic Revitalization

The Economic Adjustment Initiative is the first part of the President's Forest Plan, aimed at providing immediate and long-term relief for people, businesses and communities affected by changes in forest management practices.

The people attending the Forest Conference clearly stated they wanted the opportunity to determine their own economic futures, but in order to do it effectively government red tape had to be cut, and financial and technical assistance had to be delivered where and when it was needed.

To accomplish those goals, ideas from people and communities are gathered and considered by one-stop centers for all types of financial assistance called the **Community Economic Revitalization Team (CERT)**. Each state has one CERT whose membership is individually tailored to deal with the needs of workers, families, businesses and communities in their state.

To eliminate red tape, the CERTs are working to streamline government and overcome bureaucratic barriers. *By the end of fiscal year 1994, 25 barriers of red tape had been removed.*

In FY 1994, more than \$126 million in grants and loans were awarded for more than 160 projects in over 100 communities throughout the region to help with job training, small business assistance, community infrastructure and many other efforts.

While the list of projects and communities is extensive, the economic assistance projects can be placed into four main targeted areas:

Assistance to Workers and Families

Example: \$6.6 million to Oregon and \$1.8 million to Washington to retrain more than 1,750 dislocated workers

Assistance to Business and Industry

Example: \$33 million in grants to stimulate business growth and economic development projects in rural communities in Oregon, Washington and California

Assistance to Communities

Example: More than \$45 million in grants and loans to help rural communities in Oregon, Washington, and California plan and build water and waste treatment facilities and other improvements to community facilities and infrastructure

Ecosystem Investment

Example: \$27 million to fund more than 400 watershed restoration projects in Oregon, Washington and California, restoring the environment and providing jobs

The President's Forest Plan hopes to distribute more than \$900 million to the region over the remaining four years of the Economic Adjustment Initiative. While more than \$248 million in grants and loans were available from a variety of federal programs and agencies in 1994, the overwhelming majority of the money spent was in the form of grants, and the remaining unspent funds were due to a lack of demand for the loans and loan guarantees.

include recommendations for improvements that we may make to meet the President's commitments.

Good work has already begun in establishing these benchmarks. Attached are copies of the proposed forestry and economic benchmarks paper. Please have the benchmarks appropriately reviewed immediately and return to OF&ED with your agencies comments by February 15th. The Departments of Labor and HUD and the Small Business Administration are not involved with the forest component so there is no need for them to review the forest benchmarks paper. The final forest and economic benchmark papers should be agreed to at the first quarterly meeting of the ISC on March 8, 1995. Details on the meeting are forthcoming.

I expect OF&ED to report back to me by February 10th with both a final roster of ISC delegates and a list of benchmarks under which we may measure agencies' success in Plan implementation. Again, thank you all for your fine efforts.

Enclosures: Accomplishments Summary
Proposed Forestry & Economic Benchmarks

DISTRIBUTION: Secretary Babbitt
Secretary Brown
Secretary Cisneros
Acting Secretary Rominger
Secretary Reich
Administrator Browner
Administrator Lader
Alice Rivlin

CC: Interagency Steering Committee
Multi-Agency Command
Regional Community Revitalization Team
Regional Intergovernmental Executive Committee

Interagency Coordination:

Regional/national levels need to communicate strong commitment to the plan and model interagency coordination for field levels. The agencies have good horizontal integration, but not vertical integration. For example, the RIEC is operating very well, but that cooperation does not necessarily transfer to the field.

Need specific direction to Washington D.C. national offices and the field on interagency coordination, budget preparation, and implementation. The Regional level is making great progress on implementation direction, but national level and national to field level coordination could be improved.

Need to reduce regulatory/management agency tension regarding watershed analysis and restoration. Need to comply with FACA and get RIEC and PIEC advisory committees up and running. Need to continue to speak as one government and must reach out to States, Tribes and Counties. Need to strengthen the link between economic and forestry components of the Plan.

Suggested Benchmark: Establish interagency staff group at the national level that will help the region accomplish goals and breakdown barriers, rather than act as an oversight group.

Issue budget direction from each agency/department that directs the region to work together in preparing budgets. Intergovernmental Advisory Committees and Provincial Advisory Committee's are up and running. Economic and forestry sides of the plan are coordinating on a regular basis at regional and field level.

Barriers:

In addition to the obvious challenges all the agencies face in defining and implementing ecosystem management, there are process, funding and structural barriers to accomplishing the above goals. The ISC should focus on breaking down these barriers to extent they can given current funding realities.

1. "Bureaucracy": Unnecessary or outdated processes still exist. We need to identify where these exist and work on an interagency basis to get rid of them. A survey of the field offices would likely result in a list of processes that are simply a matter of agency policy or culture (rather than law or regulation) and could be changed or eliminated.
2. Funding and FTEs: Realizing that the administration and Congress will continue to reduce budgets and FTEs, we must also recognize that the agencies have budget and especially FTE problems. For example, the following is a summary of Forest Service (Region 6) funding and FTE reductions from FY 90-94.

<u>Unit</u>	<u>FY 90 (M\$)</u>	<u>FY 94 (M\$)</u>	<u>%</u>	<u>FY 90 FTE's</u>	<u>FY 94 FTE's</u>	<u>%</u>
R6 Total	\$644,177	\$563,690	-13%	10,365	7,718	-26%
WIL NF	\$ 59,447	\$ 33,507	-44%	995	550	-45%
Olympic NF	\$ 22,170	\$ 17,124	-23%	395	228	-42%

The FTE figures include full-time, part-time and temporary employees.

Given the critical need to show significant results in FY 95, we will need support from the ISC to reduce restrictions on FTEs if at all possible and shift budget priorities where needed.

3. Structure: We need to discuss the make-up of the ISC for FY 95 and beyond to assure that the right representatives are at the table and that they meet on at least a quarterly basis. An interagency staff group should be established in Washington, D.C. that will assist the region in breaking down barriers to plan implementation. This group should serve as facilitators rather than giving direction and oversight.

PROPOSED ECONOMIC BENCHMARKS

REVISITING/EVALUATING PRIORITY ROLES STRATEGIES OF THE RCERT FOR FISCAL YEAR 1995

Revised November 4, 1994

Purpose of the Document

This document is a proposed addition to the Implementation Plan dated December 10, 1993. Its purpose is to provide the RCERT areas of priorities in which to concentrate efforts for FY 1995. This document combined with the Implementation Plan sets forth actions to maximize the capacity of timber area workers, families, businesses, tribes, and communities in the Pacific Northwest to regain and improve their economic and social well being.

Proposed Areas of Emphasis

1. Tracking:
 - Equitable Distribution of Funds
 - Jobs/Other
 - Ecosystem
2. Relationship to the MAC
3. Improving the delivery system/Process improvements strategy
4. Public Affairs/Outreach
5. Integrating with Biological side of the President's Forest Plan

Please find attached the recommended strategies and assignments designed to build on the success of RCERT operations in the top five priority role areas.

1. TRACKING STRATEGIES

A. DISTRIBUTION OF FUNDS TRACKING STRATEGY

Need to tailor funds tracking systems to meet the needs of our individual priority customers. This most likely will result in the need to create/provide slightly different reports for each customer type (However, a single uniform report would improve efficiency in data collection and reporting).

Priority Customers include:

OMB, MAC, RCERT, SCERT, Public

Recommendation: Laura McFarland's replacement will work with each group and present final formats to the RCERT by the first meeting in 1995.

B. TRACKING JOBS – (Wages, # of dislocated timber workers hired, communities served).

To effectively accomplish our goals of reporting to the MAC, public, not to mention Congress and the PRESS, there needs to be a region wide system to track jobs wages, # of dislocated timber workers hired, communities served, and other funds leveraged.

Recommendation: Appoint a committee to develop a universal system and facilitate agency participation. The committee will present a plan and/or system by the first meeting in 1995.

Committee: John Gilman, Bud Fischer, Ann Berblinger, Gary DeRosa, Ed Allen, Jack Peters.

C. ECOSYSTEM TRACKING

To evaluate and report on the success and economic impact of ecosystem restoration projects there needs to be a region wide system to track the number and dollar amount of contracts awarded to local firms, the number of jobs created and number of full time equivalent employees, and the number of dislocated workers hired.

Recommendation: Appoint a committee to develop a universal system and facilitate agency participation. The committee will present a plan and/or system by the first meeting in 1995.

Committee: Nancy Gloman, Kent Connaughton, Bob Rheiner

SAMPLE TRACKING SYSTEM FOR SCERT OR PUBLIC

**NORTHWEST ECONOMIC ADJUSTMENT INITIATIVE
FISCAL YEAR 1994**

PROGRAM	GENERAL BASE	SPENT	ADDITIONAL AVAILABLE	ADDITIONAL SPENT	TOTAL
RDA B&I LOANS	\$\$	\$\$	\$\$	\$\$	\$\$
etc.	Etc.	Etc.			
TOTAL	\$\$	\$\$	\$\$	\$\$	\$\$

When developing the tracking system, it is imperative to provide the correct amount of general dollars available and the amount of additional dollars available. There have been many different versions of numbers supplied to participants and the public.

Providing actual numbers to our key customers is a critical component of the Public Affairs Strategy and will enhance our ability to accurately report on the accomplishments of the Initiative.

2. RELATIONSHIP TO THE MAC

The relationship to the MAC goes beyond our reporting requirements. This relationship effects our ability to improve the delivery system and overcome challenges. Without significant support from the MAC, our ability to improve the delivery system and overcome challenge is significantly diminished.

Recommendation: Appoint a committee to develop a strategy and on-going relationship with the MAC. The committee will submit a plan to the RCERT by the first meeting in 1995.

Committee: RCERT Co-Chairs, Bill Scott, Terry Gorton, Karin Berkholtz, Karl Stauber.

3. IMPROVING THE DELIVERY SYSTEM/PROCESS IMPROVEMENTS STRATEGY

As we complete the first year of the Initiative, it is appropriate to focus our efforts and evaluate our ability to obtain process improvements. Because of the key role the MAC plays in process improvements, RCERT action on this strategy should be delayed until there can be discussions with the MAC on taking a more aggressive approach.

Recommendation: The committee should have discussion with the MAC on potential direction for process improvements.

4. PUBLIC AFFAIRS STRATEGY

Develop a holistic regional message focusing on the success, accomplishments, and challenges of the Northwest Economic Adjustment Initiative for presentation to key customers. The RCERT will serve as a forum for the timely exchange of Initiative information and for presentation to key customers.

Recommendation: Appoint a committee to develop/update a public affairs implementation plan. The committee will present a plan by the first meeting in 1995.

Committee: Armando Quiroz, Ken Brooks, Terry Gorton, Calvin Mukumoto, Karin Berkholtz Eric Herst, Jennifer Kang, a representative of the US Office of Forestry and Economic Development and Tom E. Davis.

These are the main elements for this committee to address:

1. Relationship with Congress.
2. Public announcements.
3. Communicating internally with the partners and those involved with the Initiative.
4. Tracking, interpreting and disseminating information that is appropriate.

5. Greater Integration with the Biological Side of the President's Forest Plan

The forest plan is one plan with biological and economic concerns. The Economic Adjustment Initiative (EAI) is one component of the plan. Timber harvest and watershed restoration projects will have a major effect on the success of EAI. Biological concerns will affect the level of timber harvest and amount of watershed restoration projects.

Recommendation: The RCERT must define its relationship with the following:

1. REO
2. RIEC
3. Land management agencies