

SCR

68



J. WILSON STEEN Chairman
Idaho State Senator
ROBERT J. BROWN, Vice-Chairman
Montana State Senator

CALIFORNIA
Senator John Garamendi
Senator Ray Johnson
Assemblyman Barry Keene
Assemblyman Norm Waters

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Senator Kermit Kiebert
Representative Gary Ingram
Representative C. Wendell Mills

OREGON
Senator Ted Hallock
Senator Mike Thorne
Representative Bud Byers
Representative Robert "Bob" Brogotti

WASHINGTON
Senator Lowell Peterson
Senator Pat Wanamaker
Representative John Martinis
Representative Art Moreau

MONTANA
Senator John Manley
Representative Dorothy Bradley
Representative Joe Kanduch

RICHARD A. ROBYN
Executive Secretary

January 25, 1978

Representative Alvin Osterback
Chairman, House Committee on Resources
Pouch V
Juneau, Alaska 99811

SCR 68

Dear Representative Osterback:

We were pleased to learn that the Alaska Legislature is considering a resolution which would permit your state to become a member of the Western States Legislative Forestry Task Force.

I thought perhaps the enclosed information might be of help to you in considering membership. Enclosed is a copy of a letter to Representative Mike Miller, as well as our 1976 Annual Report, a recent report prepared by Chairman Steen, and a presentation made by the Task Force on the RARE II issue to the Governors of our member states and Ted Smith of your state's Department of Natural Resources.

The Task Force would welcome Alaska as a member, and if we can be of any assistance to you, please do not hesitate to let us know.

Sincerely,

RICHARD A. ROBYN
Executive Director

RAR/m

enc

COMMITTEE REPORT

HOUSE

1/24/73

FURTHER: _____

Date: 1/31/78

Mr. Speaker:

The Committee on RESOURCES has had SCR 68
Relating to Alaskan participation in the Western States Legislative Forestry
Task Force.

under consideration and (a majority of the committee) (the committee reports it back as follows)

- recommends it do pass recommends it do not pass
 recommends it do pass with attached amendment(s)
 recommends it be replaced with CS for _____

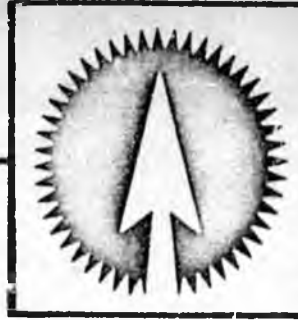
and _____ new title same title

- AND attaches a Letter of Intent New Fiscal Note
 reports it back w' hout recommendation
 and recommends it be referred to the _____ Committee

MEMBERS SIGNING DO PASS:

OTHER RECOMMENDATIONS:

Alaska Loggers Association, Inc.



111 STEDMAN, SUITE 200
KETCHIKAN, ALASKA 99901
Phone 907-225-6114

July 26, 1977

Honorable Robert Ziegler
Alaska State Senator
Box 7500
Ketchikan, Ak. 99901

Dear Senator Ziegler:

During the Directors' meeting in Fairbanks on July 22, 1977, the most important item of statewide interest was Alaska Loggers Association unanimous endorsement of proposed State of Alaska participation in the Western State Legislative Task Force. The enclosures supply the purposes of the Task Force.

It follows that Alaska Loggers Association desires that legislative support be given this program, hence you and the other members of the Southeastern delegation are being urged to introduce and support enabling legislation.

Sincerely,

Donald A. Bell
General Manager
ALASKA LOGGERS ASSOCIATION

DAB/mjh
cc. Mike Valentine
Clarence Kramer
Don Finney

OREGON FOREST PROTECTION ASSOCIATION

AN ASSOCIATION OF PRIVATE FOREST LANDOWNERS IN OREGON

1326 AMERICAN BANK BUILDING, PORTLAND OREGON 97205

PHONE 226-4562

JAMES B. CORLETT
Manager

June 6, 1977

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*Robert Madison
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H. Sam Taylor
Albert Weisendanger

ASSISTANT MANAGER

David M. Jessup

*Executive Committee

Mr. Donald A. Bell, Secretary Manager
Alaska Loggers Association
111 Stedman Street
Ketchikan, Alaska 99901

Dear Don:

It was good to visit with you briefly by phone regarding the Western States Legislative Forestry Task Force and to learn of your interest in possibly supporting participation by Alaska.

The WSLFTF consists of two Senators and two Representatives respectively, from California, Oregon, Washington, Idaho and Montana. These twenty members are appointed by the Senate and House Leadership of each state.

Each legislative session, which in Oregon is every two years, the legislature must pass a measure which authorizes continued participation in the T.F. The other four states have adopted resolutions similar to Oregon's.

In addition to the Joint Resolution each state adopts an appropriation bill to finance expenses of the T.F. The dollar amount depends on a formula based on the state budget plus the volume of available standing timber. Current assessment allocations are California \$37,000, Oregon \$16,000, Washington \$14,000, Idaho \$5000 and Montana \$4000; these are round figures. A new Executive Secretary was hired at the meeting in Burlingame on June 4. He is Dick Robyn and he maintains the T.F. office at 1107 9th Street, Sacramento, California 95814, phone (916) 322-4395.

The T.F. has concerned itself with a wide range of Western Forestry issues including major legislation affecting forestry, USFS management budgets, impacts of NEP Act, Endangered Species, Wilderness and land withdrawals, SETA Funding to the states, reforestation, Monongahela and the Zieske case, Sections 208, 303 and 404 and their impacts on the states, in-lieu payments, Resources Planning Act, BLM Organic Act, the National Forest Management Act including a T.F. trip to Congress which was helpful to the cause, Clarke-McNary appropriations, Western insect problems, the drought, Grizzly Bear range set-asides, roadless areas, sealed bidding, etc.

Mr. Bell
Page 2

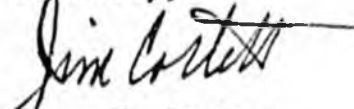
The T.F. has developed numerous resolutions and followed through with many contacts to Congress and the Administrations. The T.F. has worked hard at representing the Western viewpoint on many issues.

On several occasions T.F. members have expressed an interest in Alaskan participation and it came up again last week at the California meeting. The consensus was that Alaska should be invited to participate. My contact with you is intended to provide background information so your associations can make a judgement about supporting enabling legislation in your state.

One other item, twenty-three western forestry oriented associations comprise the Western Forest Resource Council. The Council meets on call of the chairman to consider forestry matters affecting the west. The Council considers liaison with the WSLFTF to be a matter of high priority. For several years my Board of Trustees has authorized me to serve as the liaison man with the T.F. as requested by the Council and it has been a rewarding experience. I believe the T.F. has been very helpful on many western forestry problems of mutual interest to Council members and can be even more effective in the future.

Enclosed are a number of documents which may be helpful as you review this matter.

Sincerely,


James B. Corlett
Manager

Enclosures: 1. Oregon Legislative HJR-2
2. Membership of WSLFTF
3. Listing of Task Force meetings
4. Listing of Western Forest Resource Council membership
5. Agenda of WSLFTF meeting June 4 & 5, 1977

cc: Sen. J. Wilson Steen, Chairman WSLFTF
Sen. Bob Brown, Vice Chairman WSLFTF
Rep. Bernard Byers
Sen. Ted Hallock
Dick Robyn
Members Western Forest Resource Council

JC/kp

House Joint Resolution 2

Sponsored by Representative BYERS, Senators HALLOCK, THORNE

SUMMARY

The following summary is not prepared by the sponsors of the measure and is not a part of the body thereof subject to consideration by the Legislative Assembly. It is an editor's brief statement of the essential features of the measure as introduced.

Directs President of Senate and Speaker of House to appoint two Senators and two Representatives to serve on Western States Forestry Task Force.

NOTE: Matter in bold face in an amended section is new matter (*italic and bracketed*) is existing law to be omitted, complete new sections begin with SECTION

1

HOUSE JOINT RESOLUTION 2

2 Whereas the forest industries of the Western States play a vital role in the
3 economic development of these states; and

4 Whereas there is an obvious need for developing means for protecting and fostering
5 these forest industries so as to maximize yield while protecting the resource for future
6 generations; and

7 Whereas the subjects that require interstate cooperation include but are not limited
8 to insect infestations, conservation, production and marketing, all of which know no
9 state boundaries; now, therefore,

10 **Be It Resolved by the Legislative Assembly of the State of Oregon:**

11 (1) The President of the Senate and the Speaker of the House of Representatives
12 join with the presiding officers of the legislatures of Washington, Idaho, Montana and
13 California, each in appointing two Senators and two Representatives to represent
14 Oregon on the Western States Forestry Task Force, which shall operate as a
15 clearinghouse for opinion from all the various interests involved in the Western States
16 forest industries, and which shall include among its duties the duty to report to the
17 legislatures of the participating states and to the state delegations in the United States
18 Congress concerning means of protecting and fostering the forest industries of the
19 participating states.

20 (2) Copies of this resolution shall be sent to the presiding officers of the legislatures
21 of Washington, Idaho, Montana and California.

WESTERN STATES ELECTRICITY TRANSMISSION
TASK FORCE MEMBERS

California

Senator John Garamendi

Senator Ray Johnson

Assemblyman Barry Keene

Assemblyman Norm Waters

Idaho

Senator J. Wilson Steen (Chairman)

Senator Kermit Kiebert

Representative Gary Ingram

Representative C. Wendell Miller

Oregon

Senator Ted Hallock

Senator Mike Thorne

Representative Bud Byers

Representative Robert "Bob" Brogitt

Washington

Senator Lowell Peterson

Senator Pat Wanamaker

Representative John Martinis

Representative Art Moreau

Montana

Senator Robert J. Brown (Vice Chairman)

Senator John Manley

Representative Dorothy Bradley

Representative Joe Kanduch

WESTERN STATES FORESTRY TASK FORCE
LISTING OF MEETINGS

<u>Meeting #</u>	<u>Date</u>	<u>Location</u>
#1	July 12, 13, 1974	Fairmont Hotel, San Francisco, California
#2	September 16, 1974	Haydon Lake, Idaho
#3	November 18, 1974	Benson Hotel, Portland, Oregon
#4	December 12, 13, 1974	State Office Bldg., San Francisco, California
#5	February 23, 1975	State Capitol, Helena, Montana
#6	April 26, 1975	Benson Hotel, Portland, Oregon
#7	July 28, 1975	Edgewater Hotel, Seattle, Washington
#8	January 24, 25, 1976	Hilton Hotel, Portland, Oregon
#9	May 7, 8, 1976	State Capitol Bldg., Sacramento, California
#10	March 22, 23, 1976	Statler Hilton Hotel, Washington, D.C.
#11	August 7, 8, 1976	Rodeway Inn, Boise, Idaho
#12	November 21, 1976	Davenport Hotel, Spokane, Washington
#13	January 29, 1977	Ramada Inn, Boise, Idaho
#14	March 26, 27, 1977	Portland, Oregon
#15	June 4, 5, 1977	Hyatt House, Burlingame, California

WESTERN FOREST RESOURCE JOURNAL MEMBERS
1977

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Weyerhaeuser Company

Mr. Oscar Meed
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Mr. Douglas David - Land Owner Committee

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Mr. Jay Gruenfeld
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Mr. Starr Reed
Simpson Timber Company
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Seattle, Washington 98101



15th Meeting

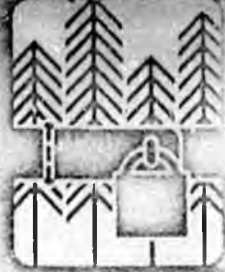
AGENDA
WSLFTF
June 4 and 5, 1977
Burlingame Hyatt House

Saturday, June 4

- 8:30 AM Meeting called to order
- 8:45 Item I-Reports and discussion
1. Sealed Bidding
 2. Other aspects, National Forest Management Act, 1976
 3. RPA Assessment update
 4. Wilderness legislation
 5. Section 404, Water Pollution Control Act
 6. Miscellaneous
- 10:00 Break
- 10:15 Item II-The drought and its impact on forestry
- 12:15 PM Lunch
- 1:30 Item III-Mill closures due to limited timber supplies - Impact of factors such as Small Business Set Aside Program
- 2:30 Item IV-Executive Session - Personnel Matters
- 5:30 Recess

Sunday, June 5

- 8:30 AM Reconvene. Item V-Legislative reports of states
- 9:30 Item VI-Staff Report on Task Force Budget
- 10:00 Item VII-Unfinished business
- 11:00 Adjourn



WILDERNESS OVERKILL

A supplement to the APA Management Report spotlighting preservationist efforts to set aside more wilderness than the nation can afford.

National Support Needed For S. 1787...

The Only Alaska Land Management Bill That Fairly Reconciles Environmental & Economic Interests!

When Alaska was ceded to the United States by Russia 110 years ago, in exchange for the then staggering sum of \$7.2 million, many citizens called the acquisition "Seward's Folly," after the Secretary of State who negotiated the purchase.

In recent years, particularly since the attainment of statehood in 1959, most Americans have become aware that in addition to its strategic significance, the immense Alaskan land and water mass, 586,000 square miles in area, is a priceless treasury of scenic grandeur and diverse natural resources of a magnitude that has not even begun to be adequately inventoried.



Alaska is a virtual sub-Continent—a state one-fifth the size of the nation. In the national interest, it's essential that narrow preservationist-backed legislative proposals affecting the state's natural resources should be set aside and more balanced solutions found, such as S. 1787. The most devastating of the environmentalist-inspired proposals, H.R. 39, would lock up as much as one-third of Alaska—or more than Illinois, Indiana, Wisconsin and Michigan combined. (Map drawn by the Cooperative Extension Service, University of Alaska)

"If the far-sighted William Henry Seward were alive today, we think he would approve of this statement by Alaska's Senator Ted Stevens, to the U.S. Senate on June 30, 1977:

"Alaska is at the same time the nation's final storehouse of wilderness and resource values. Natural wonders abound and scores of species of wildlife flourish in unparalleled numbers throughout the state. Natural resources also are found in quantities not available elsewhere in the nation. Thus, Alaska is called upon to be America's principal source of supply for natural resources and also its primary showcase for wilderness and wildlife values. These demands cannot be met to everyone's satisfaction, but this does not mean that a reasonable balance between both goals cannot be struck. That balance can be found, and it is up to Congress to find it."

During recent months, in response to this challenge, Congress has been overwhelmed by legislative proposals that could deeply affect Alaska's future, as well as the national interest, for generations to come.

It is vital for Americans to realize that the great majority of these proposals—in particular H.R. 39, the Alaska National Interest Lands Conservation Act drafted by Congressman Morris Udall (D-Ariz.) with the fervent support of environmental groups—are one-sided efforts to achieve wilderness designation for vast areas of Alaska, well knowing that this designation denies consideration of numerous other values.

S. 1787 Offers Imaginative Plan For Cooperative Land Management

The key to S. 1787, introduced on the Senate floor June 30 by Senator Stevens, is a working partnership between federal, state and private land management that will enable Alaska to avoid the virtual downgrading to a "poor relation" territorial status that would accompany the enactment of the Udall and other extreme preservationist proposals.

It provides a realistic framework for safeguarding Alaska's unique natural heritage while encouraging a carefully considered approach to the continued development of resources for the benefit of both the regional and national economies.

The Stevens proposal suggests the addition of 25 million acres of new national parks, wildlife refuges, national forests and wild and scenic rivers. Included in these additions would be two new park units, the Gates of the Arctic and Wrangell-St. Elias National Parks, located in the central Brooks Range and South Central Alaska respectively.

H.R. 39 and its counterparts will not achieve the true balance sought by Senator Stevens for the disposition of what has been called the d-2 lands issue.*

THE ONE MEASURE THAT MAKES A SERIOUS EFFORT TO REACH THIS BALANCE IS S. 1787, THE ALASKA NATIONAL INTEREST LANDS ACT DEVELOPED BY SENATOR STEVENS, ALASKA GOVERNOR JAY HAMMOND AND THE STATE'S ONE CONGRESSMAN, DON YOUNG.

Unlike H.R. 39—which would lock up about 150 million of the best of Alaska's 350 million acres as a "no development" zone and playground for wilderness enthusiasts—S. 1787 responsibly addresses the need for flexible management of Alaskan lands, fairly acknowledging the aspirations of native groups, business and tourist interests, resource development interests, and preservation groups.

*Section 17 (d) (2) of the Alaska Native Claims Settlement Act authorized the Secretary of the Interior to withdraw up to 80 million acres of vacant, unreserved and unappropriated federal public lands for study as potential additions to the national parks, wildlife refuges, forests, and wild and scenic rivers systems. Congress authorized these withdrawals to continue through 1978, at which time they will terminate by operation of law. Thus, unless this time frame is extended, Congress has approximately 18 months to make a "final" decision on the d-2 lands issue—an issue aggressively seized by preservationist organizations and their supporters in the "lower 48" states as an opportunity to rush through Congress more legislation meeting narrow single purpose wilderness goals.

TIMBER POTENTIAL RECOGNIZED

The proposal would also establish two major national forests in Alaska's interior. The areas comprising the Porcupine and Yukon Flats National Forests have been identified as containing high potential for agricultural development and timber harvest, and the establishment of these areas as national forests would allow this potential to be developed.

An imaginative aspect of S. 1787 would be the designation of 56 million acres of other lands, withdrawn under Section 17 (d) (2) as Federal Cooperative Lands to be managed by existing federal agencies, including the National Park Service, the U.S. Fish and Wildlife Service, and the U.S. Forest Service.

These lands would be managed in conjunction with the lands designated for cooperative management by the State of Alaska and private landowners under the classification authority of an Alaska Land Classification Commission that would be established by the legislation. In effect, the Commission would

function as a planning and zoning body for lands under its jurisdiction. This would allow for cooperative management and protection of entire ecosystems, avoiding piecemeal and conflicting management of land as often experienced in the "lower 48" states.

Sponsors of the legislation point out that there is considerable incentive for the State of Alaska and private landowners to dedicate lands to cooperative management. The summary of S. 1787 notes that without the dedication of a substantial amount of state lands, the cooperative management program will not be created and lands would continue to be managed by the federal government without any Alaskan participation in management and classification decisions.

It has been proposed that the eight-member Commission should consist of four Commissioners appointed by the President of the United States and four by the Governor of the State of Alaska.

S. 1787 is proof that Alaskans' plea to be heard in the Congress deserves the immediate attention and support of legislators—and citizens everywhere. *This is responsible legislation*—generously framed to allow the rest of America a full partnership role with local citizens, rather than a dictatorial role—in the management of a state that is one-fifth the size of the rest of the nation.

SPECIAL TRUST FUND PROPOSED

The measure includes the innovative and meritorious suggestion that funds derived from the cooperative management of federal lands in Alaska be placed in a special trust fund to be used exclusively for the purchase of private lands in the other 49 states which have been or will be designated as part of the national park, wildlife refuge or wild and scenic rivers system. There is a backlog of such lands, and sufficient funds for their purchase are not anticipated to be appropriated by Congress in the near future.

Alaska

LAND AND WATER

- Alaska has 375,303,000 acres of land and inland waters

OIL AND GAS

- Alaska contains 29.4 percent of *all* U.S. domestic proven reserves of oil
- The Trans Alaskan pipeline will provide 1.2 million barrels of oil a day or 2.9 percent of our total U.S. daily consumption
- Alaska has 11.8 percent of *all* U.S. domestic proven gas reserves
- Alaska has 170 million acres of sedimentary basin (potential oil and gas deposits)

HYDRO-ELECTRIC POTENTIAL

- Alaska has 76 sites with potential for 171,839 million Kw/year

MINERALS

- Immense deposits throughout the State. According to the Bureau of Mines, 28 out of 37 mineral commodities *now imported* into the U.S. are found in Alaska.

AGRICULTURE

- Alaska has 20 million acres with potential for agricultural crops

FOREST PRODUCTS

- Alaska has approximately 106 million acres of forest lands, including about 28 million acres of commercial grade timber

. . . AND MUCH MORE THAT HASN'T EVEN BEEN FOUND YET!

H.R. 39 Hits At S.E. Alaska's No.1 Industry

Land withdrawals proposed in H.R. 39 would do grievous harm to timber harvesting in Southeast Alaska, where the state's wood products industry is concentrated.

Industry spokesmen strongly refute nonsensical but widely publicized preservationist claims that the Tongass National Forest is being destroyed by logging. In the 16-million acre forest, Forest Service plans call for timber harvest on 4 million acres. In addition, just 280,000 acres have been harvested since 1903. This is 4.6 percent of the commercial forest land or 1.8 percent of the total national forest. Moreover, the harvested areas contain some of the most vigorously growing new stands of timber to be found anywhere in the United States.

The point is that in the Tongass National Forest there is an appropriate balance between economy and environment.

Need To Correct Hearings Imbalance

Hearings on the Udall bill, H.R. 39, were held at several locations in the "lower 48" states earlier this spring and summer. The vociferous and superbly drilled preservationist minority was quite successful in dominating testimony at several of the hearings. As the hearings process continues in Alaska through July and August, the need becomes more urgent for correction of this misleading imbalance, and for total rejection of H.R. 39 and other patently inequitable approaches!

As Senator Stevens has stated, "only now are we realizing the immensity of the decision which we created for ourselves in the passage of Section 17 (d) (2). As we approach consideration of this decision in earnest, members of Congress on both sides of the Hill are beginning to realize the tremendous burden that has been placed on us by an artificial deadline. *While there may be a need to provide some immediate protection for some d-2 lands, it is becoming obvious that it is neither necessary nor wise to make a final decision for all time on all d-2 lands in Alaska.*"

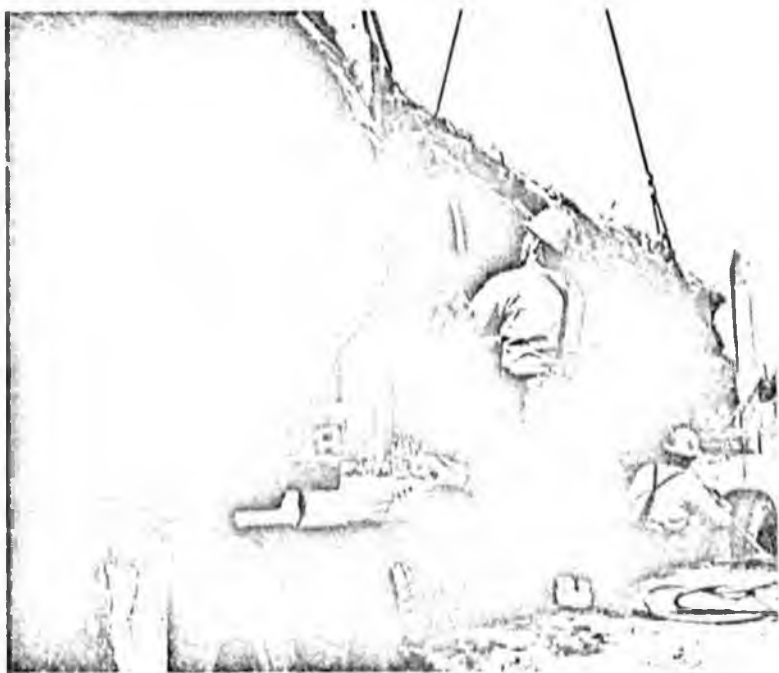
The heart of the d-2 question, Senator Stevens reminds us, is that Congress is called upon to pass final judgment on an area exceeding the combined size of the states of California and Washington, and over five times the size of the acreage presently under the administration of the National Park System created by Congress over the past 100 years.

HASTY ACTION UNDESIRABLE

The issue is of such importance not only to Alaska but to the entire nation that it demands careful, measured action rather than hasty overkill—action that will assure flexible management responsive to many needs.

The American Plywood Association wholeheartedly endorses Senator Stevens' view that S. 1787 strikes the right balance between the dual goals of environmental protection and providing for appropriate and necessary development of Alaska's resources. We strongly urge all our readers to join in the efforts to assure passage of Alaska land management legislation embodying these wise and eminently fair principles, in preference to the self-centered and economically devastating prescriptions of environmental special interest groups.

PLEASE WRITE YOUR CONGRESSMAN TODAY IN SUPPORT OF S. 1787—AND IN NO UNCERTAIN TERMS TELL THE HOUSE SUBCOMMITTEE ON GENERAL OVERSIGHT AND ALASKA LANDS (LISTED ON PAGE 5) THAT H.R. 39, H.R. 3454, AND OTHER ONE-SIDED PROPOSALS DESERVE DECENT BUT IMMEDIATE BURIAL!



Harvesting the over-mature, dead and dying coastal forests of Southeast Alaska allows for the growth of healthier trees, as well as providing jobs in the timber industry and badly needed wood products for the public. (Pictures courtesy Alaska Loggers Association)

**WESTERN STATES LEGISLATIVE
FORESTRY TASK FORCE
1st ANNUAL REPORT
DECEMBER 15, 1976**



MEMBERS - WESTERN STATES LEGISLATIVE FORESTRY TASK FORCE

CHAIRMAN, Senator Randolph Collier
VICE-CHAIRMAN, Senator Ted Hallock

CALIFORNIA

Senator Randolph Collier *
Senator Lou Cusanovich
Assemblyman Barry Keene
Assemblywoman Pauline Davis *

IDAHO

Senator J. Wilson Steen
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Representative Israel Merrill *
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MONTANA

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Representative William Gwynn *
Representative Joe Magone *

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Senator Ted Hallock
Senator Mike Thorne
Representative Dick Bonebrake *
Representative Bud Byers

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Senator Lowell Peterson
Senator Harry Lewis *
Representative John Martinis
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EXECUTIVE SECRETARY

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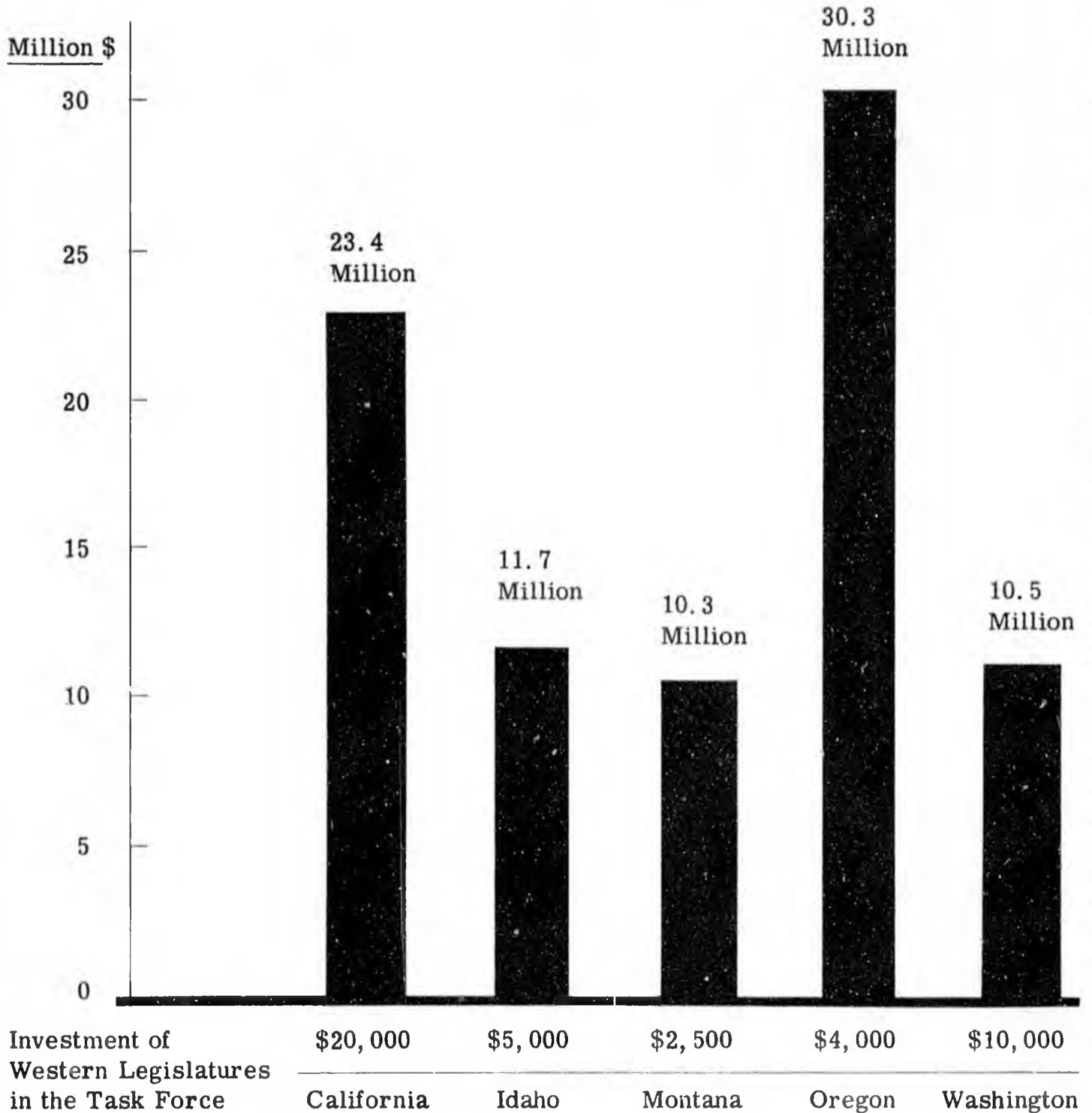
TASK FORCE OFFICE

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* These members worked on the Task Force until January 1977, but for various reasons will be replaced for the next biennium.

TASK FORCE IN ACTION *

Small legislative investment helped influence increases in federal dollars paid to local governments in the Western States:



* Increase in federal dollars.

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OVERVIEW

Mandate

- Monitor policy of federal agencies and Congress with respect to public resource lands of the West.
- Develop coordinated actions to assure maximum public benefit from management of Western forest resources.
- Develop and coordinate new forestry programs of mutual benefits to the Western States.

Current Programs

- Review proposed congressional forestry legislation.
- Review federal agency actions affecting Western public resource land.
- Review federal agency program and budget needs affecting forestry in the West.
- Review new state forestry programs which could be of mutual benefit.
- Review forestry program proposals of various interest groups and adapt such proposals to the benefit of the Western States.

Action in 1976

Via resolution or testimony in person

in Washington, D. C., the Task Force called on Congress to:

- Firmly set into law the authorization to sell timber in national forests and to give the Forest Service flexibility to manage timber subject to environmentally sound guidelines.
- Increased payments to local governments to offset tax losses and larger service requirements caused by federal land ownership.
- Give states maximum control in developing water quality standards on forest lands.
- Provide direction to on-going land use planning in the national forests by establishing national priorities and use goals.

At a specific program level, the Task Force urged Congress to:

- Maintain present levels of federal funds allocated to federal-state cooperative fire protection programs.
- Accelerate access roading in selected areas of the national forests.
- Promote programs for greater wood fiber availability via utilization and reforestation.
- Focus attention on programs to diminish damage caused by forest insects and to increase salvage of

the damaged trees.

Congressional Response

Congressional actions in which the Task Force played a role:

- National Forest Management Act passed to permit sale of timber from national forests and to give U.S. Forest Service management flexibility.
- Payments in Lieu of Taxes Act passed, authorizing about \$37.2 million which could be paid to local governments in the member states with qualifying federal lands; legislation passed authorizing an increase approximately \$49 million in member states' share of National Forest timber sales receipts.
- Legislation clarifying role of states in setting water quality standards passed both houses, died in conference committee.
- Legislation passed requiring additional information upon which Congress can establish priorities for the national forests; however, no hearings were held to discuss programs that have been recommended for the national forests.

At a program level:

- Cooperative fire fighting funding largely maintained, preserving approximately \$3 million for the member states.
- Congress increased federal share

of road construction allowing for possibly more access roading.

- Legislation passed calling for greater wood fiber utilization and authorizing up to \$200 million for reforestation.
- Congress ordered completion of a Forest Service study on forest insect problems in the West to provide direction and expected funding levels of programs to reduce the impact of forest insects.

CREATION OF THE TASK FORCE

The clash of concerns over jobs and the environment is seldom more clear or vocal than in the debates over the use of the forest resources in the West. This is not surprising. Harvesting and processing of timber, from both public and private land, comprises a mainstay of the economic well-being of thousands of people. At the same time timberland, especially that in the public domain, is subject to intense multiple use pressure. Many of these uses conflict with harvesting timber or serve to point out environmental damage that occurs through such operations.

Since it can pass laws affecting land use and because it owns a substantial amount of the forest resource in the West, the federal government strongly influences the region's welfare. Seemingly minor changes in federal policies can set off major controversies between regional and even national interests and, in turn, become major policy issues.

There seems to be little likelihood that these issues will diminish. By 2020, according to an assessment made under the Resource Planning Act:

- All major recreation activities will increase 50-400%.
- Demand for range forage will increase by 60%.
- Consumptive use of water will rise by 50%.
- Use of wildlife and fish resources will grow greatly.
- Timber demand will double.

The national forests and private timberlands will be under heavy pressure to meet these demands.

Yet, it is critical that we recognize the need to preserve for future generations the freedom of choice to meet new and developing needs. Under the pressure to meet today's growing demands, there is the danger of destroying future options by committing forest lands to uses with irrevocable impacts on the land.

As the forest resource is vitally important to the West and as federal policies directly affect this resource, it is essential that the Western States play a stronger role in the development of federal policies affecting public and private resource lands. This need compelled the state legislatures of California, Idaho, Montana, Oregon and Washington to form, from within their memberships, the Western States Legislative Forestry Task Force in 1974. The Task Force was charged with developing coordinated actions to assure the maximum benefit from the management of all of the region's forest resources.

The Task Force consists of two representatives and two senators from each of the legislatures of the member states. It meets approximately every two months to review national legislative proposals and to analyze actions and budgets of federal agencies having jurisdiction on public resource

lands. Testimony is taken from experts in various forestry-related fields, viewpoints are exchange with various interest groups, and action is taken on common problems.

THE 1976 YEAR - POLICY AREAS

Major Forestry Legislation Passes Congress

The major forestry issue in Congress this year was legislation proposed to rewrite the enabling laws and management directives of the Forest Service. The need for this legislation came from a court decision regarding the Monongahela National Forest in West Virginia which severely limited the ability of the Forest Service to market timber. In response to this decision, timber sales were halted in four Southern States.

Task Force action was sparked when the Monongahela precedent was applied in a decision affecting timber sales on the Tongass National Forest in Alaska, and was thought to jeopardize sale of national forest timber in the five Western States. Because of the gravity of this issue, the Task Force journeyed to Washington, D. C. in March to meet with congressmen and various interest groups. After discussing the issue personally with many of the Western senators and representatives, the Task Force adopted a position calling for support of management flexibility for the Forest Service. This position was made known to Western congressmen in person and through testimony to the Forest Subcommittee of the House Agriculture Committee. It was also vigorously pushed throughout the ensuing congressional debates over proposed forestry legislation.

After considerable debate, each house passed a different bill. In October, the conference committee agreed on major forestry legislation, S. 3091. In October, President Ford signed S. 3091 into law as the National Forest Management Act of 1976.

This Act is favorable to Western forestry and contains a number of items advocated by the Task Force. The Forest Service is given authority to sell timber and flexibility, subject to environmental guidelines, to manage the forest resource in appropriate ways.

Task Force members regard passage of this law as an indication that the Task Force can help provide Congress with input necessary for developing pragmatic forestry legislation. The Act provides the foundation for a strong timber economy in the West. Of equal importance, major steps are taken towards preserving and maintaining the forest resource base.

Payments to Local Governments Increased

One of the major concerns of the Task Force is the impact on the local tax base of the high proportion of land owned by the federal government in the Western States. On many of these lands, national parks and wilderness areas, for example, no federal payments are made. In addition, where payments are made, they are sometimes not sufficient to reimburse local government for providing services to people

using the areas.

As a result of this concern, the Task Force strongly supported legislation before the 94th Congress that provided for greater payments to local governments. Specifically, the Task Force actively pushed the National Forest Management Act of 1976, which adds about \$49 million to local payments, and the Payments in Lieu of Taxes Act, which increases local payments by about \$37 million. In passing both of these acts, Congress potentially has added over \$86 million to the financial base of local governments. This is indicated on page ii of the Report.

The National Forest Management Act was signed into law in October, 1976. The Act contains a provision supported by the Task Force which will increase the payments to counties for roads and schools. Presently 25% of all monies received from each national forest must be paid to the state for distribution in the county of origin for roads and schools. These payments are based on the stumpage value of the timber sold. The National Forest Management Act of 1976 adds to this value the worth of reforestation expenditures and timber purchaser credit road allotments.

The increased base means more dollars to local government. For the five Western States, the increased payments each year will be approximately:

California	\$12.6 million
Idaho	2.4
Montana	1.4
Oregon	25.7
Washington	6.9
	<hr/>
	\$49.0 million

Also in October, 1976, the President signed into Law H. R. 9719, the Payment in Lieu of Taxes Act. This Act sponsored by the National Association of Counties and advocated by the Task Force staff in a special trip to Washington, D. C. to discuss the issue with Western congressmen, provides for payments to local governments for the first time on a large federal acreage.

This Act provides for maximum payment of 75¢ per acre to counties within whose boundaries are located certain federal lands. Lands include National Park lands, wilderness areas under jurisdiction of the U. S. Forest Service, National Forest lands, lands administered by the Bureau of Reclamation, and lands utilized as reservoirs as part of water development projects under the Army Corps of Engineers or Bureau of Reclamation.

Current federal payments to these counties are not reduced. There is, however, a payment ceiling based on population and total current payments. If existing payments exceed 75¢ an acre, then an additional 10¢ per acre, limited by population, is provided for general expenditure by the counties.

Upon appropriation by Congress, the Payments in Lieu of Taxes Act would bring over \$37 million each year to member states of the Western States Legislative Forestry Task Force. By state, these values are:

California	\$10.8 million
Idaho	9.3
Montana	8.9
Oregon	4.6
Washington	3.6
	<hr/>
	\$37.2 million

The Task Force members see the \$37 million from the Payments in Lieu of Taxes Act and the \$43 million from the National Forest Management Act of 1976 as major gains for local governments in the Western States. These firmly establish a federal commitment to reimburse local governments for services rendered to users of federal lands. Of equal importance, they indicate the size of the federal commitment in Western public lands and reaffirm the need for a group such as the Western States Legislative Forestry Task Force to speak for the interest of the Western States.

Progress Made on Water Quality Role of States

For a number of months the Task Force has been concerned about the impact of the Amendments to the Federal Water Pollution Control Act of 1972. This concern has been centered on two portions of the Act, Section 404 and Sections 208 and 303.

Section 404 provides the Secretary of the Army and the Administrator of the Environmental Protection Agency with authority to regulate "the discharge of dredged or fill material into the navigable waters at specific disposal sites". A U.S. District Court decision in 1975 defined navigable waters as all waters of the United States and required the Army Corps of Engineers to develop revised regulations which expanded its dredge and fill authority to include normal forestry and agriculture activities.

The Task Force strongly objected to the extension of Corps permit authority

to normal forestry operations. Traditionally, states, not the Corps, have had responsibility for controlling the effects of timber harvesting and have, in recent years, strongly exercised this authority in the West. In addition, under another section of the Amendments to the Water Pollution Control Act, the Environmental Protection Agency is monitoring state laws regulating water quality from forestry operations.

In an effort to reverse the court decision, the Task Force actively supported attempts in Congress to remove the permit authority of the Corps from forestry operations. The House and the Senate passed different bills (H. R. 9760 and S. 2710) which would have allowed state control. However, a major difference over regulation of wetlands could not be resolved and the bills died in conference committee.

During the congressional debate, the Task Force staff again journeyed to Washington to explain the views of the Task Force to the Western congressional delegations. These meetings with congressmen played a major role in obtaining an exemption of forestry operations from Corps permit authority. More importantly, the principle was clearly set forth that Western States possess the right and responsibility to regulate their forest resources.

Although no legislation was passed, the Task Force feels that considerable progress was made in clarifying with Congress the role of states in regulating private forestry. The Task Force plans to reiterate this position in the next Congress and to once again support

legislation to limit Corps permit authority.

Within the Western States, the Task Force is concerned over the impact of Sections 208 and 303 of the Water Pollution Control Act Amendments of 1972. Section 303 requires that each state have a continuing statewide planning process dealing with water quality standards and implementation that is approved by the Environmental Protection Agency. Section 208 requires that areawide waste treatment management plans be prepared for areas with potential water quality problems, including regulatory programs to control all point and non-point sources of pollution.

In a court suit over these sections, it was ruled that Section 208 planning must be done for all areas of the state rather than just those areas facing water quality problems. Although the decision has been appealed, the EPA has promulgated its final planning regulations. Under these regulations, states are responsible for developing and implementing a program of control non-point sources of water pollution. A state may prescribe "best management practices" which are the required non-point source control programs.

Forestry operations are termed non-point source operations as they do not cause pollution from a single outlet and consequently, are subject to regulations calling for best management practice regulations.

As regulations can prescribe specific harvesting techniques which must be followed, Sections 208 and 303 have a

potentially major impact on state forest practice laws. At the very least, the impact of these sections will be to force a review of the effectiveness of present laws. At the other extreme, the Environmental Protection Agency could probably dictate a forest practice act to the state.

The Western States Legislative Forestry Task Force, recognizing both the urgency to protect water quality and the need that the states, not a federal agency undertake this function, have instructed the staff on monitor developments. As the Task Force views water quality control as a critical aspect of forestry problems in the West, it plans to seek pragmatic, effective regulations.

Need for Congressional Priorities and Targets for Forestland Use

A major concern to the Task Force is the fact that Congress has not yet established clear priorities and targets for all uses on the national forests. Until such priorities are set, the Forest Service has no clear guidelines for its planning procedures and must use its own judgement about the optimum combination of uses. Under such circumstances, it is subject to severe pressure from special interest groups. As the planning process is completed in this atmosphere and the land base is allocated to various uses, the nation may find its forestland options restricted by action of a federal agency without specific congressional direction.

A vehicle for examining priorities was developed when Congress passed the Forest and Rangeland Renewable Resources Planning Act of 1974. Under

this legislation, the Forest Service was to assess the forest resource, prepare a series of possible development options, and make a recommendation for a program to be approved and funded by Congress.

In 1976 the Forest Service submitted a program for congressional approval. Congress, so far, has not critically examined the program and has not committed the level of funding needed to sustain the recommended program.

Congress, however, has taken steps to obtain information necessary to a critical examination of any programs recommended for the national forests. Under the National Forest Management Act of 1976, the Secretary of Agriculture is required to report on the potential for increasing wood fiber utilization and wood products recycling. In addition, an increased inventory was directed of the non-timber aspects of the national forests. Requirements for data to evaluate the long term cost and benefits of the program are also strengthened.

The Task Force believes that these steps indicate that Congress intends to examine the recommended program for the national forests. While members of the Task Force are pleased with the National Forest Management Act of 1976, the Task Force feels that too much uncertainty still surrounds the programs recommended under the Resources Planning Act. As decisions made about these programs will have far-reaching effects in the West, steps must be taken to clarify congressional priorities and funding commitments. For this reason the Western States Legislative Forestry Task Force has urged

Congress to undertake hearings on the recommended program, to set clear priorities for all forest uses, and to reaffirm the commitment made to a strong multiple use forestry program by augmenting the budget of the Forest Service.

PROGRAM AREAS

Congress Maintains Cooperative Fire Funding

The Task Force, joining with the National Association of State Foresters, asked Congress to maintain a cooperative fire program that provides over \$3 million a year in federal funds to the member states for fire control.

Under Section 2 of the Clarke-McNary Act (CM-2) the Forest Service is authorized to help states develop and fund cooperative fire protection programs with the states. Over the years, CM-2 programs have been among the most effective and justifiable cooperative programs. National expenditures have grown to over \$23 million with the share of the five Western States being over \$3 million. These funds have become an integral part of the member states' firefighting budgets, representing, for example, 21% of Idaho's fire prevention funds.

The Administration in the 1976 Budget had proposed to halve the funding and then to terminate the program in 1978. On the recommendation of the Task Force, the National Association of State Foresters, and others, Congress rejected the Administration's proposal and provided \$20 million nationally. About \$4 million will flow to the Western States.

Greater Federal Role Assumed in Road Building

The Western States Legislative Forestry Task Force believes that one of the major factors slowing management of the national forests, particularly in the West, is that roads have not been constructed to provide access. Many miles of roads still need to be constructed to permit timber management, recreational activity, and other forest uses demanded by a large segment of the population. Rooding is also a key element in increasing salvage and management in diseased and dying stands of trees.

The Task Force has taken an active role in trying to identify rooding needs and in urging that Congress focus on rooding questions. The Task Force has felt that such a focus could lead to greater federal appropriations designated for national forest road development which would facilitate resource protection and management capabilities.

Discussion of rooding questions on the national forests took place in the 94th Congress, both in the budget hearings and in the debates over the National Forest Management Act of 1976. In the budget hearings, Congress agreed that the federal government should assume a larger role in road building on the national forests and raised the general appropriation for roads by about \$38 million. However, because of an offsetting decrease by Congress in money available to permit timber purchasers to build roads, the \$38 million does not significantly increase the

number of miles of access roads that will be constructed.

In the National Forest Management Act of 1976, Congress has also indicated a greater reliance on general appropriations for road building. In an effort to increase the competitive posture of small timber purchasers, a provision was added that would allow these purchasers the option to request that the Forest Service construct roads. Also, in an action supported by the Task Force, Congress reaffirmed a current policy that requires that the Forest Service must use appropriated funds to construct roads of a quality superior to those strictly required for seasonal transportation of forest products. This policy is necessary to insure that the costs of roads designed for public use should be borne by the public and not by the timber purchasers.

These actions of the 94th Congress are generally consistent with Task Force thinking. However, the Task Force believes that more money will be necessary to support an accelerated program of access roading. The Task Force recognizes that complex questions and trade-offs are raised by speeding the access road program. Access roads, for example, can severely conflict with desires that some areas be classified or studied as wilderness. In addition, there is a great need to coordinate an accelerated access roading program with a final determination of lands that are to be withdrawn from timber production.

Still, consistent with this recognition, the Task Force supports a greater level

of funding for access roading in selected areas of the Western national forests. In the coming year the Task Force will work to help select areas needing access roads and will attempt to obtain the level of funding necessary to construct these roads.

Greater Wood Utilization and Reforestation Planned

A recurring theme at the 1976 Task Force meetings was that valuable timber assets are being lost by failing to reforest understocked lands and by wasting usable material at harvest sites. The loss of these assets is particularly acute in the Western States. About one million acres of national forest land needs to be restocked. In addition, a large amount of wood fiber is left on the ground at harvest locations.

Since the pressure is constantly increasing to provide more wood fiber from the national forests, the Task Force strongly feels top priority must be given to thriftier utilization and accelerated reforestation. As early as 1974 and continuing through 1976, the Task Force has requested that the Forest Service and Congress focus attention on problems of reforestation and underutilization.

The 94th Congress was particularly receptive to requests for greater wood fiber utilization. The National Forest Management Act of 1976 requires that the Secretary of Agriculture assess the potential for greater wood fiber production and utilization and for more wood product recycling. In addition, the Secretary of Agriculture is required to develop utilization standards

and harvesting practices to promote more effective wood use.

Congress also took strong action to reforest understocked national forest lands. Under the National Forest Management Act of 1976, Congress has authorized \$200 million annually for reforestation and has instructed that the backlog of understocked acres be reforested within eight years.

The Task Force believes that these actions positively address the needs for more efficient and thorough use of the national forest resources. As it is a large task to reforest and to increase the utilization from national forests in the West, the Task Force plans to monitor these programs and to work for their effective implementation.

Congressional Action Needed on Insect Problems

Estimated annual timber mortality in the four western regions of the U.S. Forest Service totals 1.95 billion board feet lost to insects and 1.85 billion board feet lost to disease as compared to only 140 million consumed by fire. An example of the impact of insect and disease mortality is that a billion board feet of timber is enough to build 900,000 housing units, each with 11,000 board feet of lumber.

Of the amount of timber lost to insects and disease, only a small part is harvested each year. Prompted by the staggering losses and meager salvage, the Task Force has petitioned Congress to take steps to reduce losses and to raise harvest levels of diseased and dead material. These steps include

completion of a major survey of insect problems, expanded insect research and control programs, improved pesticide registration procedures, more funding for intensive management programs, and better cooperative prevention programs.

The Task Force, in particular, is pressing for highly accelerated access roading in carefully selected areas and for rapid completion of land use planning in insect prone areas. These steps are prerequisites to effective management and salvage programs.

With the input of the Task Force and others, Congress has recognized the existence of insect and disease problem and possible solutions. Thus Congress has, in budget language, directed completion of a forest insect study by the Forest Service. This analysis, entitled the Western Forest Insect Issues Study, should be available by early in 1977. It is intended to provide needed cost and benefit data on various program proposal.

The Task Force firmly believes that Congress must take action to reduce the amount of timber lost to insects and disease. Consequently, it is the intent of the Task Force to aggressively support congressional funding for programs necessary to meet the insect and disease problems of the Western forests.

THE FUTURE

Aggressive Task Force Action Planned Next Two Years

Based on success to date, the Western States Legislative Forestry Task Force plans an aggressive program for the next biennial period. The Task Force will continue to monitor proposed congressional legislation and to actively advocate the common interest of the Western States in forestry legislation.

The Task Force staff has travelled to each state in an effort to become familiar with regional and local problems and to lay the groundwork for a series of meetings in 1977. These meetings will deal with six areas of critical importance to Western forestry. They are:

1/ Review of the impact of the increasing number of federal laws affecting forestry on private and public lands.

Federal laws affecting use of forest lands in the West have proliferated greatly. No analysis has yet been completed that clearly spells out limitations and extra costs imposed by this growth of legal requirements. The Task Force considers an inventory of the laws and their impact to be an essential element to policy coordination and improvement.

2/ Selective analysis of the budget needs of the Forest Service in each of the Western regions.

The budget process of the U. S. Forest Service, especially as a result of the current implementation of the Resources Planning Act, is extremely complex. As the major management agency on Western public forestland, program needs and performance of the Forest Service are crucial to the interests of the Western States. Consequently, the Task Force believes that it should carefully analyze and, where necessary, work to improve selected programs of the Forest Service. This analysis will also provide information necessary to advocate programs of special Western interest before Congress.

3/ Definition and promotion of areas needing congressional action on the Resources Planning Act.

In 1974, Congress passed the Forest and Rangeland Renewable Resources Planning Act. Commonly called the "Resources Planning Act", this law is the basic planning and budgeting document for the U. S. Forest Service. Under the Act the Forest Service is required to present a recommended program with funding requests to Congress. Congress, then, will review the program and funding needs.

Congress has not yet reviewed the recommendations made by the Forest Service. Because of the

potentially great impact that the recommended program will have in the West, the Task Force will attempt to have Congress review the program next year and to set priorities to guide planning on the national forests.

4/ Analysis of state efforts under federal guidance to control water quality impacts from forestry operations.

A major Task Force concern is the impact of the regulations of federal agencies on water quality control laws in the Western States. An analysis of the entire water quality area is therefore planned.

5/ Development of strong programs for forest insect and disease control.

The Task Force is greatly concerned over the nearly 4 billion board feet of timber lost each year to insects and disease. Strong action is planned to develop and fund appropriate management and control programs.

6/ Review programs for state and federal incentives for forestry on private lands.

One area which has had little attention is the use of federal funds to encourage private timber owners, particularly small owners, to plant trees and manage forestlands. A number of slightly funded federal programs currently exist but, in total, have little impact in the West. The Task Force believes incentives programs should be reviewed critically. It is particularly

important to establish the effectiveness and the level of funding that would be required to fully implement a meaningful program.

Expansion Planned

The Task Force, in an effort to significantly expand the amount of national forestland represented by the Task Force, is extending an invitation to the state of Alaska to join the membership. With addition of Alaska, the Task Force would represent about 70% of the volume of softwood growing stock and about one quarter of all the commercial timberland in the United States.

As such it can speak effectively for the forestry interests of the Western States. More importantly, it can speak as the pragmatic voice of practitioners of public policy and can present a unique and vital addition to the development of the nation's forest policy.

TASK FORCE INCOME AND BUDGET

The Western States Legislative Forestry Task Force is funded entirely from appropriations by the state legislatures of the member states. For the biennium 1975 thru 1977, the Task Force income originates as follows:

<u>State</u>	<u>Appropriation</u>	<u>Billed and Recieved</u>	<u>To Bill (Assuming Reappropriation)</u>
California	\$20,000 (annual)	\$20,000	\$10,000
Idaho	5,000 (annual)	5,000	2,500
Montana	2,500 (biennial)	2,500	-
Oregon	4,000 (biennial)	4,000	-
Washington	10,000 (biennial)	10,000	-
		<u>\$41,500</u>	<u>\$12,500</u>

The Task Force commenced staff operations in February, 1976. The biennial budget has therefore been prorated over 17 months. This is a monthly expenditure of approximately \$3,200.00. It should be noted that for a full biennium the monthly budget would be about \$2,800.00.

For the 1976-1977 fiscal year the Task Force adopted the following monthly budget guide:

1/	Staff payments	
	a. Executive Secretary	\$1,500
	b. Stenographer	400
2/	Office rental and utilities	125
3/	Office supplies	40
4/	Phone	250
5/	Publications and mailings	65
6/	Travel	400
7/	Miscellaneous costs	120
8/	Operating reserve	275
		<hr/>
		\$3,175

At a business meeting in December in Spokane, the Task Force adopted a staff support budget for the next biennium of \$76,500. A new formula for sharing the staff support budget was also adopted.

The formula, based on ability to pay and benefits received, is indicated on the next page:

As a measure of benefit it is possible to use the net volume of soft-wood sawtimber on commercial timberland in the United States as of 1970, (The Outlook for Timber in the United States, Appendix I, p. 245).

	<u>Volume</u> (Million BF)	<u>% Total in West</u>
California	271, 671	21. 7
Idaho	130, 986	10. 4
Montana	100, 925	8. 1
Oregon	434, 671	34. 9
Washington	309, 802	24. 9
	<u>1, 248, 055</u>	<u>100. 0</u>

As a measure of ability to pay, it is possible to use the general revenues for each state in 1975, (State Government Finances in 1975, Table 3, Financial Aggregates: 1975, p. 9).

	<u>Revenue</u>	<u>% Total in West</u>
California	\$ 15, 628 million	75. 0
Idaho	527	2. 6
Montana	505	2. 5
Oregon	1, 534	7. 3
Washington	2, 631	12. 6
	<u>\$ 20, 825</u>	<u>100. 0</u>

Weighting each of these factors equally gives the following combined share of any proposed budget:

<u>State</u>	<u>Factor</u>		<u>State Share</u>
	<u>Ability</u>	<u>Benefit</u>	
California	75. 0%	21. 7%	48. 35%
Idaho	2. 6	10. 4	6. 45
Montana	2. 5	8. 1	5. 30
Oregon	7. 3	34. 9	21. 15
Washington	12. 6	24. 9	18. 75
	<u>100. 0</u>	<u>100. 0</u>	<u>100. 00</u>

Using these percentages the \$76, 500 budget is allocated as follows:

	<u>Formula</u> <u>Percentage</u>	<u>Share of Total</u> <u>\$76, 500 Budget</u>
California	48. 35	\$36, 987. 75
Idaho	6. 45	4, 934. 25
Montana	5. 30	4, 054. 50
Oregon	21. 15	16, 179. 75
Washington	18. 75	14, 343. 75
	<u>100. 00</u>	<u>\$76, 500. 00</u>

TASK FORCE MEETINGS AND WITNESSES

Portland, Oregon
January 23, 24 and 25, 1976

Mr. John Crowell, Chairman, National Forest Products
Association Monongehela Task Force

Mr. Bill Clothier, Environmental Protection Agency
Region 10, Seattle

Mr. Donald E. Lawyer, United States
Corps of Engineers, Portland

Dr. Barney Dowdle, College of Forest
Resources, University of Washington

Dr. John L. Walker, Director of Resources
Services, Simpson Timber Company, Seattle

Washington, D. C.
March 22, 1976

Dr. Dennis LeMasters, Society of American Foresters,
Washington, D. C.

Mr. Joseph McGraff, General Counsel, National Forest
Products Association, Washington, D. C.

Dr. John Muench, Chief Economist, National Forest
Products Association, Washington, D. C.

Mr. Brock Evans, Chief Legislative Advocate,
Sierra Club, Washington, D. C.

Mr. John Davenport, Western Forest
Industries Association, Portland

Sacramento, California
May 7 and 8, 1976

Mr. George Craig, Western Timber Association,
San Francisco

Mr. Joe McCracken, Western Forest Industries
Association, Portland

Mr. Bob Robertson, National Association of
Independent Lumbermen, Washington, D. C.

Mr. Mike Harter, Consultant to the Advisory Commission
on Intergovernmental Relations, Washington, D. C.

Mr. George Cook, County Supervisors Association of
California, Sacramento

Mr. Doug Leisz, Regional Forester for Region 5, U.S.
Forest Service, San Francisco

Mr. Bob Ground, United States Forest Service
Region 5, San Francisco

Mr. Bob Tyrrel, U.S. Forest Service,
Region 6, Portland

Mr. Keith Thompson, U.S. Forest Service,
Region 1, Missoula

Mr. John Thompson, Georgia Pacific Corporation,
Portland

Mr. John Birch, California Office Bureau of Land
Management, Sacramento

Mr. Bob McCarthy, California Office Bureau of Land
Management, Sacramento

Mr. Larry Morandi, Council on Inter-governmental
Relations, San Francisco

Boise, Idaho
August 7 and 8, 1976

Ms. Louise Shadduck, Idaho Forest Industry Council,
Coeur d'Alene

Mr. Dave Graham, U.S. Forest Service, Region 6,
Portland

Mr. Bill Carter, U. S. Forest Service, Umitilla
National Forest, Oregon

Mr. R. J. Bruning, Special Assistant to Governor Andrus,
Boise

Mr. Jay Gruenfeld, Potlatch Corporation, President,
Western Forest Resource Council

Mr. Glenn Parsons, Boise Cascade Corporation,
Le Grande, Oregon

Mr. John McGhehey, Boise Cascade Corporation,
Le Grande, Oregon

Mr. George Kline, Staff Member of Senator Frank Church,
Idaho

Mr. Harold Geren, Environmental Protection Agency,
Boise

RESOLUTIONS: 1974 TO PRESENT

As this document is the First Annual Report of the Task Force, a chronological record is presented of the resolutions adopted by the Task Force since its inception in 1974.

At the first meeting in mid-1974, a number of issue areas were assigned to Task Force members for special study. After three more meetings involving testimony from a wide range of experts, the investigations of Task Force members led to a series of findings and recommendations adopted in December, 1974.

New issues appeared in 1975 and after considerable study led to resolutions presented in the record. Not included in the record are several letters documenting the role of the Task Force in urging the Environmental Protection Agency to utilize DDT to control tussock moth infestations.

With the hiring of full time staff in 1976, the Task Force greatly increased its visibility. The main form of action is the Task Force resolutions, with vigorous follow-up by letter and personal contact. The 1976 resolutions are presented as part of the record.

RESOLUTIONS -DECEMBER 13, 1974

FORWARD

The Western States Legislative Forestry Task Force is a permanent fact-finding body created in 1974 by the State Legislatures of California, Oregon, Washington, Idaho and Montana. Comprised of four legislators from each of the five member states, the Task Force is charged with the development of coordinated policies to guide the actions of federal agencies and the states so as to assure the maximum public benefit from the management of western timber resources, including those under federal jurisdiction.

On the basis of prior public hearings conducted in Idaho, Oregon and California, the Task Force adopted the following policy recommendations at its December 12-13, 1974 meeting in San Francisco.

PUBLIC EMPLOYMENT

Findings

Due to inadequate congressional appropriations, there exists a substantial backlog of reforestation and timber stand improvement work which needs to be undertaken on national forest system lands. In its February, 1974 report to the Congress, the Office of the Comptroller General urged that such work be funded to assure that future national timber demands are met. Current economic conditions have resulted in

severe unemployment in the timber resource areas of the West. Increased public employment authorizations, particularly the recent expansion of the Comprehensive Employment and Training Act program, provide important opportunities for undertaking the recommended improvements on national forest lands.

Recommendation

It is recommended that Congress and the President of the United States provide the funding and authority necessary to expand public employment on the national forests directed at reforestation, timber stand improvement and related tasks in order to alleviate unemployment in the timber resources areas of the West and to assure future timber supplies for the nation.

It is recommended that each western state pursue, on an emergency basis and in cooperation with appropriate federal officials, the identification of specific public employment opportunities on national forest lands.

TIMBER SALVAGE

Findings

In its recent report on the subject to the Congress, the General Accounting Office concludes that the annual loss of timber due to natural mortality is equal to that amount harvested each year

from the national forests. Salvage or sanitation sales to recover dead or dying trees are, due to their small size and scattered location, difficult to negotiate under the limitations prescribed in existing federal law. The modernization of these limits or, in the alternatives, the express authorization of funds for the conduct of salvage or sanitation sales would contribute both to the biological integrity of the national forests and to the increased availability of forest products.

Recommendation

It is recommended that the Western States Legislative Forestry Task Force consult with the Chief of the United States Forest Service and interested members of Congress toward identifying the most effective means of expanding salvage and sanitation timber sales on the national forests.

NATIONAL ENVIRONMENTAL POLICY ACT

Findings

The National Environmental Policy Act has given increased visibility and improved public access to decisions affecting the management of the national forests. We heartily support such a purpose. Implementation of the Act has been handicapped, however, by inadequate statutory definition of those agency activities which come within its provisions requiring the preparation of environmental impact statements. Further, funds for implementing the Act (estimated at \$22 million per year) have not been expressly authorized by

Congress, but have been diverted, instead, from necessary on-going national forest protection and improvement programs.

The inadequacy of statutory standards and the insufficiency of implementation funds have given rise to litigation which has unnecessarily and unreasonably restrained the legitimate utilization of national forest resources.

Recommendation

It is recommended that appropriate committees of the Congress conduct oversight hearings concerning the impact of the National Environmental Policy Act on national timber management programs. Such hearings should evaluate the causes of legal actions currently restraining timber harvest programs and seek remedies to such disputes through the development of more precise statutory standards to guide implementation of the Act.

It is recommended further that funds for the implementation of the National Environmental Policy Act be so designated in the budget of the United States Forest Service in lieu of the present practice of diverting resource protection and improvement funds for such purpose.

FOREST ROAD FUNDING

Findings

United States Forest Service road construction standards, when applied to the development of roads required as a condition to timber sales, result in

roads which are superior in quality to those strictly required for the seasonal transport of forest products. The costs of such roads, beyond those costs properly allocable to timber sales activities, should be borne by the general public. Further, the excessive road development costs currently charged to timber sales reduce the net receipts from such sales and correspondingly reduce the shared revenue entitlements of local governments.

Recommendation

It is recommended that the United States Forest Service revise its policies for the allocation of costs to forest road developments to more accurately reflect the full range of public benefits accruing from improved national forest road facilities.

It is recommended, further, that Congress increase appropriations designated for national forest road development in order to facilitate resource protection and management capabilities and to enhance public use and enjoyment of the national timberlands.

RESOLUTION - FEBRUARY 22, 1976

RELATIVE TO THE CHRISTMAS TREE
INDUSTRY

The Western States Legislative Forestry Task Force finds that the Christmas tree industry represents an important economic activity within the member states. The Task Force is concerned by evidence presented to it that U. S. Forest Service officials have failed to recognize adequately the potential role of the national forest system in the production of Christmas trees and, thereby, have diminished Christmas tree harvest opportunities, adversely affected the domestic Christmas tree industry and reduced economic opportunities in the forest industry communities.

The Task Force recommends that the U. S. Forest Service review Christmas tree culture and harvest activities on the national forest system, in cooperation with persons knowledgeable about the Christmas tree industry, toward devising policies and programs to enhance Christmas tree production thereon.

RESOLUTION - JULY 26, 1975

RELATIVE TO AMENDING THE
WILDERNESS ACT TO PROVIDE A
TIMBER REPLACEMENT PROVISION
THEREIN

The Western States Legislative Forestry Task Force, having evaluated the national Wilderness Act program, finds that the unrestrained inclusion of public commercial forest land in the Wilderness Preservation System threatens to substantially diminish the timber production base of certain units of the national forest system, reducing, thereby, timber-related economic activity vital to the welfare of the people of the Western States.

The Task Force has determined that, in addition to wilderness classifications, other factors, such as disease and fire, have diminished the net timber productivity of the national forest system, diminishing, thereby, its ability to contribute adequately to the nation's forest products needs.

Finally, the Task Force finds that there is no deliberate national fiscal policy sufficient to enhance nor even maintain the timber productivity of national lands generally, nor to counteract timber losses attributable to wilderness classification of commercially-useful timber lands, specifically.

Based on the foregoing conclusions, the Western States Legislative Forestry Task Force recommends that the

Wilderness Act be amended to provide that each legislative measure incorporating national lands in the Wilderness Preservation System must, as well, authorize and appropriate funds to the Department of Agriculture or Department of Interior, as appropriate, to permit such agency to replace, on national lands available for harvest, the timber production lost to harvest as result of such a wilderness measure.

RESOLUTION

Be it resolved this 23rd day of March 1976, by the Western States Legislative Forestry Task Force that this statement of position be presented to the Congress.

The Western States Legislative Forestry Task Force, created by the state legislatures of Washington, Oregon, California, Idaho and Montana, strongly commends those members of Congress concerned with the disruptive impact on forest resource management and the economy resulting from the Monongahela and Tongass court decisions.

States within the jurisdiction of the Ninth Circuit Court of Appeals harvest about 85% of the total national forest timber, pay about 90% of the national forest gross revenues, and receive about \$112.5 million for roads and schools in national forest counties. Congressional action could directly and indirectly affect hundreds of thousands of jobs in the five western states.

The Western States Legislative Forestry Task Force also recognizes the need to preserve and enhance all of the productive elements of the forest resource base. We believe that this can best be accomplished by giving forest managers discretion in the use of proven management techniques.

We therefore wish to go on record as being in full support of the measure as introduced by Senator Humphrey and

Congressman Johnson (S. 3091 and H.R. 12503).

It has also come to the attention of the Western States Legislative Forestry Task Force that the President's Budget for the 1977 Fiscal Year proposes to cut Clarke-McNary, Section 2 funds from the \$22.596 million in congressional appropriations for the 1976 Fiscal Year to \$11.712 million. In addition, the Administration has declared its intention to phase out CM-2 appropriations completely in the 1978 Fiscal Year. Congressional appropriations for forest fire prevention and suppression under Section 2 of the Clarke-McNary Act, have been a vital factor in the protection of forest and water resources in the United States for fifty years. Without this federal support many states could not maintain their forest fire protection programs at the current levels.

The Western States Legislative Forestry Task Force therefore, strongly urges Congress to restore the full \$22.596 million CM-2 appropriations for the 1977 Fiscal Year and to resist any attempt to phase out CM-2 program in the future.

RESOLUTION

Be it resolved this 7th day of May, 1976, by the Western States Legislative Forestry Task Force, created by the state legislatures of Washington, Oregon, California, Idaho and Montana, that this resolution be presented to the Congress.

Whereas the Western States Legislative Forestry Task Force on March 23, 1976, resolved to support S. 3091 as introduced by Senator Humphrey;

Whereas S. 3091 has been significantly amended during the Senate mark-up sessions; and

Whereas the Western States Legislative Forestry Task Force opposes the following amendments:

1. Section 5, NATIONAL FOREST SYSTEM RESOURCE PLANNING (to amend in Section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974), subdivision (6) (H) (iv), stating:

"(iv) provide that increases in allowable harvest based on intensified management practices such as reforestation, thinnings, or tree improvement, shall be made only upon demonstration that such practices justify increased allowable harvests and that the outputs projected are being secured;"

2. Section 13, LIMITATIONS ON TIMBER REMOVAL (to amend new Sections 13 and 14 to the Forest and

Rangeland Renewable Resources Planning Act of 1974) subdivision (a) stating:

" The Secretary of Agriculture shall limit the sale of timber from each national forest to a quantity equal to or less than a quantity which can be removed from such forest annually in perpetuity on a sustained-yield basis. However, the Secretary may exceed the quantity sales limitation from time to time in the case of any forest so long as the average sales of timber from such forest over any ten-year period do not exceed such quantity limitation. In those cases where a forest has less than two hundred thousand acres of commercial forest land, the Secretary may use two or more forest (sic) for purposes of determining (sic) the sustained yield. "

3. Section 14, AMENDMENTS TO ORGANIC ACT (new Section 14) stating:

"(14) The length and the other terms of the contract shall be designated to promote orderly harvesting consistent with the principles set out in Section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended. . . The Secretary shall require the purchaser to file as soon as practicable after execution of a contract for any advertised sale with a term of two years or more, a plan of operation, which shall be subject to concurrence by the Secretary. The Secretary shall not extend any contract period with an original term of two years or more

unless he finds (A) that the purchaser has diligently performed in accordance with an approved plan of operation or (B) that the extension could be in the public interest."

4. Section 20, TRAIL SYSTEMS ACT (amends Section 4 out of the Act) stating:

"Sec. 4. The Secretary is authorized to provide for the acquisition, construction, and maintenance of forest development roads within and near the national forests and other lands administered by the Forest Service in locations and according to specifications which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management thereof, and for utilization of the other resources thereof. Financing of such roads may be accomplished (1) by the Secretary utilizing appropriated funds, (2) by requirements on purchasers of national forest timber and other products, including provisions for amortization of road costs in contracts, (3) by cooperative financing with other public agencies and with private agencies or persons, or (4) by a combination of these methods: or provided, that where roads of a higher standard than that needed in the harvesting and removal of the timber and other products covered by the particular sale are to be constructed the purchaser of the national forest timber and other products shall not be required to bear that part of the costs necessary to meet such higher standard, and the Secretary is authorized to make such arrangements to this end as may be appropriate. (16 U. S. C. 535)"

Be it resolved:

The Western States Legislative Forestry Task Force urges the United States Senate to defeat these amendments. The Task Force reaffirms its support of S. 3091 as introduced and should the amendments cited above not be defeated the Task Force will reluctantly be compelled to reverse its former position in support of S. 3091.

RESOLUTION

Be it resolved this 7th day of May, 1976, by the Western States Legislative Forestry Task Force, created by the state legislatures of Washington, Oregon, California, Idaho and Montana, that this resolution be presented to the Congress.

Whereas the federal government is a major landholder in the five Western States, and on many acres pay no local taxes;

Whereas The Public Land Law Review Commission concluded that existing revenue sharing laws are generally inadequate and have not kept pace with increasing financial needs of local jurisdictions;

Whereas previous in-lieu-of-tax proposals have been complex and expensive to administer;

Whereas local governments today, more than ever, badly need funds to support essential services;

Whereas H. R. 9719, in a simple and equitable manner, provides payments to local government for revenue losses cause by federal ownership;

Be it resolved:

The Task Force endorses H. R. 9719, as reported by the House Interior Committee and urges members of Congress to expedite its passage.

RESOLUTION

Be it resolved this 8th day of May, 1976, by the Western States Legislative Forestry Task Force, created by the state legislatures of Washington, Oregon, California, Idaho and Montana, that this resolution be presented to the Congress.

Whereas the Western States Legislative Forestry Task Force recognizes the need to protect water quality and strongly supports efforts to do so;

Whereas within the five Western States there are already programs of environmental control such as forest practices, coastal zone management, and stream channel alteration acts;

Whereas Section 208 of Public Law 92-500 provides that states shall have primary responsibility for monitoring water quality;

Whereas the present interpretation of Section 404 of Public Law 92-500 grants the Army Corps of Engineers powers of permit control over water quality beyond that intended by Congress, and this is an inappropriate function for the Corps and likely to create administrative confusion; and

Whereas immediate action, prior to July 1, is necessary to prevent the adverse effects of this interpretation from taking place;

Be it resolved:

The Western States Legislative Forestry Task Force supports the "Breux Amendment" to H.R. 9560, as adopted by the House Committee on Public Works and Transportation on April 13, 1976, which clarifies the definition of "navigable waters" and the Army Corps of Engineers' authority to regulate dredge and fill activities.

RESOLUTION

Be it resolved this 8th day of August, 1976, by the Western States Legislative Task Force, created by the state legislatures of Washington, Oregon, California, Idaho and Montana, that this resolution be presented to the Congress.

Whereas the various multiple uses in the national forests compete for the land use base;

Whereas Congress has not reviewed the recommended plan proposed by the United States Forest Service under the Forest and Rangeland Renewable Resources Planning Act of 1974;

Whereas as a result Congress has failed to explicitly define priorities and national targets for the desired level of each use;

Whereas the failure to define priorities and target levels for each use has resulted in haphazard, de facto land use planning in the national forests;

Whereas, in the absence of targets, there has been a continuing withdrawal of national forest land for non-timber uses;

Be it resolved:

The Western States Legislative Forestry Task Force urges Congress to review the recommended plan submitted by the U.S. Forest Service under the Forest and Rangeland Renewable Resources

Planning Act of 1974.

The Task Force further urges Congress to set national targets for the production of outputs from the national forests.

The Task Force also urges that Congress review the timber supply needs of the country to see that targets set for non-timber uses do not prevent the attainment of timber supply goals.

RESOLUTION

Be it resolved this 8th day of August, 1976, by the Western States Legislative Forestry Task Force, created by the state legislatures of Washington, Oregon, California, Idaho and Montana, that this resolution be presented to the Congress.

Whereas the Western States Legislative Forestry Task Force supports legislation that provides flexibility to the U. S. Forest Service to manage the national forests in their diverse conditions;

Whereas strong directives are proposed to protect the environment in the development of timber harvest plans;

Whereas HR 15069 is substantially consistent with the introduced version of HR 12503 as supported by the Task Force;

Be it resolved:

The Western States Legislative Forestry Task Force endorses HR 15069, the National Forest Timber Management Reform Act of 1976, as reported by the Forests Subcommittee of the House Agriculture Committee.

RESOLUTION

Be it resolved this 8th day of August, 1976, by the Western States Legislative Forestry Task Force, created by the states legislatures of Washington, Oregon, California, Idaho and Montana, that this resolution be presented to the Congress.

Whereas massive insect infestations of our national forests and nearby private timberlands have disrupted desirable long term management and multiple use goals;

Whereas the mountain pine beetle infestation alone has reached epidemic proportions and already destroyed well over a billion board feet;

Whereas current research levels are so inadequate and response times so slow as to allow defoliating and tree-boring insects to cause major damage directly and through the severe fire hazard presented by dead or defoliated trees;

Whereas it is well known that the younger and stronger trees produced by more intensive forest management are known to be far less vulnerable to insect infestation and fire;

Whereas projected losses will not only disrupt production of needed wood products, but will also intensify the destruction of wildlife habitat and increase levels of unemployment in the

wood products and housing industries;

Therefore, be it resolved that the Western States Legislative Forestry Task Force urges Congress to:

- (1) Order completion at the earliest possible time of the Western Forest Insect Issues Study now being conducted by the U.S. Forest Service;
- (2) Fund an expanded insect research and control program for the western forests;
- (3) Create summary procedures to reduce the time necessary to register and to apply approved pest controls;
- (4) Fund more intensive timber management and salvage programs in areas of actual or high potential infestation;
- (5) Instruct the U.S. Forest Service to develop cooperative programs with state and private owners to encourage maximum access to infested areas by, for example, waiving road fees on national forest roads.

J WILSON STEEN Chairman
Idaho State Senator

ROBERT J. BROWN, Vice-Chairman
Montana State Senator

CALIFORNIA

Senator John Garamendi
Senator Ray Johnson
Assemblyman Barry Keene
Assemblyman Norm Waters

IDAHO

Senator Kermit Kiebert
Representative Gary Ingram
Representative C. Wendell Miller



OREGON

Senator Ted Hallock
Senator Mike Thorne
Representative Bud Byers
Representative Robert "Bob" Brogioni

WASHINGTON

Senator Lowell Peterson
Senator Pat Wanamaker
Representative John Martins
Representative Art Morcau

MONTANA

Senator John Manley
Representative Dorothy Bradley
Representative Joe Kanduch

RICHARD A. ROBYN
Executive Secretary

STATEMENT BY THE WESTERN STATES
LEGISLATIVE FORESTRY TASK FORCE TO THE GOVERNORS

My name is Barry Keene. I am a member of the Legislative Assembly in the State of California and am privileged to represent the North Coast Counties. I have, from its inception, been a member of the Western States Legislative Forestry Task Force. These remarks are on behalf of that Task Force.

The Western States Legislative Forestry Task Force was formed several years ago by concurrent actions of the State Legislatures in Montana, Idaho, Washington, Oregon and California. Each of the Legislatures appointed two Senators and two Representatives, or Assemblymen, to the Task Force. Creation of the Task Force reflected increasing concerns in our states about the management of the forest resources, particularly on Federal lands. The increasing importance of the forest resources to the economy of these states and the increasing demand for forest lands for recreation and wilderness uses was becoming apparent to all of our legislative bodies.

The first Chairman of the Task Force was Senator Randolph Collier of California. The present Chairman is Senator J. Wilson Steen from Idaho. We meet several times a year in the states represented on the

Task Force and have heard on the occasion of each of its meetings from recognized authorities representing a variety of viewpoints on various issues involving forest land management. The Task Force has studied and made its views known with respect to the implementation of the Resources Planning Act that was passed by Congress in 1974.

We were actively involved in seeking a resolution of the Monongahela problem which led to the passage of the National Forest Management Act in 1976. The Task Force has also presented positions in support of the traditional oral auction bidding procedure for Forest Service timber.

At the most recent meeting of the Legislative Forestry Task Force in Missoula, Montana, the Task Force discussed the second roadless area review and evaluation being carried on by the U. S. Forest Service. This issue is now generally known by the acronym of RARE II. The group unanimously felt that this roadless area question was the most serious forest resource issue with which we had yet dealt. It was this view that led to the unanimous decision to call for this meeting with the chief executive officers, or their representatives, of the five member states and Alaska. We wished to discuss the RARE II problem and to evaluate how each of the states might provide the most meaningful input to help resolve the problem.

The issue we are really addressing is how a large percentage of the National Forests in our states should be managed and for what purposes. A brief recital of how decisions have been made, or not made, for the National Forests will help to put our current dilemma in perspective. There are approximately 187 million acres of National Forest land in the National Forest System -- the national forests and national grasslands.

Management decisions on much of this land has not been difficult. Much of it is grassland and, therefore, its management for grazing and watershed protection has been almost a foregone conclusion. Significant parts of the System contain some of America's most treasured wilderness and have been so designated. Indeed, it is in the National Forests that the Wilderness System started nearly two generations ago.

However, at the beginning of this decade, the Forest Service had designated 50 percent of the total acreage as commercial forest land -- land capable of producing 20 cubic feet per acre per year of commercial forest crops, and also land that was, in fact, available for the harvest of commercial forest crops (as distinguished from commercial forest land in wilderness areas or other types of land withdrawals). It is important to keep in our mind that this represented 96 million acres of commercial forest land in the National Forest System. The annual allowable cut of 13.7 billion board feet was based on this acreage and the timber it contained.

Going back several decades, the planning on the commercial forest lands of the National Forest System has been conducted, summarized and published in documents called "Timber Management Plans". Until very recent years, the Timber Management Plan was the only planning document and was the key decision-making process respecting the commercial forest lands. The Timber Management Plan determined the management prescription for these forest lands. The plan considered all multiple use values, determined the volumes of standing timber, the current and prospective growth rates, applied Forest Service policies to the harvest scheduling, and for the ten-year period of the plan, determined an annual allowable

cut. This cut was the basis for the timber selling program. The procedures and requirements for timber management planning were and still are spelled out in regulations of the Secretary of Agriculture. Among other requirements, these regulations require that Timber Management Plans be redone every ten years.

In 1960, Congress passed the Multiple Use Sustained Yield Act which provided broad new guidelines for the management of the National Forests. After passage of this landmark piece of legislation, the National Forests started to develop Multiple Use Plans. Generally, such plans were prepared on each Ranger District. These plans, more precisely than ever before, guided management on the commercial forest lands and other lands in the Ranger Districts. Timber Management Plans, in turn, as they were revised on their ten-year cycle, reflected the management directions contained in these Multiple Use Plans.

It was in the late 50's and early 60's that the problem concerning the commercial forest lands surfaced. Commercial timber harvesting in the National Forests started in most areas after World War II. Prior to that time, commercial timber operations on the National Forests were either minor or nearly non-existent. We have, then, been harvesting timber from the National Forest commercial forest land base for about thirty years. I am told that on the average somewhere between 40 and 60 percent of the commercial forest land upon which the annual allowable cut is based, has been entered. That means some timber harvesting and roadbuilding has occurred on approximately that amount of the commercial land base. I do not have a firm estimate, but it appears reasonable that somewhere between 30 and 45 million acres of commercial forest land

base is unroaded, or roadless. Crucial to an understanding of our dilemma is a realization, however, that the timber sale programs on these Western forests over the past years have been based on all of the commercial forest land base, both roaded and unroaded. The timber sale programs have been based on the explicit assumption that the roadless area component of the commercial forest land base would, in due course, be developed or roaded in some fashion or other. In the late 50's and earliest years of the 60's significant controversy began to develop about the undeveloped or unroaded portions of the commercial forest land base. Pressure began to develop that these unroaded areas should remain unroaded and undeveloped.

Perhaps the first specific reflection of this concern was a letter from Senator Henry M. Jackson of the State of Washington to Secretary of Agriculture Orville Freeman in early 1961, raising concern about these undeveloped commercial forest lands in certain parts of the high country of the North Cascades. Senator Jackson requested that the Department of Agriculture review its policies regarding this high country. This request led to a thorough review on the National Forests in the Oregon/Washington region of management directions on the commercial forest lands in the high country. This study took place in 1961 and led to policy announcements in late 1962 known as the High Mountain Policy for Region Six. The policy delineated four broad resource associations. Each of these associations had key value delineations. In some associations, timber production was a key value and in other associations it was not. The Forest Service carefully stayed away from delineating

specific zones or uses on a map, but rather emphasized multiple use considerations, using the concept of key values. Also, in the decade of the 60's, was the great debate and study in the North Cascades in the State of Washington, leading to the creation by Congress of the North Cascades National Park.

Another key piece of legislation pertinent to today's dilemma was the Wilderness Act passed by Congress in 1964. That Act created a National Wilderness Preservation System. Only lands designated by Congress could be placed into this system, which was to be managed under specific legislative guidelines, calling for a concept of pure wilderness. The Wilderness Act blanketed into the Wilderness System all the existing wilderness and wild areas of the National Forests. Parts of the National Forest System designated at that time as primitive areas were to be studied within a ten-year time frame and recommendations made to Congress for inclusion or exclusion from the Wilderness System. Litigation after the passage of the Wilderness Act settled that lands contiguous to primitive areas under study should also be left in a primitive condition until these studies had been completed and a decision by Congress made. The 1964 Wilderness Act establishing the National Wilderness Preservation System contemplated that the System would be made up of lands from the national forests, national parks and wild life and game refuges, administered by the Fish and Wild Life Service. The national park and refuge lands were also to be studied within a ten-year time frame and recommendations made to Congress respecting lands within these two systems which should be a part of the Wilderness System.

Despite the deliberations and processes just enumerated, the controversy concerning the undeveloped or unroaded portions of the National Forest commercial forest land base continued to escalate through the decade of the 1960's. In response to this increasing controversy, then Chief of the Forest Service, Ed Cliff, by Forest Service Manual dated June, 1967, told the Regions that they should prepare an inventory of roadless areas. The Manual also prescribed standards for selecting the roadless areas and indicated that the inventory of roadless areas should be submitted by the Regions to the Chief's Office by June 30, 1970. In 1969, reflecting the fact that the Regions had not yet really begun to assemble this information, another Manual release was issued extending the deadline for submission of the material to the Chief's Office to June 30, 1972.

The objective of Chief Cliff, I understand, was to obtain an inventory of roadless areas (areas not already in the Wilderness System or in primitive areas then being studied) so that that portion of the roadless inventory which was thought to be suitable and needed as possible wilderness could be withdrawn from development of any kind (commercial forest land and timber withdrawn from the allowable annual cut base) until a more detailed study of each area's wilderness potential could be undertaken following the ten-year evaluation of the then existing primitive areas. It was Chief Cliff's hope that the remaining areas could continue under multiple use management, including timber harvesting, without controversy.

On January 1, 1970, fate intervened in the form of another landmark piece of legislation, the National Environmental Policy Act (NEPA).

Germane to our discussion, Section 102(c) of NEPA mandates that Federal decisions and proposed actions having a significant impact upon the environment should undergo a process known as the Environmental Impact Statement. NEPA mandates that actions under the purview of NEPA should be done by interdisciplinary teams and public involvement is mandated. The relationship between Section 102 of NEPA and proposed timber sales in roadless areas was not long in surfacing. Because of the implications of NEPA, Chief Cliff sent a memorandum to the Regions in 1971 which ordered them to submit their roadless inventories and their recommendations respecting the future of these roadless areas to Washington by June of 1972. The process, four years after the first Manual instruction, began in earnest. This study, announced in 1967, but really starting in 1971, is now known as RARE I (Roadless Area Review Evaluation -- first time). In June of 1972, the Regions did submit their list of roadless areas and their recommendations respecting those areas to Washington. 56 million acres of National Forest land (much of it commercial forest land) not then contained in any wilderness or primitive area, were identified. When the Regions presented their recommendations to Washington in the summer of 1972, it was stated that the lands not recommended by the Region for withdrawal for wilderness study would be immediately available for management, including timber harvesting. Environmental groups protested that there was grossly insufficient time in the summer of 1972 to evaluate 56 million acres of land. An impasse developed and the National Resources Defense Council (NRDC) took the Forest Service to Court. The NRDC asked the Court to mandate that no inventoried roadless area could be entered for development of any kind without going through

the procedure prescribed by Section 102(c) of NEPA. In other words, the inventoried roadless areas would have to undergo a land management planning process accompanied by an EIS before any development could take place. In an historic meeting which took place in the chambers of Federal District Judge Conte in San Francisco on December 1, 1972, the Forest Service agreed with the position of the NRDC and put out Forest Service Manual releases spelling out the new procedure. Based on these representations and the Manual releases, Judge Conte dismissed the lawsuit.

During 1973, the Forest Service concluded its RARE I process and issued its final EIS for RARE I -- a single document for the entire 56 million acres throughout the West. The RARE I decision was that about 12 million acres of the 56 million acres of roadless inventory should be withdrawn from any development pending detailed study and recommendation to Congress for wilderness. Concurrently, the annual allowable cut of the National Forests was reduced from 13.7 billion board feet to 13.3 billion board feet. The remaining 44 million acres of land as per the Conte lawsuit were to go through the land planning process, including EIS procedure. However, the commercial forest land in this 44 million acres continued to be a part of the allowable cut base upon which current timber sale programs are founded.

In the late 1960's, the Forest Service started discussing the pros and cons of a second planning system -- a system that was to be in addition to the Timber Management Plan System required by regulation. In 1972, instructions were sent by the Washington Office of the Forest

Service to the Regions describing this newly adopted second planning system referred to as Land Management Planning as distinct from Timber Management Planning. As a result of the Conte litigation, the Land Management Planning System of the Forest Service has blossomed and for several years now we have had parallel planning systems in effect.

Two seemingly minor, but truly significant, events followed. (1) The Forest Service designated on each of the National Forests large numbers of planning units for which Land Management Plans and EIS's would be prepared. On some forests, I understand as many as 60 individual units were to be planned. (2) Environmental groups made a presentation to then Secretary of Agriculture Earl Butz that in each Land Management Plan and EIS containing roadless areas, wilderness should be considered as an alternative. Secretary Butz concurred. In the past five years, some areas of the Western National Forests have gone through and completed Land Management Planning. Well over half of the roadless areas covered in these plans in the past few years are designated by the plans to remain roadless. Despite the fact that some progress has been made in five years in making land allocation decisions, in many parts of the West, Land Management Planning has bogged down, due to a series of appeals and threatened litigation. One of the principal forests in my own District, the Six Rivers National Forest, has yet to implement a final decision on a Land Management Plan. The result has been a serious deterioration in the timber sale program in that forest.

Two plans have been completed. One is under administrative appeal and the other is being contested in court. The USFS made a settlement

agreement which required them to produce a supplement to the EIS.

Because of this, no timber sales can be offered in these units.

The result of the increasing inability of the Forest Service to make land management decisions respecting the roadless areas has meant that the current timber sale programs have had to be concentrated for many years in areas that had already been roaded and in areas from which timber had already been sold. In many of the Western National Forests, this process cannot continue without serious environmental damage. In some Western forests which were heavily roadless, the timber sale programs have already been eroded seriously or completely halted. The best public record to date of this spreading crisis and its impending severity is contained in the record of two U.S. Senate Energy Committee hearings conducted in the State of Idaho this year by Senator Frank Church. Many of the forest industry dependent communities in Idaho spelled out the urgency for resolving decisions on the roadless areas so that their communities could continue to exist, stark testimony to the fact that the Land Management Planning process of the Forest Service, encumbered as it is by NEPA, has bogged down.

The Department of Agriculture has recognized this crisis. Assistant Secretary of Agriculture Rupert Cutler announced earlier this year a new process called RARE II (Roadless Area Review and Evaluation -- second time). RARE II involved the making of a new inventory of roadless areas under significantly different criteria than in the RARE I process. On the 18th of November in the Federal Register, the new inventory was announced. The new inventory of roadless areas contains about 56

million acres. All of the RARE I areas selected for study for wilderness are now abolished and are made part of the RARE II roadless inventory of 66 million acres. It is the Department's intention to evaluate the 2,100-plus roadless areas containing this vast acreage of National Forest land and come up with decisions by the end of 1978. The decision would place this land into three categories. The first category will be lands to be submitted to Congress for inclusion in the National Wilderness Preservation System. The second category will be lands that should be continued under multiple use management, including timber harvesting. The third category of lands will be those where further study is required. The whole RARE II process will be accompanied with an Environmental Impact Statement. The impact statement will of necessity, be similar to the statement which accompanied the RARE I process. It will be nationwide in scope -- programmatic. Even though the Forest Service indicates the impact statement accompanying RARE II will in some way or other be broken down on a state-by-state basis, the type of EIS contemplated will, of necessity, be vastly different from the type of impact statement necessitated by the Conte litigation. Attorneys familiar with environmental law with whom I have discussed this subject are unanimous about two things: (1) the type of EIS contemplated by the Forest Service for returning roadless areas to multiple use management is unlikely to withstand legal challenge; and (2) even in the unlikely event that such a procedure would withstand legal challenge, tremendous delays caused by appeals and litigation before arriving at final decisions would be inevitable.

The course for resolving the roadless area problem has been blazed by Senator Church of Idaho in what is known as the "Gospel Hump Case". To eliminate the threat to a substantial Idaho community, caused by the inability of the Forest Service to make timber in roadless areas available for harvest, Senator Church asked that local environmental groups and local interested citizens negotiate for a compromise in the Gospel Hump area. The local groups, under dire economic duress, did finally agree to a Gospel Hump compromise. Senator Church has inserted that compromise in the American Endangered Wilderness Bill which is now going through Congress. The essence of the Gospel Hump compromise was the instant creation of a 206 thousand acre wilderness area, the circumvention of the National Environmental Policy Act for a few years with respect to the management of 45,000 acres which would be available immediately for timber harvest. With respect to an additional 92,000 acres, additional planning should take place for multiple use with the timber to continue as a part of the allowable harvest base. A key fact about the Gospel Hump legislation is that with respect to the lands to be returned to multiple use, the legislation bypasses the National Environmental Policy Act for a few years. NEPA is a creation of Congress and only Congress can change it.

The impact of one other recent piece of legislation deserves comment. The Resources Planning Act passed by Congress in 1974 required that the Department of Agriculture prepare an assessment of the fiber needs of the United States. The Act also required that the Department come up with a program for the National Forests that would best fulfill the need

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American Endangered Wilderness Bill. This bill contains several wilderness area designations in at least seven Western states. One of the things we are observing is that with respect to the decisions for wilderness designation in each state, the Congressional Delegation from that state has great influence. We are also observing that the process by which the Congress can take testimony and evaluate tradeoffs in their proper context is limited. Recognizing these realities, the Legislative Task Force feels that each Western state has a major role to play in evaluating the National Forest land situation in its state and in making its own recommendations to its own Congressional Delegation respecting the resolution of RARE II. On several occasions this year, officials of the Department of Agriculture have urged environmental and user groups to get together and try to work out compromises. This process is unwise and unworkable. It is unrealistic to expect such agreements except under dire economic distress such as in Central Idaho. Where lies the public interest in such a process? We feel the states have a role in trying to evaluate the public interest in each state and that we may be able to assist our respective Congressional Delegations, leaving finally to Congress the responsibility of seeing that the national interest is satisfied. The Task Force recognizes that some states may not wish to become involved in this process. We also recognize that states who may become involved will do so in different ways. We only urge that each state does become involved and involved in depth.

In coming to grips with the roadless area problem, two basic steps are involved:

I. Collection and presentation of basic information

A. Preparation of maps and accompanying statistical information showing the commercial forest land base for each National Forest within a State at the beginning of this decade. Information is needed about the forest land base, by forest, that made up the 96 million acres of commercial forest land in the National Forest System which was mentioned above.

B. Preparation of map overlays and accompanying statistical data describing what has happened to the commercial forest land base, by forest, since the beginning of this decade.

C. Preparation of map overlays and statistical data relating to the RARE II inventory, including the amount of commercial forest land and timber inventory included.

D. Display of the current five-year timber sale program for each forest for the purpose of determining the degree of threat the roadless area problem has to the local communities. This information would indicate how much time there is left to resolve the problem.

E. Preparation of maps and accompanying data showing the existing wilderness areas, primitive areas officially designated wilderness study areas, areas withdrawn from timber harvest through other land designated, such as disbursed recreation zones, semi-primitive areas, high mountain zones, etc.

F. Accumulation of information, by states and forests, if possible, of the commercial forest land base upon which the RPA timber production goals were predicated.

G. Collection of information about the amount of wilderness areas, by states, upon which the RPA wilderness program was established.

H. Any other significant information.

Two types of assistance would be needed in obtaining this basic information. One would be forestry expertise that could obtain the basic forestry and land information necessary. In addition, expert public relations help would be required to assist in taking the basic information and putting it in form that could be readily understood by laymen such as ourselves and the general public. Too often masses of information become meaningless because they are simply incapable of being understood.

The Task Force sees some merit in the possibility of the data-gathering being done on a centralized basis. We note that the Pacific Northwest Regional Commission is now funded and is beginning a major forestry policy study. It might be possible for the acquisition of the data to be done under the leadership of the Northwest Regional Commission with the States of Montana and California contributing on some appropriate basis. The advantages of a centralized data-gathering operation are, among others, cost efficiency, standardization of data and concepts, and time. Time is of the essence in starting the collection of the basic data. We are assured of complete cooperation of the Forest Service in the effort.

II. Following the collection of the information there would then need to be an evaluation and, ultimately, a recommendation respecting

the disposition of the roadless areas contained in RARE II. Each state would have to decide this process for itself.

This Legislative Task Force would be pleased, from time to time, to provide a forum for reports on the activities and efforts of each of the states. Any other suggestions for help from the Task Force would be appreciated.

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COMMITTEES
STATE AFFAIRS
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TRANSPORTATION

Idaho State Senate

ASSISTANT MAJORITY LEADER
CAPITOL BUILDING
BOISE

June 10, 1977

MEMO TO: Idaho Legislative Council

FROM: Senator J. Wilson Steen, Chairman
Western States Legislative Forestry Task Force

Since its inception, in 1974, the Western States Forestry Task Force has developed into an effective liaison between the legislative bodies of the member states, the national congress, and federal agencies involved with forest management.

As particular issues affecting forest management arise, i.e., clearcutting, sealed or oral bidding of timber sales, wilderness areas, drought, etc., the Task Force considers the issue or problem, especially with respect to legislative action that may be needed to help solve or relieve the problem.

The WSLFTF has experienced excellent cooperation from involved agencies of government, industry, and other interested groups who appear before the Task Force, giving testimony and answering questions.

After the Task Force arrives at a decision, their recommendation is usually submitted to all concerned in the form of a Resolution, many times supported by correspondence from each Task Force member to his Congressional Delegation, or from the Executive Secretary of the Western States Legislative Forestry Task Force.

Because of certain federal legislation and new agencies of the federal government, such as the EPA, it became apparent to some of the legislators of the western states that the impact on forest management would be far-reaching, therefore, the Western States Legislative Forestry Task Force was originated to give the five western states who possess and depend a great deal upon forest products a unified position when considering proposed changes of forest practices under the EPA and Resources Planning Act.

One of the first issues the Task Force became involved in was the clearcutting problem brought on by the injunction prohibiting clearcutting of forest lands after the Monongahela and Tongass National Forest decisions. The Task Force reviewed the case and decided it was important enough to travel to

Washington, D.C., as a full committee group to meet with out Western Congressmen and testify before Congressional committee hearings being held on proposed legislation concerning clearcutting in forest management. The Task Force believes this trip was effective in influencing Congress to take a moderate approach to clearcutting laws and regulations that apply to forest management practices in our western states.

Another issue of great importance to the existence of many western communities dependent upon forest products that the Task Force considered and took action on was sealed or oral bidding of timber sales on national forest land. There was a strong effort by a few congressmen to exclude oral bidding of timber sales because of the possibility of collusion among the bidders. After considerable study and information brought before the Task Force, the committee felt going to exclusive sealed bidding of timber sales would not be fair or beneficial to the forest product industry and took a position of opposing only sealed bidding and recommended both oral and sealed bidding be used in timber sales dependent upon circumstances of community dependence and collusive bidding practices. The Task Force felt strongly enough about this to send the Chairman to Washington, D.C., in February 1977, to testify before the Agriculture Department Forest sub-committee who was holding hearings on sealed and oral bidding practices of timber sales. The WSLFTF believes their input into this issue was beneficial in helping influence the drafting of new rules and regulations that appear to be reasonable for sealed and oral bidding of timber sales, and provides protection to communities dependent upon forest resources.

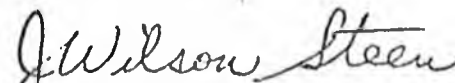
Other issues and problems considered by the Task Force have been water quality problems related to forest practices and management and the changes that would prevail if the Corps of Army Engineers were given exclusive management control over all waters of our nation under the Environmental Protection Act. The Task Force has taken the position that sufficient regulation and management of water quality as it relates to forest practices can be adequately administered by the individual states through their own environmental agencies and the Forest Practices Act, where enacted. The Task Force recommended the federal government retain the original definition of a navigable stream, as used by the Corps of Army Engineers in their past administrative functions and not give them full jurisdiction over all waters and wet lands of our country.

The latest concern and study being performed by the Task Force is on the drought and the effect it is having upon forest management. Considerable testimony was presented at the last Task Force meeting in San Francisco on June 4-5. Dr. Pierre St. Amant, who is with the U.S. Naval Meteorology and Weather Modification Department gave a very interesting speech on weather history, presenting a film made by using satellite weather surveillance photographs put together in a sequence covering the year of 1976. As the film progressed, Dr. St. Amant explained the action of the cloud movements and resulting weather conditions. The Task Force was surprised to learn there does not seem to be any research or extensive study, federal or state, in long range weather forecasting. Dr. St. Amant indicated there are possibly three studies being made on a university level, but their resources are limited because of funding. The Task Force did take action by drafting a resolution recommending federal and state support of an extensive study for long range weather forecasting. This could be quite important in determining programs for drought administration.

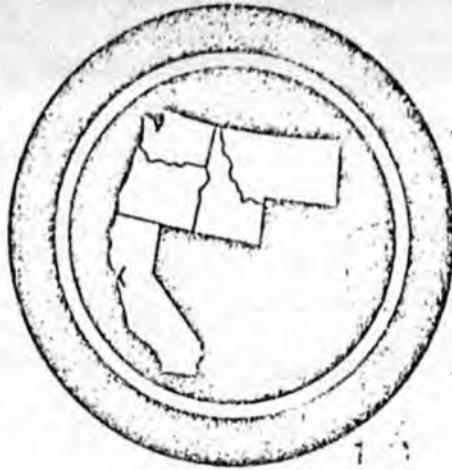
The issue of Instant Wilderness expansion was also reviewed at the San Francisco meeting. The Task Force has been considering various wilderness proposals throughout the existence of the committee. The instant expansion of wilderness boundaries without following previous study and hearing procedures was opposed by the committee. The Task Force felt an instant expansion of wilderness boundaries would result in a sudden adjustment affecting forest related industries thus causing an immediate change in the economic base of dependent communities. If further expansion of wilderness areas is needed and feasible it should be done after adequate study and on a time frame to provide community adjustment.

Many other forest management related subjects are also considered by the Task Force but we have covered only the major ones in this report because of the length of a report needed to detail the full work of the committee. Insect control, other diseases of timber, endangered species both fauna and flora, recreation uses, and wild life are some of the other subjects considered.

Respectfully submitted,



J. Wilson Steen, Chairman
Western States Legislative
Forestry Task Force



August 14, 1977

Representative Mike Miller
Chairman, Alaska Legislative Council
Pouch V
Juneau, Alaska 99811

Dear Representative Miller:

The Western States Legislative Forestry Task Force has authorized me to communicate with you in the hope of initiating a dialogue with the aim of bringing the great state of Alaska into the Task Force's membership.

The Task Force is comprised of twenty state legislators, (two Senators and two Representatives), from the states of Idaho, Montana, California, Oregon, and Washington. We meet approximately every two months to review national legislative proposals and to analyze actions and budgets of federal agencies having jurisdiction over public resource lands. After receiving expert testimony in various forestry-related matters and exchanging our ideas and opinions, we generally take action on common problems. As a member of the Oregon delegation since the creation of the Task Force, I can say we have defined a number of common problems and have taken concerted action all to the member states' benefit. The membership of the Task Force believes that Alaska may share the same concerns in forestry-related matters and that it would prove mutually beneficial if Alaska was a member of the Task Force.

For your information and review I am enclosing herewith copies of our Annual Report, dated December 15, 1976, which outlines our past activities and sets forth our income and budget; our financial summary as of April 30, 1977; and, a report submitted by our Chairman, Senator J. Wilson Steen of Idaho, to his Legislative Council.

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We have just completed our August 13 and 14 meeting in Spokane, Washington, and I am enclosing herewith, in addition to the above, a copy of our agenda. Our next meeting will be held in Montana in October.

I sincerely hope you will find the material of interest and are able to consider our membership offer in the near future. We would be most happy to meet with you to discuss this matter further if you so desire.

Sincerely,

Representative
Bud Byers

Enclosures (4)

cc Senator J. Wilson Steen
Representative Hugh Malone
Senator John L. Rader

BB:RAR