RESOURCES PLANNING ACT (USFS)

Alaska State Legislature

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Senate

Committee on Resources

MINUTES

February 6, 1984
3:11 pm

House Resources
Room 118, Capitol

MEMBERS PRESENT

Senator Fahrenkamp, Chairman
Senator Ziegler, Vice Chair
Senator Eliason
Senator Paul Fischer
Senator Vic Fischer
Senator Mulcahy
Senator Sturgulewski

Rep. Ringstad, Co-Chair
Rep. Shultz, Co-Chair
Rep. Bussell
Rep. Cowdery
Rep. Goll
Rep. Larson
Rep. Liska
Rep. Uehling
Rep. Vaska

CALENDAR

Briefing by U.S. Forest Service on RESOURCES PLANNING ACT (RPA)

Conrad Rienke, U.S. Forest Service Information Office, explained that the Resources Planning Act (RPA) created a nationwide program that sets the framework for the development of resources within our National Forests. He introduced a film that reviewed the current program.

Bill Edwards, Regional Administrator, RPA, U.S. Forest Service, outlined the nine possible alternatives currently proposed as development plans by the U.S. Forest Service. Using charts, he explained how each alternative would affect: research, anadromous fish, wilderness, timber harvests, cost of services, State and Private Forestry Program, reforestation, improved utilization of wood, and marketing.

Jim Caplan, Information Officer and Legislative Liaison, U.S. Forest Service, stressed the importance of public comment and review in the process of developing this assessment.

The meeting adjourned at 4:40 pm.

Chapter 2:

Program Alternatives and Their Comparison

INTRODUCTION

Chapter 2 displays and compares nine alternative programs for the 1985 Program Update. These alternative programs represent differing mixes of resource emphasis. Consequently, progress toward achievement of specific national goals would vary by alternative.

This chapter is the focal point of the Draft Environmental Impact Statement (DEIS) and (1) outlines the process used to develop the alternatives, (2) describes the alternatives that were considered but eliminated from detailed study, (3) describes the alternatives considered in this DEIS, including the alternative of no action, and (4) provides data for comparison of the alternatives.

DEVELOPMENT OF THE ALTERNATIVES

The RPA Program alternatives are based on data and information developed in National Forest System planning, State forest resource planning, and extensive field level input on research program planning. The International Forestry portion of the alternatives was derived from a special study.1/ For more explanation of how data were developed see appendices D, I, and J.

Each alternative is a complete program option that presents a different combination of management activities, technical assistance, and research which in turn, produces varying output levels of goods and services.

1/ Doolittle, Warren T., 1983. International Forestry Program for USDA Forest Service. Society of American Foresters. Bethesda, MD. Unpublished Report.

The following guidelines were used to develop alternatives:

- Each alternative should be achievable.
- A "no action" alternative should be formulated that shows the most likely conditions expected to exist in the future if current direction from the 1980 RPA continues.
- Alternatives should reflect a broad range of resource outputs and expenditure levels.
- Each alternative should represent the most cost-efficient combination of management and other activities that meet the objectives established for the alternative.
- Each national goal and issue should be addressed in one or more alternatives.
- A reasonable number of alternatives should be examined. Those that duplicate costs and resources' emphases should be eliminated from further consideration.
- Alternatives should provide a realistic and achievable transition from current program and budget levels.
- Alternatives should reflect rational, professional judgment.
- Alternatives should consider policies regarding increased productivity.
- Alternatives should be realistic in terms of workforce and contracting capabilities.
- Alternatives should be sensitive to the need for key investments that are the basis for future outputs. Examples include reforestation, timber stand improvement (TSI), and road construction.
- Alternatives should be based on sound economic, social, and biological management principles. Special attention to these principles is required when considering the need for new capital investments versus operation and maintenance costs.
- Alternatives should consider the capability of cooperators to finance their proportionate share of programs.
- Alternatives should recognize historical budget trends, and that specific programs can differ in rate of increase or decrease.

- At a minimum, individual resource objectives should comply with legal requirements.

- All alternatives should be designed to prevent significant impairment of the land's productivity.

ALTERNATIVES CONSIDERED AND ELIMINATED FROM DETAILED STUDY

Some alternatives were initially considered but eliminated from further analyses. These alternatives were generally of two types: alternatives based on several budget increments, and alternatives based on existing functional and multiple use plans. A brief description and the rationale for their elimination follows:

Budget Increments

Budget increments were initially considered as a means of determining alternative levels of output for the 1985 RPA Recommended Program. This "budget increment" approach did not provide the opportunity to reflect the resource mixes based on National Forest land management plans or State forest resource plans. It made budget the primary determining factor for program alternatives, rather than responding to needs in the Assessment. Finally, it did not provide for design of alternatives that directly addressed the national goals.

Existing Direction Alternative

An "existing direction" or multiple-use alternative was examined which provided levels of goods and services if existing management plans were extended into the future. This alternative would have been based on existing National Forest multiple-use plans, timber-management plans, and a number of other functional resource plans.

This alternative was eliminated from further consideration in lieu of the integrated plans currently being developed for National Forests.

LEGISLATIVE PROPOSALS

During development of the alternatives, two potential legislative proposals were conceived. Both are opportunities to increase revenues from specific uses of the National Forests. The increased revenues would be used to increase investments to maintain or improve the goods and services from the National Forests.

The first proposal affects the range opportunity area. The Public Rangeland Improvement Act (PRIA) of 1978 established the current grazing fee formula on a 7-year trial basis from 1979 to 1985. By December 31, 1985, the Secretaries of the Interior and Agriculture are to report to Congress

"... their evaluation of the fee formula established in... this Act and other grazing fee options, and their recommendations to implement a grazing fee schedule for the 1986 and subsequent grazing years." Beginning with 1986, grazing fee legislation could be enacted which would allow implementation of a fee system that would (1) achieve fair market value over time, and (2) recover or exceed costs of grazing permit administration. Currently, about 46 percent of the costs are recovered.

The second proposal affects the recreation opportunity area. Many public comments on the 1980 RPA supported higher recreation fees for services provided. Legislation could be enacted resulting in revenues that would be returned to the collecting unit and utilized to provide outdoor recreation opportunities, safety, and convenience for visitors. Currently, only 8 percent of the recreation administration costs are recovered. The fee system would be based on an annual charge per individual or family. The annual charge would entitle persons to general recreation use of National Forest System lands and Congressionally designated areas and most day use sites including picnic facilities and primitive type camping facilities. Additional fees would be charged for use of specific sites, facilities, or services with high capital investment costs such as large, highly developed campgrounds and swim beaches, guided cave tours, and boat ramps. The annual fee would be set at a level to minimize competition with the private sector and to encourage the private sector to develop facilities to help meet many future recreation needs. An example of this user fee is shown in Alternative 9.

ALTERNATIVES CONSIDERED IN DETAIL

Nine alternatives are considered in the DEIS. They represent different combinations of resource management emphases. Each alternative produces different levels of activities, goods, services, and research in response to the needs and opportunities derived from the 1979 Assessment, the Assessment Supplement, and the stated national goals. Each alternative represents an integrated mix of resource outputs, new technology and planned technology transfer. The physical, biological, social, and economic effects of each alternative are discussed in chapter 4.

In this section, each alternative is briefly described for NFS, S&PF, and Research. A display of major activities, outputs, and costs follows the description of each alternative for NFS and S&PF. For Research, costs are shown by nineteen problem areas for each alternative. Appendix tables L.1A, L.1B, and L.1C are provided for more detailed comparison of the alternatives. Summaries of region and station outputs, activities, and costs, which make up the national alternatives, are displayed in appendix H.

The State and Private Forestry programs are closely integrated with the Forest Service Research program and with the administration of the National Forest System. S&PF provides the link in the transfer of

technology from researchers to users of new knowledge. Cooperative forestry programs often have direct impacts on the protection and management of National Forest System lands that are interspersed with private or other non-Federal ownership. In some areas, cooperative programs in fire and forest pest management are essential to protection of lands in the National Forest System and other Federal lands.

The Research program is closely coordinated with related programs for the management and protection of the National Forest System, other Federal agencies, cooperative forestry assistance programs with States, university research efforts, and with the needs of private forest owners and industry. New technology and other research findings are often developed for specific needs of the National Forest System. A survey of National Forest System research needs indicated a high proportion of the research planned for each alternative was needed to support land management objectives in addition to meeting state and private forestry needs. State and Private Forestry programs play a vital role in the transmission and use of research information for a variety of forest management, protection, and utilization needs.

The International Forestry Program, while described within the Research program, also includes NFS and S&PF activities. This Forest Service-wide program has been planned under three broad areas of activity: research, training, and technical assistance. Many of the International Forestry activities currently overlap with domestic programs and are currently funded from these programs as well as from transfers of funds from other Departments and Agencies. Research currently administers most of the Forest Service's International Forestry program, but NFS and S&PF would gradually expand their international forestry activities during the planning period. The greatest participation by NFS and S&PF would be in Alternatives 6 and 8 where their share of the program would equal approximately 50 percent of the International Forestry budget by 2030.

Alternative 1 (Constant Outputs)

CONTINUE CONSTANT LEVEL AND MIX OF PROGRAM OUTPUTS.

This alternative provides for constant outputs, at the 1982 level of goods and services, into the future. The FY 1982 appropriations bill was used as a starting point for defining the output level. The Alternative provides for continuation of the 1982 direction; continuation of existing policies, standards, and guidelines; updating the 1982 budget only for real cost changes over time; and, to the extent possible, continuation of 1982 production levels and mixes of resource outputs. Resource outputs and activities are displayed in tables 2.27, 2.28, and 2.29.

National Forest System

If Alternative 1 were implemented, outputs would remain at the 1982 levels. Over the next 50 years, some unroaded areas would be entered through scheduled timber sale offerings. The annual sale offerings of 11.3 billion board feet of timber in 1986 would remain constant through time (table 2.1). However, a reduction in the size of trees harvested in the Northwest in 2030 could result in a slight decrease in board foot volume, although the cubic foot volume would remain constant.

This alternative would maintain permitted grazing use at a level of 9.7 million animal unit months (AUMs). This level is about 92 percent of the total potential capacity in 1986. In 1986, 74 percent of the range allotments would be managed with plans based on completed range analyses, increasing to 94 percent in 2030.

Recreation opportunities would remain varied with the current mix of opportunities available. Continuing the current recreation program would provide for 221 million recreation visitor days (RVDs) through 2030. Recreation use has historically increased about 2 to 3 percent per year. The alternative would not respond to this increase. The effect would be the need to close some facilities and reduce the quantity and quality of service. In the later periods, increased control measures may be required to minimize environmental impacts resulting from unmanaged use. Only 18 percent of the RVDs would be at established management standards by 2030.

Wilderness estimates in Alternative 1 include currently designated areas plus the Administration's recommendations on areas to be added. If the Administration position had not been determined or stated, the RARE II recommendations were used. The 1986 level of 31.9 million acres was held constant through the planning period.

Anadromous fisheries production would be constant at 110 million pounds through 2030. Current wildlife habitat diversity, as measured through management indicator species, would be maintained. In some regions, habitat for old-growth dependent species would decline, but viable populations would be maintained. Carrying capacity for species currently hunted and fished would decline approximately 5 percent below current levels by 2000. Total wildlife use reported in all opportunity areas would rise from 39.4 million user days in 1986 to 40.3 million in 2030.

Although mineral exploration and development would continue, increased emphasis would be on protection of surface resources and mitigation of adverse environmental impacts. Energy production would decline slightly from the current level of 9.3 quads to 9.0 quads in 2030. A quad

represents one quadrillion (1,000 trillion) British thermal units. For a comparison perspective, the annual U.S. energy consumption is approximately 70 to 80 quads.

This alternative responds to Congressional direction under the Clean Water Act to protect the quality, quantity, and time of water yields from all forested lands, and meets all legislative requirements to protect air quality over all Class I areas. Water yield improvement shows a slight rise of 350,000 acre feet from 1986 to 2030.

Table 2.1 displays a summary of selected National Forest System program outputs, activities, and costs. Appendix table L.1A displays an expanded summary.

Table 2.1- Selected National Forest System Program Outputs, Activities, and Costs - Alternative 1

	Units of Measure	1986	1990	2030
Timber Offered	Billion Board Feet	11.1	11.1	11.1
Reforestation	Thousand Acres	380	385	367
Timber Purchaser Roads	Miles	7789	7607	7376
Permitted Grazing	Million AUMs	9.7	9.7	9.7
Recreation Use	Million RVDs	216	217	221
Wildlife/Fish Use	Million WFUDs	25	25	25
Energy Produced	Quads	9.3	9.3	9.0
Total NFS Costs	Million of Dollars	1934	1957	1845

State and Private Forestry

The State and Private Forestry program would continue to provide limited levels of financial and technical assistance through State forestry agencies in support of selected high-priority market and nonmarket resources. Outputs attributable to Federal assistance would approximate 1982 levels. Any significant increase in forestry investments on State and private forest lands would have to result from State, local government, and private initiatives rather than from federally supported incentives or other assistance.

Multiresource planning and other technical assistance to private landowners would continue to be provided on almost 3.5 million acres. While this assistance would be generally directed at the production of timber outputs it would provide induced benefits for dispersed recreation, wildlife and fish habitat improvement, and forage production. Cooperative reforestation and timber stand improvement activities at the

Alternative 1 level would produce more than 1.6 billion cubic feet of increased softwood timber annually by the year 2040 (table 2.31). Cooperative assistance for the protection of soil and water resources would continue at 1982 levels; however, watershed improvement projects would be minimal at this budget level.

Technical assistance to loggers and processors to encourage more complete and efficient use of wood would continue at a moderate level, resulting in an additional 130 million cubic feet of wood to be made available annually from timber harvested.

Forest pest management programs for prevention, detection, evaluation, and suppression activities would follow recent trends on State, private, and Federal lands. Prevention activities would continue at a low level through resource planning, program development, and preventive thinning. Integrated pest management practices would continue.

Technical and financial assistance to States for wildland fire protection would continue with economic efficiency gradually improving through activities providing for better management, coordination, and cooperative responses to extreme fire situations.

Table 2.2 displays a summary of selected State and Private Forestry program outputs, activities, and costs. Appendix table L.1B displays an expanded summary.

Table 2.2--Selected State and Private Forestry Outputs, Activities, and Costs -- Alternative 1

	Units of Measure	1986	1990	2030
Reforestation	Thousand Acres	403	403	402
Timber Stand Improvement	Thousand Acres	195	196	197
Improved Wood Utilization	Million Cubic Feet	129	132	132
State Forest Resource Planning	Person Years	80	80	81
Total Cost - S&PF	Millions of Dollars	90	90	90

Research

The current research program provides a relatively low level of support to meet the long-run resource demands shown in the 1979 Assessment and in the Assessment Supplement.

This alternative assumes that the 1982 mix of research programs would continue with some modification later in the planning period as projects are completed. This alternative emphasizes development of new

information and technology to support the timber and protection goals. However, funding for timber and protection research is gradually decreased over the planning period while funding is gradually increased for range, recreation, minerals, wildlife, and fish, as displayed in appendix table L.1C.

Within the timber goal, emphasis would be placed on forest regeneration and yield techniques as appropriate for different regions of the country. In the South, research would continue to provide new engineering knowledge for economical harvesting and regeneration systems. Modest progress would be made toward the development of biotechnology techniques for forests.

Research under the protection goal would include modest funding for development of chemical, biological, or physical methods for controlling insect damage to wood in storage and in use; minimizing disease losses in intensive cultured and natural forests; and improving fire control methods. While some progress would be made in acid rain research, it would probably not be sufficient to meet anticipated needs.

Research on wildlife habitat, outdoor recreation, and urban forestry would continue to receive low priority. The demand for technology for rehabilitation of surface mining areas will likely remain high. Therefore, the research to rehabilitate and reclaim these lands disturbed by mining will be diversified to include revegetation, erosion control, hydrology, and nutrient cycling.

Table 2.3 displays a summary of Research program costs by opportunity area. Appendix table L.1C displays an expanded summary.

Table 2.3--Research Program Costs by Opportunity Area in Millions of Dollars--Alternative 1

Opportunity Area	1980	1990	2030
Timber	61.3	61.1	60.1
Range	3.2	3.2	3.7
Recreation	2.2	2.2	2.4
Wilderness	0.2	0.2	0.5
Wildlife/Fish	6.2	6.2	6.4
Water	8.4	8.5	8.1
Minerals	3.6	3.6	4.7
Protection	26.3	26.4	25.5
Total Research 1/	129.1	129.1	129.1

1/ Includes construction and administration costs.

The International Forestry program for NFS, S&PF, and Research in this alternative is a continuation of the current program of 4.6 million dollars through all time periods. The major effort is aimed at tropical forestry problems. Research will include development of information on U.S. and international timber supply-demand relationships. Cooperative research, technical assistance, and training with Canada, Mexico, and other countries would continue to address problems of mutual concern.

Alternative 2 (High Market)

EMPHASIZE ACHIEVEMENT OF HIGH OUTPUT LEVELS FOR TIMBER, RANGE, MINERALS, AND OTHER MARKET RESOURCES. PRODUCTION OF NONMARKET OUTPUTS WILL BE AT ECONOMICALLY EFFICIENT LEVELS, CONSISTENT WITH THE MARKET EMPHASIS.

This alternative places emphasis on timber, range, minerals, and other market outputs. Other resources are managed at levels economically and environmentally consistent with the emphasis placed on market-oriented outputs. Resource outputs and activities are displayed in tables 2.27, 2.28, and 2.29. There are no long-term budget limits on this alternative. However, in the near term, projected budget levels reflect a reasonable link to the fiscal year 1982 level and represent a program that can be implemented. Opportunities are expanded to collect and increase user fees and receipts for activities that have potential to produce income for the U.S. Treasury.

National Forest System

Alternative 2 results in a 34-percent increase in the amount of timber offered by 1990; by 2030, 82 percent more timber would be offered annually compared to the constant output alternative. Annual sale offerings of 13.6 billion board feet in 1986 would increase to 20.0 billion by 2030. The increase in sale offerings would require about 38 percent more miles of road annually than Alternative 1 by 1990. Alternative 2 was developed in part to analyze the effects of a departure from a nondeclining-flow timber sale schedule in reaching long-term sustained yield capacity and would include 692 million board feet of departure volume in 1986.

Permitted grazing on National Forest System lands would increase from 10.2 million AUMs in 1986 to 13.2 million AUMs in 2030. About 75 percent of the allotments in 1986 would be managed with a plan based on completed range analyses. This level would increase to 96 percent in 2030.

By 2030, recreation use would reach 367 million RVDs, a 64 percent increase above Alternative 1. While motorized recreation use would increase, roadless recreation opportunities would be reduced. By 2030, 61 percent of the RVDs are at management standards.

Wilderness acres shown in Alternative 2 are approximately 29 million acres in 1986 and increase to 31 million acres in the year 2030. Alternative 2 does not meet management our recovery objectives for endangered, threatened, and sensitive species. The carrying capacity for species commonly hunted and fished would generally decrease 5 to 10 percent below current levels by 2000. The 170 million pounds of commercial fish harvested in 2030 represents a 55 percent increase above the 1986 level of 109 million pounds. Total wildlife use reported in all opportunity areas would rise from 38.4 million user days in 1986 to 52.9 in 2030.

Soil and water resource improvements would be implemented on 75 percent of the areas with unsatisfactory watershed conditions. By 1987, specific opportunities would be identified for increasing water yield on selected areas. Cost-effective vegetative management programs to increase water yield would begin in 1988 and be completed by 2030. Compared to the current level, there would be a nearly 1 million acre-feet increase in water yield by 2030. Flood-hazard reductions would be implemented by the year 2000 on 20 percent of current flood source areas and on remaining areas by 2030.

Mineral exploration and development would be facilitated by timely processing of applications. Energy produced would increase 47 percent by 2030, from 9.4 quads in 1986 to 13.8 quads in 2030.

Table 2.4 displays a summary of selected National Forest System program outputs, activities, and costs. Appendix table L.2A displays an expanded summary.

Table 2.4--Selected National Forest System Program Outputs, Activities and Costs -- Alternative 2

	Units of Measure	1986	1990	2030
Timber Offered	Billion Board Feet	13.6	15.2	20.0
Reforestation	Thousand Acres	466	577	738
Timber Purchaser Roads	Miles	9010	10496	11966
Permitted Grazing	Million AUMs	10.2	10.7	13.2
Recreation Use	Million RVDs	218	240	367
Wildlife/Fish Use	Million WFUDs	25	27	33
Energy Produced	Quads	9.4	9.8	13.8
Total NFS Costs	Millions of Dollars	2320	2715	2852

State and Private Forestry

The State and Private Forestry program under Alternative 2 would be accelerated to meet the highest timber and range production goals indicated in current State Forest Resource Plans.

Federal technical and financial assistance would be expanded in an effort to increase and protect the volume of timber produced on State and private forest lands. Specific cooperative efforts would be made to accelerate forest management planning assistance to landowners, targeting on high potential opportunities, and stimulating investments on private lands with full consideration of landowner objectives.

Cooperative reforestation and timber stand improvement activities would produce more than 6.2 billion cubic feet of increased softwood timber annually by 2040 (table 2.31), which is almost four times the Alternative 1 level. Expanded technical assistance to loggers and processors would encourage more complete and efficient utilization of timber harvested. Annual usable wood volume would be increased by 151 million cubic feet in 1986, and by 324 million cubic feet by 2030, a 145-percent increase over the Alternative 1 level.

Increased emphasis would also be placed on cooperative programs that protect and encourage the production of nonmarket outputs from State and private forest lands. Technical assistance for protection of soil and water resources, and watershed improvement would be highest in this Alternative.

Forest pest management prevention activities would be increased to a high level through integrated pest management strategies of resource management and direct treatments. Detection, evaluation, and suppression activities on both State and private and Federal lands would also be commensurate with the value of the resources and products protected.

Table 2.5 displays a summary of selected State and Private Forestry program outputs, activities, and costs. Appendix table L.28 displays an expanded summary.

Table 2.5--Selected State and Private Forestry Program Outputs, Activities, and Costs -- Alternative 2

	Units of Measure	1986	1990	2030
Reforestation	Thousand Acres	772	1291	1380
Timber Stand Improvement	Thousand Acres	581	1001	1113
Improved Wood Utilization	Million Cubic Feet	151	292	324
State Forest Resource Planning	Person Years	100	183	191
Total Cost - S&PF	Millions of Dollars	149	254	282

Research

The research program as proposed in Alternative 2 would provide medium support to meet the long-run resource demands and protection concerns outlined in the 1979 Assessment and the Assessment Supplement. Research is directed toward high output levels of timber and other market resources. Research planning with the Nation's forestry schools under the 1981 Farm Bill would primarily involve those schools which have research programs designed to increase market outputs. Research would concentrate on tree regeneration and growth, increased range production, and processing wood products. Major breakthroughs would be anticipated in biotechnology and genetic engineering. Procedures would be developed for incorporating genetic gain into growth and yield predictions. There would be increased research on stimulation of early flowering and other techniques for increasing seed production from seed orchards.

A significant research effort would develop management guidelines for private nonindustrial landowners who own over 70 percent of the commercial timberland in the South.

There would be expanded research on tax, legal, and economic impacts of alternative intensive management practices. Emphasis would be on small-sized properties and sites. Research on the economic feasibility of new products and processes would also be accelerated.

Research would be greatly expanded in the South and East on processing systems to utilize small, low-grade hardwoods. New adhesive systems would be developed for reconstituted wood products with emphasis on the use of tannin and lignin components.

The development of multiresource evaluation techniques would be accelerated. Emphasis would be placed on ecological and sociological impacts of multiple-use alternatives.

Wilderness, wildlife habitat, watershed management, outdoor recreation, and urban forestry research would receive relatively little attention until late in the planning period. The increase in these programs would be directed toward evaluation and mitigation measures that would potentially occur with intensive management.

Table 2.6 displays a summary of Research program costs by opportunity area. Appendix table L.2C displays an expanded summary.

Table 2.6--Research Program Costs by Opportunity Area in Millions of Dollars--Alternative 2

Opportunity Area	1986	1990	2030
Timber	69.0	93.1	119.5
Range	4.5	6.6	8.6
Recreation	1.9	2.8	3.9
Wilderness	0.2	0.3	0.3
Wildlife/Fish	6.1	8.6	11.2
Water	8.6	11.7	14.8
Minerals	4.3	5.8	7.5
Protection	29.1	39.2	49.5
Total Research 1/	143.0	195.0	252.6

1/ Includes construction and administration costs.

The International Forestry Program is the same for Alternatives 2, 3, 4, and 9, and provides moderate funding oriented mainly to international trade and developing countries of the world. An Associate Experts program would be initiated to build a cadre of Forest Service experts on International Forestry. A science and technology exchange program and a management training course would also be initiated to provide much needed assistance and training by specialists, managers, and administrators of forestry programs in developing countries. The cost of the total International Forestry program for NFS, S&PF, and Research would be 5.3 million dollars for 1986, 6.2 million dollars for 1990, and 9.7 million dollars for 2030.

Alternative 3 (High Nonmarket)

EMPHASIZE ACHIEVEMENT OF HIGH OUTPUT LEVELS OF WATER, WILDLIFE AND FISH, RECREATION, WILDERNESS, AND OTHER NONMARKET RESOURCES. PRODUCTION OF MARKET OUTPUTS WILL BE AT ECONOMICALLY EFFICIENT LEVELS, CONSISTENT WITH THE NONMARKET EMPHASIS.

Alternative 3 emphasizes nonmarket resources and amenity values. Management for market outputs would be at levels economically and environmentally consistent with the emphasis on amenity values. Resource outputs, activities, and costs are displayed in tables 2.27, 2.28, and 2.29.

There are no long-term budget constraints on this alternative. In the near term, projected budget levels reflect a reasonable tie to the fiscal year 1982 level, and represent a program that can be implemented. In Alternative 3, adverse impacts on total local employment are avoided since market outputs are provided at economically efficient levels.

National Forest System

This alternative would provide approximately 9 percent less timber in 1986 than Alternative 1, and provides the lowest level of timber of any of the nine alternatives, except Alternative 5. About 7,000 miles of road (10 percent less than Alternative 1) would be needed to produce this level of timber in 1986. Sale offering in 1986 would be 10.2 billion board feet and would increase to 12.6 in 2030. Alternative 3 sale volume would include 211 million board feet of departure volume in 1986.

Grazing use in this alternative would be similar to the 1982 level, with 9.7 million AUMs in 1986. Permitted grazing would decrease by 3 percent, to 9.4 million AUMs in 2030. About 74 percent of the range allotments would be managed with a plan based on completed range analyses in 1986, increasing to 89 percent in 2030.

Recreation use would double from 229 million RVDs in 1986 to about 431 million RVDs by 2030. The thrust of this alternative is recreation-oriented and thus all forms of recreation opportunities that are appropriate to the National Forest role would be provided. More than 1,475 miles of National Forest trails would be constructed and/or reconstructed in 1986. About 96 percent of the RVDs would be provided at established management standards by 2030.

National Forest System lands in the National Wilderness Preservation System would increase more than 30 percent from 32 million acres in 1986 to 42 million acres in 2030. Wilderness estimates for this alternative are based on the premise that a major portion of wilderness study and further planning areas would be designated as wilderness.

This alternative meets or exceeds Forest Service management and recovery objectives for the endangered, threatened, and sensitive wildlife and fish species. Commercial harvest of anadromous fish increases from 107 million pounds in 1986 to 150 million pounds in 2030. Carrying capacity for species commonly hunted and fished would generally increase by 10 to 15 percent over current levels by 2030. Total wildlife use reported in all opportunity areas would rise from 41.4 million user days in 1986 to 60.1 million in 2030.

Water yield, water quality, and soil productivity would be maximized under this alternative. Higher quality water would be provided to meet increased recreation and fisheries activities.

Although mineral exploration and development would continue, increased emphasis would be placed on protection of surface resources and mitigation of adverse environmental impacts. Energy produced increases from 9.2 quads in 1986 to 10.1 quads in 2030.

Table 2.7 displays a summary of selected National Forest System program

outputs, activities, and costs. Appendix table L.3A displays an expanded summary.

Table 2.7--Selected National Forest System Program Outputs, Activities, and Costs -- Alternative 3

	Units of Measure	1986	1990	2030
Timber Offered	Billion Board Feet	10.2	10.7	12.6
Reforestation	Thousand Acres	373	384	401
Timber Purchaser Roads	Miles	6988	7386	7694
Permitted Grazing	Million AUMs	9.7	9.5	9.4
Recreation Use	Million RVDs	229	256	431
Wildlife/Fish Use	Million WFUDs	26	29	41
Energy Produced	Quads	9.2	9.5	10.1
Total NFS Costs	Millions of Dollars	2116	2383	2388

State and Private Forestry

State and Private Forestry programs would be about double the 1982 levels; outputs would be at a level halfway between Alternative 1 and Alternatives 4 and 8.

By 2030, multiresource planning and other technical assistance to private landowners would be provided on almost 5.5 million acres, a 57-percent increase over the Alternative 1 level. While assistance would generally be directed at the production of timber outputs to meet landowners' objectives, increased emphasis would be placed on the production of nonmarket outputs from State and private lands. Cooperative reforestation and timber stand improvement activities at the Alternative 3 level would produce 3.0 billion cubic feet of increased softwood timber annually by 2040 (table 2.31), which is almost double the increase expected under Alternative 1. More technical assistance for protection of soil and water resources would be provided as timber management activity is increased. Watershed improvement projects would be initiated in high priority areas.

A moderate increase in technical assistance to loggers and processors would encourage more complete and efficient use of wood. By 2030, an additional 217 million cubic feet of wood would be made available annually, a 64-percent increase from Alternative 1.

Forest pest management activities on both State and private and Federal lands, and cooperative fire protection activities, would be commensurate with the value of the resources and products protected.

Table 2.8 displays a summary of selected State and Private Forestry program outputs, activities, and costs. Appendix table L.3B displays an expanded summary.

Table 2.8--Selected State and Private Forestry Program Outputs, Activities, and Costs -- Alternative 3

	Unit of Measure	1986	1990	2030
Reforestation	Thousand Acres	601	637	779
Timber Stand Improvement	Thousand Acres	387	493	712
Improved Wood Utilization	Million Cubic Feet	127	172	217
State Forest Resource Planning	Person Years	82	149	75
Total Cost - S&PF	Millions of Dollars	118	158	170

Research

Research proposed in Alternative 3 would provide low to medium levels of support to meet the long-run resource demands and protection requirements stated in the 1979 Assessment and in the Assessment Supplement. Research in this Alternative is directed toward information and technology needed to produce high output levels of water, wildlife, outdoor recreation, and other nonmarket values from all lands. Research funding directed to the timber goal would increase by 18 percent above Alternative 1 in 1990 and continue to increase through the planning period.

Priority would be placed on the development of wildlife habitat models for a wide variety of species and guidelines for intensive wildlife improvement practices.

In the area of watershed research, emphasis would be placed on determining the magnitude and duration of forest management effects on water yield and distribution, water quality, and aquatic habitat. Research would also develop additional information on the effects of atmospheric deposition on aquatic and wildlife habitats and on growth and yield of forest stands.

Protection research (insects, diseases, and fire) would be stepped up with emphasis on esthetics and wildlife habitat rather than commercial timber production. Fire research would address the impacts of prescribed burning on wildlife habitat as well as water yield and quality. The role of fire in wilderness areas would also be evaluated.

Table 2.9 displays a summary of Research program costs by opportunity area. Appendix L.3C displays an expanded summary.

Table 2.9--Research Program Costs by Opportunity Area in Millions of Dollars-- Alternative 3

Opportunity Area	1986	1990	2030
Timber	62.9	72.7	111.5
Range	3.5	4.3	6.5
Recreation	4.4	5.1	9.1
Wilderness	0.5	1.1	1.8
Wildlife/Fish	8.5	9.7	14.6
Water	9.3	10.3	16.5
Minerals	4.3	4.7	7.2
Protection	26.5	30.9	47.3
Total Research 1/	139.0	161.0	252.0

1/ Includes construction and administrative costs.

The International Forestry program for Alternative 3 is the same as for Alternative 2.

Alternative 4 (High All Resources)

ACHIEVE HIGH OUTPUT LEVELS OF BOTH MARKET AND NONMARKET RESOURCES.

Alternative 4 provides for a high level of outputs in all Opportunity Areas. This alternative is highly responsive to the demands identified in the Assessment.

There are no budget constraints on this alternative. Projected budget levels tie to 1982 and represent a program that can be implemented. Alternative 4 represents a management strategy responsive to the long-term goals identified in the President's revised Statement of Policy for the 1980 RPA Program and the maximum achievement of multiple use and National Forest Management Act direction. Resource outputs, activities, and costs are displayed in tables 2.27, 2.28, and 2.29.

National Forest System

This alternative provides for a 15-percent increase in timber offered in 1986 as compared with the 1982 level; the 1986 level of 13.2 billion board feet would increase to 17.7 billion board feet in 2030. This sale offering would require 8,844 miles of timber purchaser road construction, a 13-percent increase over Alternative 1 in 1986. Alternative 4 sale volume would include 207.4 million board feet of departure volume in 1986.

Permitted grazing would increase by 7 percent during the planning period, from 9.9 million AUMs in 1986 to 10.9 million in 2030. Range conditions would be fair to good with 76 percent of the allotment management plans based on completed range analyses in 1986, increasing to 96 percent in 2030.

Recreation use would increase nearly 80 percent from 226 million in 1986 to 411 million RVDs in 2030. Recreation use in 1986 would be the same as the 1982 level. Nearly 1,000 miles of trails would be constructed or reconstructed in 1986, increasing to over 1,700 in 2030. Sixty-nine percent of the RVDs would be provided at established management standards.

Wilderness acreage designations would increase approximately 20-percent, from 30 million acres in 1986 to 36 million acres in 2030. Wilderness estimates for this alternative consider that a large portion of wilderness study and further planning areas would be added to the National Wilderness Preservation system.

Carrying capacity for species commonly hunted and fished would increase 5 to 10 percent over current levels by 2000. Forest Service management and recovery objectives are met for endangered, threatened, and sensitive species. Commercial harvest of anadromous fish is similar to Alternative 2, increasing from 110 million pounds in 1986 to nearly 172 million pounds in 2030. Total wildlife use reported in all opportunity areas would increase from 40.5 million user days in 1986 to 57.7 million in 2030.

Minerals exploration and development is facilitated through increased access and timely processing of applications. Protection of surface resources and environmental quality is provided and is consistent with existing laws and regulations. Energy produced increases from 9.0 quads in 1986 to 13.4 quads in 2030.

Table 2.10 displays a summary of several selected National Forest System program outputs, activities, and costs. Appendix table L.4A displays an expanded summary.

Permitted grazing would increase by 7 percent during the planning period, from 9.9 million AUMs in 1986 to 10.9 million in 2030. Range conditions would be fair to good with 76 percent of the allotment management plans based on completed range analyses in 1986, increasing to 96 percent in 2030.

Recreation use would increase nearly 80 percent from 226 million in 1986 to 411 million RVDs in 2030. Recreation use in 1986 would be the same as the 1982 level. Nearly 1,000 miles of trails would be constructed or reconstructed in 1986, increasing to over 1,700 in 2030. Sixty-nine percent of the RVDs would be provided at established management standards.

Wilderness acreage designations would increase approximately 20-percent, from 30 million acres in 1986 to 36 million acres in 2030. Wilderness estimates for this alternative consider that a large portion of wilderness study and further planning areas would be added to the National Wilderness Preservation system.

Carrying capacity for species commonly hunted and fished would increase 5 to 10 percent over current levels by 2000. Forest Service management and recovery objectives are met for endangered, threatened, and sensitive species. Commercial harvest of anadromous fish is similar to Alternative 2, increasing from 110 million pounds in 1986 to nearly 172 million pounds in 2030. Total wildlife use reported in all opportunity areas would increase from 40.5 million user days in 1986 to 57.7 million in 2030.

Minerals exploration and development is facilitated through increased access and timely processing of applications. Protection of surface resources and environmental quality is provided and is consistent with existing laws and regulations. Energy produced increases from 9.0 quads in 1986 to 13.4 quads in 2030.

Table 2.10 displays a summary of several selected National Forest System program outputs, activities, and costs. Appendix table L.4A displays an expanded summary.

Table 2.10--Selected National Forest System Program Outputs, Activities and Costs -- Alternative 4

	Units of Measure	1986	1990	2030
Timber Offered	Billion Board Feet	13.2	14.8	17.7
Reforestation	Thousand Acres	463	558	610
Timber Purchaser Roads	Miles	8844	10327	10887
Permitted Grazing	Million AUMs	9.9	10.2	10.9
Recreation Use	Million RVDs	226	250	411
Wildlife/Fish Use	Million WFUDs	26	28	38
Energy Produced	Quads	9.0	10.0	13.4
Total NFS Costs	Millions of Dollars	2320	2721	2687

State and Private Forestry

State and Private Forestry programs would provide levels of financial and technical assistance through State forestry agencies for moderately increased market and nonmarket outputs. Outputs attributable to Federal assistance would approximate the 1980 RPA Program and would be generally larger than outputs under Alternative 1.

Wood production would be a major thrust of the State and Private Forestry program, but financial and technical assistance would continue to support a wide variety of multipurpose protection and management activities geared to the objectives of the landowners. Cooperative reforestation and timber stand improvement activities at the Alternative 4 level would produce about 4.4 billion cubic feet of increased softwood timber annually by 2040 (table 2.3), which is 268 percent greater than the increase expected under Alternative 1. A moderate increase in technical assistance to loggers and processors would encourage more complete and efficient use of wood. By 2030, an additional 272 million cubic feet of wood would be made available annually, which is more than double the increase under Alternative 1.

To support these outputs, forest pest management activities would be at a high level on State and private forest lands, and at a moderate level on Federal lands commensurate with resource values and products produced. Cooperative fire protection would be provided at the 1980 RPA Program level.

Table 2.11 displays a summary of selected State and Private Forestry program outputs, activities, and costs. Appendix table L.4B displays an expanded summary.

Table 2.11--Selected State and Private Forestry Program Outputs, Activities, and Costs -- Alternative 4

	Unit of Measure	1986	1990	2030
Reforestation	Thousand Acres	770	852	1134
Timber Stand Improvement	Thousand Acres	486	693	1042
Improved Wood Utilization	Million Cubic Feet	129	226	272
State Forest Resource Planning	Person Years	90	221	76
Total Cost - S&PF	Millions of Dollars	147	223	241

Research

Research in this alternative would provide moderate to strong support for the needs stated in the 1979 Assessment and in the Assessment Supplement in a balanced market-nonmarket resource program. This alternative would retain the approximate current mix of research programs, but with a total budget that rises about 25 percent above the current level by 1990. In general, this is a middle-of-the-road alternative both in terms of its balanced content and medium funding levels which would help support many of the needs identified in the Assessment.

Research related to timber production would be at 25 percent above Alternative 1 in 1990 and continues to increase during the planning period. Significant increases in research would also occur in outdoor recreation and urban forestry. Strong research programs are projected for determining the effects of atmospheric deposition (acid rain) on forest ecosystems and developing multiresource evaluation techniques after 1990. Investments in protection research (insects, diseases, fire) increase significantly during the planning period.

Table 2.12 displays a summary of Research program costs by opportunity area. Appendix table L.4C displays an expanded summary.

Table 2.12--Selected Research Program Costs by Opportunity Area, in Millions of Dollars--Alternative 4

Opportunity Area	1986	1990	2030
Timber	65.8	82.1	119.4
Range	3.7	5.3	7.3
Recreation	3.8	4.7	6.7
Wilderness	0.4	0.7	1.0
Wildlife/Fish	6.5	7.9	11.4
Water	8.6	10.4	15.6
Minerals	4.2	4.9	7.2
Protection	26.9	32.1	47.7
Total Research 1/	139.0	172.0	254.0

1/ Includes construction and administrative costs.

The International Forestry program for Alternative 4 is the same as for Alternative 2.

Alternative 5 (Reduced)

REDUCE FEDERAL EMPHASIS ON RENEWABLE RESOURCE MANAGEMENT. ENCOURAGE STATE AND LOCAL GOVERNMENTS AND THE PRIVATE SECTOR TO INCREASE MARKET AND NONMARKET OUTPUTS. ALL PROGRAMS WILL BE BELOW CURRENT LEVELS.

An explicit budget constraint is the foundation of this alternative. The alternative displays the level of outputs, activities and costs associated with a budget reduced 25 percent below the fiscal year 1982 budget. Outputs are significantly reduced in all program areas. Within these budgetary constraints, managers will endeavor to meet the needs of dependent communities although there will be a reduction in current services. Resource outputs, activities, and costs are displayed in tables 2.27, 2.28, and 2.29.

National Forest System

The programmed timber sales offered in 1986 would decrease to 8.4 billion board feet, 25 percent less than Alternative 1. Sale offerings remain relatively stable throughout the planning period. Alternative 5 sale volume in 1986 would include 234.8 million board feet of departure volume.

The permitted grazing program in this alternative would decrease about 13 percent below the current level; in 1986, 8.6 million AUMs would be permitted with 74 percent of the allotments managed under plans based on completed range analyses. By 2030, 83 percent of the allotments would be managed with plans based on range analyses.

Decreases in recreation funding would necessitate closing many recreation facilities and reducing most services. The quality of recreation experiences would be reduced below all other alternatives. Access to large, selected forest areas would be limited to entry for recreation purposes. As a result, there would be a reduction in recreation use. In 1986, recreation use would be 19 percent below the 1982 level. Only 13 percent of the RVDs would be provided at established management standards.

Wilderness acreage in Alternative 5 includes only those areas currently designated as part of the National Wilderness Preservation System and would be held constant through 2030 at 25.3 million acres.

This alternative would not meet Forest Service management objectives and recovery schedules for endangered, threatened, and sensitive species. By 2000, carrying capacity for species commonly hunted and fished would decline approximately 5 percent from the expected 1985 conditions.

Commercial harvest of anadromous fish, 104 million pounds in 1986, would remain constant through 2030. Total wildlife use reported in all opportunity areas would decrease from 34.8 million user days in 1986 to 31.7 million in 2030.

Soil, water, and air quality activities would be reduced in this alternative. Water quality goals would continue to be met. Air quality over Class I areas, however, would improve because of the general reduced level of activity in other resource areas.

Mineral exploration and development would be constrained due to the inability to process applications. Emphasis would be placed on refinement and improvement of procedures to protect surface resources while permitting exploration and extraction of minerals. Energy produced would decline about 50 percent by 2030.

Table 2.13 displays a summary of selected National Forest System program outputs, activities, and costs. Appendix table L.5A displays an expanded summary.

Table 2.13--Selected National Forest System Program Outputs, Activities and Costs -- Alternative 5

	Units of Measure	1986	1990	2030
Timber Offered	Billion Board Feet	8.4	8.0	8.0
Reforestation	Thousand Acres	275	268	255
Timber Purchaser Roads	Miles	6162	5470	5227
Permitted Grazing	Million AUMs	8.6	8.1	7.1
Recreation Use	Million RVDs	182	175	179
Wildlife/Fish Use	Million WFUDs	22	20	19
Energy Produced	Quads	9.0	9.3	4.6
Total NFS Costs	Millions of Dollars	1583	1479	1462

State and Private Forestry

A significant reduction in outputs from the National Forests would increase pressures on State and private forest lands to meet demands for goods and services. However, all cooperative forestry assistance programs would be reduced and some eliminated under this alternative. Outputs from State and private forests attributable to Federal assistance would be much smaller than those projected in the 1980 Recommended Program or those under any other alternative. Any increased investments on State and private forest lands would result from State, local, and private initiatives rather than from federally supported incentives or other assistance. This reduced Federal role would emphasize technical rather than financial assistance to State forestry agencies. Forest pest management assistance to Federal land managers would also be reduced.

Emphasis would be on suppression of only the most critical pest outbreaks, and prevention would be de-emphasized.

Table 2.14 displays a summary of selected State and Private Forestry program outputs, activities, and costs. Appendix table L.5B displays an expanded summary.

Table 2.14--Selected State and Private Forestry Program Outputs, Activities, and Costs -- Alternative 5

	Unit of Measure	1986	1990	2030
Reforestation	Thousand Acres	293	293	292
Timber Stand Improvement	Thousand Acres	142	142	143
Improved Wood Utilization	Million Cubic Feet	94	94	95
State Forest Resource Planning	Person Years	61	61	61
Total Cost - S&PF	Millions of Dollars	68	68	68

Research

This alternative assumes that approximately the same mix of research programs would continue, as are found in Alternative 1, but at a budget level about 25 percent less. Research to support timber goal would receive strongest emphasis. Some research, although at reduced funding, would be maintained under all Opportunity Areas. Cooperative research with universities and others would be reduced. All research initiatives in recreation, wilderness, range, and minerals would receive low emphasis.

Table 2.15 displays a summary of Research program costs by opportunity area. Appendix L.5C displays on expanded summary.

Table 2.15--Research Program Costs by Opportunity Area in Millions of Dollars-- Alternative 5

Opportunity Area	1986	1990	2030
Timber	47.0	47.0	47.2
Range	2.6	3.0	3.0
Recreation	1.6	1.6	1.6
Wilderness	0.1	0.1	*
Wildlife/Fish	4.9	4.4	4.4
Water	6.0	5.8	5.8
Minerals	2.6	2.8	2.8
Protection	20.1	20.2	20.1
Total Research 1/	96.8	96.8	96.8

* Less than $50,000

1/ Includes construction and administrative costs.

The International Forestry funding level for Alternative 5 would be 25 percent less than Alternative 1--remaining at approximately 3 million dollars through the entire planning period. Special efforts would be made to retain as much of the work in international trade as possible, as well as some other research, technical assistance, and training primarily in developing countries. The International Forestry program for NFS, S&PF and Research would change very slowly during the 1986 to 2030 period as activities were completed or replaced by higher priority items.

Alternative 6 (Implement Plans)

IMPLEMENT NATIONAL FOREST LAND AND RESOURCE MANAGEMENT PLANS, STATE FOREST RESOURCE PLANS, AND RESEARCH PROGRAM PLANS.

This alternative represents the preferred program levels from National Forest planning and State Forest Resource planning. Where National Forest land management planning information was not available, the 1980 Recommended Program for individual National Forests was substituted. For State and Private Forestry, Alternative 6 reflects the State/Federal cooperative program needed to meet State goals as identified in State Forest Resource Plans. For Research, Alternative 6 approximates the 1980 RPA Program objectives. Resource outputs, activities, and costs are displayed in tables 2.27, 2.28, and 2.29.

National Forest System

The 1986 programmed timber sales offering of 11.8 billion board feet would be 6 percent above the volumes offered in Alternative 1, and would increase to 16 billion board feet by 2030. Increased timber production would require about 8 percent more roads; about 8,400 miles. The Alternative 6 sale volume would include 179.8 million board feet of departure volume in 1986.

Permitted grazing would increase eight percent to 10.7 million AUMs in 2030 from the 1986 level of 9.9. More than 76 percent of the allotments would be managed under a plan based on range analyses in 1986, and would increase to 96 percent in 2030.

Recreation use in this alternative would increase by 69 percent, over the planning period, from 227 million RVDs in 1986 to 383 million RVDs in 1982. Seventy-nine percent of the recreation use will be at established quality and management standards.

Wilderness designations would increase from 32 million acres in 1986 to 36 million acres in 2030. Wilderness acres reflect the best information to date on the estimates recommended through the National Forest System's planning process.

This alternative would meet or exceed Forest Service [illegible]ent objectives and recovery schedules for endangered threatened, and sensitive species. Carrying capacity for species commonly hunted and fished would generally increase above the expected 1986 conditions. Commercial harvest level of anadromous fish is similar to Alternative 4, and would increase from 109 million pounds in 1986 to 178 million pounds in 2030. Total wildlife use reported in all oportunity areas would increase from 39.9 million user days in 1986 to 59.1 million in 2030.

Mineral exploration and development would be facilitated by timely processing of mineral permits. Equal emphasis would be placed on improvement of procedures to protect surface resources. Energy production would increase 36 percent, from 9.4 quads in 1986 to 12.8 quads in 2030.

Table 2.16 displays a summary of selected National Forest System program outputs, activities, and costs. Appendix table L.6A displays an expanded summary.

Table 2.16--Selected National Forest System Program Outputs, Activities and Costs -- Alternative 6

	Units of Measure	1986	1990	2030
Timber Offered	Billion Board Feet	11.8	12.9	16.0
Reforestation	Thousand Acres	418	472	538
Timber Purchaser Roads	Miles	8398	9332	9962
Permitted Grazing	Million AUMs	9.9	10.1	10.7
Recreation Use	Million RVDs	227	246	383
Wildlife/Fish Use	Million WFUDs	25	28	38
Energy Produced	Quads	9.4	9.6	12.8
Total NFS Costs	Millions of Dollars	2236	2595	2599

State and Private Forestry

Alternative 6, the State preferred program, was developed by aggregating the preferred alternative from each State Forest Resource plan. Where State plans do not contain a preferred alternative, the data furnished by State Foresters for this alternative reflects the State/Federal cooperative program needed to meet State forestry goals as identified in their plans. Forest pest management support on Federal lands for Alternative 6 is based on National Forest land management plans. Forest pest management activities would emphasize prevention and also satisfy suppression needs.

State and Private Forestry activities attributable to Federal assistance would be slightly lower than Alternatives 4 and 8 for the first decade

and higher for the remainder of the planning period. Watershed protection and improvement activities would be notably higher than in Alternatives 4 and 8.

Cooperative reforestation and timber stand improvement activities at the Alternative 6 level would produce more than 4.5 billion cubic feet of increased softwood timber annually by 2040 (table 2.31), which is 279 percent greater than the increase expected under Alternative 1. A moderate increase in technical asssistance to loggers and processors would encourage more complete nd efficient use of wood. By 2030, an additional 261 million cubic feet of wood would be made available annually, which is almost double the increase under Alternative 1.

Table 2.17 displays a summary of selected State and Private Forestry program outputs, activities, and costs. Appendix table L.6B displays an expanded summary.

Table 2.17--Selected State and Private Forestry Program Outputs, Activities, and Costs -- Alternative 6

	Unit of Measure	1986	1990	2030
Reforestation	Thousand Acres	566	954	1061
Timber Stand Improvement	Thousand Acres	359	509	633
Improved Wood Utilization	Million Cubic Feet	150	223	261
State Forest Resource Planning	Person Years	95	147	164
Total Cost - S&PF	Millions of Dollars	120	206	267

Research

Research Alternatives 6 and 8 are the same and provide the highest levels of support for the long-run resource needs identified in the 1979 Assessment and Assessment Supplement. These alternatives seek to achieve the goals outlined in National Forest and State forest resource planning. Significantly increased budgets would permit a well-balanced program and major progress would be made in both market and nonmarket research areas. Due to the balance of the research program, coordination with most of the Nation's forestry schools would be facilitated.

Major breakthroughs could also be anticipated in biotechnology and genetic engineering for several species. By 1990, the forest inventory cycle would be reduced to an average of eight years with specific State and subregional intervals being dictated by the extent of changes in forest conditions.

Major breakthroughs could also be expected in efforts to link economic models which estimate timber demand with those that estimate timber supply.

Significant useful information could be expected from range research and the interrelationships of trees, livestock, and wildlife. Wildlife research would emphasize needs of threatened and endangered species, and nongame species as well as game animal habitat needs.

Major progress would also be made in assessing the effects of atmospheric deposition (acid rain) on forest ecosystems. Research on water yield, water quality, and aquatic habitat would provide significant support in meeting the expected demands on the Nation's water resources.

Table 2.18 displays a summary of Research program costs by opportunity area. Appendix L.6C displays an expanded summary.

Table 2.18--Selected Research Program Costs by Opportunity Area, in Millions of Dollars --Alternative 6

Opportunity Area	1986	1990	2030
Timber	73.4	101.6	146.8
Range	4.2	6.1	8.5
Recreation	4.2	5.6	7.5
Wilderness	0.7	1.0	1.0
Wildlife/Fish	7.2	9.7	14.6
Water	9.4	13.3	19.4
Minerals	4.6	6.2	8.8
Protection	29.5	42.4	60.1
Total Research 1/	154.5	214.9	310.0

1/ Includes construction and administrative costs.

The International Forestry program for NFS, S&PF, and Research for Alternative 6 and 8 would be the maximum level the Forest Service could reasonably carry out in conjunction with the Agency's domestic program. That level in 2030 would be 20 million dollars as compared to 4.5 million dollars in 1986. At this level, the projected program would show an increase in technical assistance and training from about 36 percent of the current program to 50 percent in 2030. These changes in program emphasis are more in line with the projected needs for research, technical assistance, and training.

The International Forestry research program would include a maximum effort in the development of new information for forest managers on the silviculture of both planted and natural forests; endangered species; soil erosion and water quality; fuelwood plantations; and ecological relationships of soil, water, and climate. Research on international trade would be directed toward providing information necessary to improve the U.S. export position. Technical assistance and training programs

would include work with both developed and developing countries. The Associate Experts program would be initiated early and expanded as rapidly as feasible to train staff for multilingual as well as technical and social capabilities.

Alternative 7 (High Present Net Value)

PROVIDE RESOURCE OUTPUTS AT ECONOMICALLY EFFICIENT LEVELS, SUBJECT TO MEETING MINIMUM LEGAL REQUIREMENTS AND PROTECTING COMMUNITY STABILITY.

This alternative has the highest present net value of resource production subject to meeting the constraints of providing minimum levels of market outputs necessary to maintain social and economic stability of dependent communities; of sustaining established National Forest-dependent industries at recent levels; and of providing for nonpriced multiple use and environmental objectives necessary to meet minimum legal standards and resource integration requirements. Resource outputs, activities, and costs are displayed in tables 2.27, 2.28, and 2.29.

National Forest System

The programmed timber sales offered in 1986 would be 12.2 billion board feet, 9 percent above the volume offered in Alternative 1. Timber offered would increase to 15.3 billion board feet by 2030. In 1986, road construction and reconstruction would total 8,215 miles, 5 percent above the current level. The sale volume in Alternative 7 would contain 253.5 million board feet of departure volume in 1986.

Permitted grazing would decrease slightly from the 1986 level of 9.9 million AUMs to 9.7 million AUMs in 2030. More than 75 percent of the allotments would be managed under a plan based on range analyses in 1986, increasing to 96 percent in 2030.

Recreation use would increase about 80 percent from 227 million recreation visitor days in 1986 to 410 million RVDs by 2030. More than 970 miles of forest trails would be constructed or reconstructed in 1986. More than 70 percent of the RVDs would be provided at established management standards in 1986.

National Forest System land in the National Wilderness Preservation System would increase from 32 million acres in 1986 to 37 million acres in 2030.

This alternative generally meets Forest Service management objectives and recovery schedules for endangered, threatened, and sensitive species. Carrying capacity for species commonly hunted and fished would increase 5 to 10 percent. Commercial harvest of anadromous fish increases from 109

million pounds in 1986 to 176 million pounds in 2030. Total wildlife use reported in all opportunity areas would increase from 40 million user days in 1986 to 56.8 million in 2030.

Mineral exploration and development would be facilitated by timely processing of minerals permit applications. Equal emphasis would be placed on improvement of procedures to protect surface resources. Energy produced increases from 9.4 quads in 1986 to 11.8 quads in 2030.

Table 2.19 displays a summary of selected National Forest System program outputs, activities, and costs. Appendix table L.7A displays an expanded summary.

Table 2.19--Selected National Forest System Program Outputs, Activities and Costs -- Alternative 7

	Units of Measure	1986	1990	2030
Timber Offered	Billion Board Feet	12.2	13.0	15.3
Reforestation	Thousand Acres	427	456	495
Timber Purchaser Roads	Miles	8215	8938	9283
Permitted Grazing	Million AUMs	9.9	9.8	9.7
Recreation Use	Million RVDs	227	247	410
Wildlife/Fish Use	Million WFUDs	25	28	38
Energy Produced	Quads	9.4	9.7	11.8
Total NFS Costs	Millions of Dollars	2192	2481	2419

State and Private Forestry

The State and Private Forestry activities in Alternative 7 include those where benefits would be cost effective, based on real rates of return. This alternative captures the most cost-effective opportunities based on the results of recent cost-effectiveness studies such as the analysis of the 1979 Forestry Incentives Program (FIP) and the Cooperative Fire analyses. Nationally, Alternative 7 outputs from State and private forests attributable to Federal assistance would be slightly lower than the 1980 RPA Program. However, the level of the Alternative 7 program varies regionally, and would be determined by timber site productivity. In the South, the Pacific Coast States, and in parts of the Northeast, Alternative 7 would be similar to the higher level program alternatives, while in the Rocky Mountains and Plains States, this alternative would be similar to the current program.

Cooperative reforestation and timber stand improvement activities in Alternative 7 would produce more than 4.7 billion cubic feet of increased softwood timber annually by 2040 (table 2.31), which is almost three times the increase under Alternative 1. A moderate increase in technical

assistance to loggers and processors would encourage more complete and efficient use of wood. By 2030, an additional 270 million cubic feet of wood would be made available annually, which is more than double the increase under Alternative 1. More technical assistance for soil and water resources would be provided as timber management activity is increased. Watershed improvement projects would increase moderately.

Table 2.20 displays a summary of selected State and Private Forestry program outputs, activities, and costs. Appendix table L.7B displays an expanded summary.

Table 2.20--Selected State and Private Forestry Program Outputs, Activities, and Costs -- Alternative 7

	Units of Measure	1986	1990	2030
Reforestation	Thousand Acres	609	1005	1108
Timber Stand Improvement	Thousand Acres	442	609	719
Improved Wood Utilization	Million Cubic Feet	154	247	270
State Forest Resource Planning	Person Years	90	150	157
Total Cost - S&PF	Millions of Dollars	118	167	198

Research

Research planned for Alternative 7 would provide a moderate to high level of support to meet long-run forest resource and protection needs. It would be oriented toward improving the cost effectiveness of those activities which facilitate the movement of goods and services from the forest to the consumer. Examples of this research orientation would be: research to increase site productivity; range research which emphasizes the development of cost-effective management practices needed for increasing carrying capacity; and improvement of processing techniques to yield greater volumes of finished wood products from given roundwood supplies.

Research funding would offer moderate to high level support for timber, protection, water, wildlife and fish, range, and mineral goals. Funding for recreation and wilderness research would provide moderate support for these goals.

High emphasis would be given to selected initiatives in timber, water, and protection, including work on acid precipitation questions, remote sensing technology, intensive timber culture and integrated pest management as displayed in appendix I.

Table 2.21 displays a summary of Research Program Costs by opportunity area. Appendix Table L.7C displays an expanded summary.

Table 2.21--Research Program Costs by Opportunity Area in Millions of Dollars-- Alternative 7.

Opportunity Area	1986	1990	2030
Timber	65.8	96.0	134.0
Range	3.9	5.9	8.3
Recreation	2.4	3.3	5.4
Wilderness	0.3	0.3	0.5
Wildlife/Fish	6.5	9.3	13.1
Water	8.1	11.8	13.1
Minerals	4.2	5.4	9.5
Protection	28.7	41.4	50.9
Total Research 1/	139.0	201.0	276.2

1/ Includes construction and administrative costs.

The International Forestry Program in this alternative would provide for a moderately high program of 6.1 million dollars in 1986, increasing to 14.9 million dollars in 2030. At this level the program would contribute significantly to many of the needs of forestry in the tropical and developing countries.

Research would develop important information on ways to improve U.S. timber trade. Work on factors restricting trade would be completed as well as work on the insect and disease transmission problem in the timber trade. Technical assistance and training under this alternative would make good progress on the forestry problems faced by developing countries. The Associate Experts program would begin to provide a significant cadre of Forest Service experts in international forestry by 2030--especially expertise with multilingual (as well as technical and social) capabilities.

Alternative 8 (1980 RPA)

IMPLEMENT THE 1980 RPA PROGRAM DIRECTION.

This alternative emphasizes Forest Service management direction to meet the objectives of the 1980 RPA Program. This is the alternative of taking no action to update existing RPA planning direction. This emphasis would be achieved by managing all resources at a high level while maintaining the productivity of the land. See the 1980 RPA Recommended Program for a detailed description. Resource outputs, activities, and costs are displayed in tables 2.27, 2.28, and 2.29.

National Forest System

Alternative 8 would call for 12.2 billion board feet of timber to be

offered in 1986, 10 percent above the current level. The annual sale offering in 2030 would be 16 billion board feet, 46 percent above the 1982 level. The expected timber harvest would require about 8,560 miles of roads, a 10-percent increse over the current level.

This alternative is similar to Alternatives 4 and 6 for range grazing and provides for an increase of permitted grazing. Grazing use would be scheduled to increase 9 percent, from 9.9 million AUMs in 1986 to 10.8 million AUMs in 2030.

Recreation use would increase from 232 million RVDs in 1986 to 381 million RVDs in 2030. Recreation use in 1986 is nearly 6 percent greater than the current level. More than 1,100 miles of forest trails would be constructed or reconstructed in 1986. More than 75 percent of the recreation use would be at established quality standards.

National Forest System lands in the National Wilderness Preservation System would increase more than 20 percent from 34 million acres in 1986 to 40 million acres in 2030. Wilderness estimates for this alternative are displayed as closely as possible to the 1980 RPA targets.

This alternative would meet or exceed Forest Service management and recovery objectives for endangered, threatened, and sensitive wildlife and fish species. Carrying capacity for species commonly hunted and fished would generally increase by 5 to 10 percent over current levels by 2030. Total wildlife use reported in all opportunity areas increases from 40.2 million user days in 1986 to 60.3 million in 2030.

Water quality and air quality goals would be fully met under this alternative. Increased water yields would rise from 685,000 acre-feet in 1986 to about 1.3 million by 2030.

Mineral exploration and development would continue at a level comparable with Alternative 3. In 2030, energy mineral production would increase to 13 quads. Management emphasis would be on protection of surface resources and mitigation of adverse environmental impacts.

Table 2.22 displays a summary of selected National Forest System program outputs, activities, and costs. Appendix table L.8A displays an expanded summary.

Table 2.22--Selected National Forest System Program Outputs, Activities, and Costs -- Alternative 8

	Units of Measure	1986	1990	2030
Timber Offered	Billion Board Feet	12.2	13.1	16.0
Reforestation	Thousand Acres	439	476	511
Timber Purchaser Roads	Miles	8564	9255	9593
Permitted Grazing	Million AUMs	10.0	10.2	10.9
Recreation Use	Million RVDs	232	253	381
Wildlife/Fish Use	Million WFUDs	25	28	39
Energy Produced	Quads	9.4	8.7	13.0
Total NFS Costs	Millions of Dollars	2277	2614	2561

State and Private Forestry

The State and Private Forestry program for Alternative 8 is the same as the S&PF program displayed in Alternative 4, except for forest pest management activities on National Forest System lands. These activities are higher in Alternative 4 because National Forest timber outputs in that alternative exceed the 1980 RPA Program.

Table 2.23 displays a summary of selected State and Private Forestry program outputs, activities, and costs. Appendix table L.8B displays an expanded summary.

Table 2.23--Selected State and Private Forestry Program Outputs, Activities, and Costs -- Alternative 8

	Unit of Measure	1986	1990	2030
Reforestation	Thousand Acres	770	852	1134
Timber Stand Improvement	Thousand Acres	486	693	1042
Improved Wood Utilization	Million Cubic Feet	129	226	272
State Forest Resource Planning	Person Years	90	221	76
Total Cost - S&PF	Millions of Dollars	144	223	241

Research

The Research and International Forestry programs are the same as the research program displayed in Alternative 6.

Alternative 9 (High Productivity)

HIGH PRODUCTIVITY OF MARKET OUTPUTS WITH EMPHASIS ON TIMBER PRODUCTION.

The objective of this alternative is to produce high market outputs that are economically viable. This alternative assumes that the current

recreation user fee system will change and that increased revenues will be available for recreation management purposes, including wilderness and wildlife use. This means that these resources are part of the market emphasis of this alternative. Production of nonmarket outputs will be at economically efficient levels consistent with the high market resource emphasis.

Constraints on the timber program would be relaxed to produce lower cost timber output costs. Statutory standards, such as water and air quality, threatened and endangered species, and soil productivity, would be met. The levels of road construction, visual quality objectives, and regulatory standards (such as size of clearcuts and dispersion of timber sales) would be relaxed. Technology to reforest productive lands would be available for most forest types by 2000; tentatively suitable lands would be adjusted accordingly.

Increased revenues from recreation use would reach 40 percent of the recreation costs in 1990 and 60 percent in 2030. These revenues would be returned to the collecting unit to be reinvested for recreation purposes. Gradual implementation of a new fee system would gain public acceptance without a loss in recreation use. The limit of 60 percent is assumed because some costs are not reasonable for the user to bear. These costs would include the basic management costs required regardless of visitor use and certain types of recreation use that would not be charged. (See legislative proposals pages 2-3 for further discussion.) Resource outputs and activities are displayed in tables 2.27, 2.28, and 2.39.

National Forest System

This alternative has the highest timber outputs and high output levels of other market resources. Alternative 9 would have a 42-percent increase in the amount of timber offered by 1990; by 2030, 103 percent more timber would be offered annually compared to 1982 levels. Annual sale offerings range from 11.6 billion board feet in 1986 to 22.1 billion by 2030. The increase in timber sale offerings would require about 38 percent more miles of road annually by 1990 as compared with Alternative 1.

Permitted grazing on National Forest System lands would increase from 10.2 million AUMs in 1986 to 12.1 million in 2030. About 76 percent of the allotments in 1986 would be managed with a plan based on completed range analyses. This level increases to 96 percent in 2030.

By 2030, recreation use would reach 399 million RVDs, a 72-percent increase from 1982 levels. Motorized recreation use would increase; roadless recreation opportunities would be reduced. By 2030, 96 percent of the recreation use would be at established management standards.

Wilderness acres for Alternative 9 range from approximately 28 million acres in 1986 to 30 million acres in 2030.

Alternative 9 does not meet management or recovery objectives for endangered, threatened, and sensitive species. The carrying capacity for species commonly hunted and fished would generally decrease 20 to 40 percent below current levels by 2000. The 164 million pounds of commercial fish harvested in 2030 represents a 56-percent increase above the 1982 level. Total wildlife use reported in all opportunity areas increases from 37.6 million user days in 1986 to 52.6 million in 2030.

Increased water yield ranges from 660,000 acre-feet in 1986 to about 2.1 million acre-feet in 2030. This is an increase of 145 percent over current levels by 2030.

Mineral exploration and development would be facilitated by timely processing of applications. Energy produced would increase 56 percent by 2030, from 9 quads in 1986 to 14 quads in 2030.

Table 2.24 displays a summary of selected National Forest System program outputs, activities, and costs. Appendix table L.9A displays an expanded summary.

Table 2.24 Selected National Forest System Program Outputs, Activities and Costs--Alternative 9

	Units of Measure	1986	1990	2030
Timber Offered	Billion Board Feet	13.6	16.1	22.1
Reforestation	Thousand Acres	467	613	822
Timber Purchaser Roads	Miles	8614	10385	11558
Permitted Grazing	Million AUMs	10.2	10.7	12.1
Recreation Use	Million RVDs	215	238	399
Wildlife/Fish Use	Million WFUDs	24	26	34
Energy Produced	Quads	9.0	10.0	14.0
Total NFS Costs	Millions of Dollars	2343	2793	3025

State and Private Forestry

The State and Private Forestry program for Alternative 9 is the same as the S&PF program displayed in Alternative 7, except for forest pest management activities on National Forest System lands, which are commensurate with the higher NFS timber output level in Alternative 9.

Table 2.25 displays a summary of selected State and Private Forestry program outputs, activities, and costs. Appendix table L.9B displays an expanded summary.

Table 2.25 -- Selected State and Private Forestry Program Outputs, Activities, and Costs -- Alternative 9

	Units of Measure	1986	1990	2030
Reforestation	Thousand Acres	609	1005	1108
Timber Stand Improvement	Thousand Acres	442	609	719
Improved Wood Utilization	Million Cubic Feet	154	247	270
State Forest Resource Planning	Person Years	90	150	157
Total Cost - S&PF	Million of Dollars	123	177	206

Research

This alternative emphasizes research primarily needed to support planned increases in National Forest System timber outputs. Other ownerships would benefit from the research results, but the research focus would be toward maximizing National Forest System timber production.

Technology and information would be developed to maximize timber production while maintaining the productivity of the land base. Research planned for this alternative would provide mixed support for needs stated in the Assessment due to the strong orientation toward timber production and related market outputs.

Major research emphasis would be placed on harvesting, processing, and marketing. An accelerated program would be initiated for the marketing of pole-size timber and logging residues. Accelerated harvesting research would develop technology to harvest and transport pole-size timber from forests currently economically inaccessible. Research to improve forest management systems would be emphasized nationally, with emphasis on the National Forest System.

Protection research (insects, diseases, and fire) would be accelerated. The emphasis on fire research would be shifted from protection of life and property to emphasis on prescribed burning for intensive timber management and protections of timber investments from fire.

Multiresource evaluation, wildlife habitat, and outdoor recreation research would primarily seek to ameliorate the potentially negative impacts of increased timber outputs on other resources. Research on acid rain would be concentrated on its effects on commercially important timber species.

Research not directly related to increasing timber production or ameliorating the effects of this increased production would generally continue at or below current budget levels.

Table 2.26 displays a summary of Research program costs by opportunity area. Appendix L.9C displays an expanded summary.

Table 2.26--Research Program Costs by Opportunity Area in Millions of Dollars-- Alternative 9

Opportunity Area			
Timber	78.2	92.4	113.0
Range	4.5	6.6	8.5
Recreation	2.3	2.3	2.5
Wilderness	0.2	*	0.1
Wildlife/Fish	7.0	8.6	11.2
Water	8.4	11.5	13.0
Minerals	4.3	4.2	5.0
Protection	31.7	34.7	41.2
Total Research 1/	156.8	185.4	224.5

*Less than $50,000.

1/ Includes construction and administrative costs.

The International Forestry program for Alternative 9 is the same as for Alternative 2.

Draft Environmental Impact Statement 1985 Resources Planning Act Program Update

Purpose of Briefing:

- Review the RPA process
- Review RPA document
- Develop an understanding of RPA
- Identify type of public response needed
- Encourage you to respond to RPA 85 before April 10, 1984

Basic Assessment Findings:

- Demand for most products to rise rapidly
- Supplies increasing but at a slower rate

Demand Determinants:

- Population to rise by 75 million people by 2030
- Economic activity to nearly quadruple by 2030
- Per capita income to nearly triple by 2030

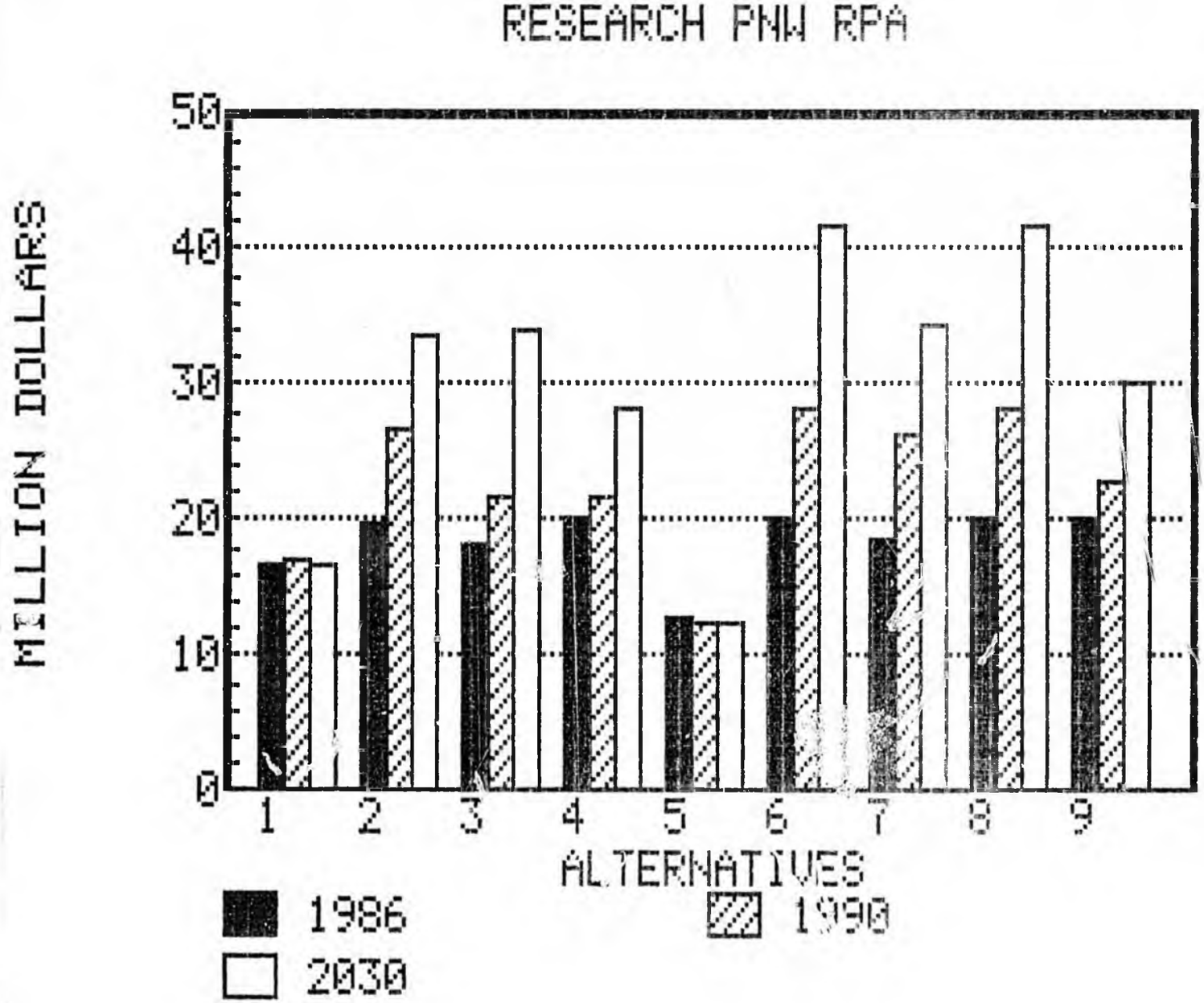
(Figures from Census Bureau and Dept. of Commerce studies)

Assessment Conclusions:

- Adverse impacts are not inevitable
- Resource capacity is available to meet most foreseeable demands
- Achievement will require large increases in management, assistance, and research programs

Alternatives

- Alternative 1 (Constant outputs)
- Alternative 2 (High market)
- Alternative 3 (High nonmarket)
- Alternative 4 (High all resources)
- Alternative 5 (Reduced)
- Alternative 6 (Implement plans)
- Alternative 7 (High present net value)
- Alternative 8 (1980 RPA)
- Alternative 9 (High productivity)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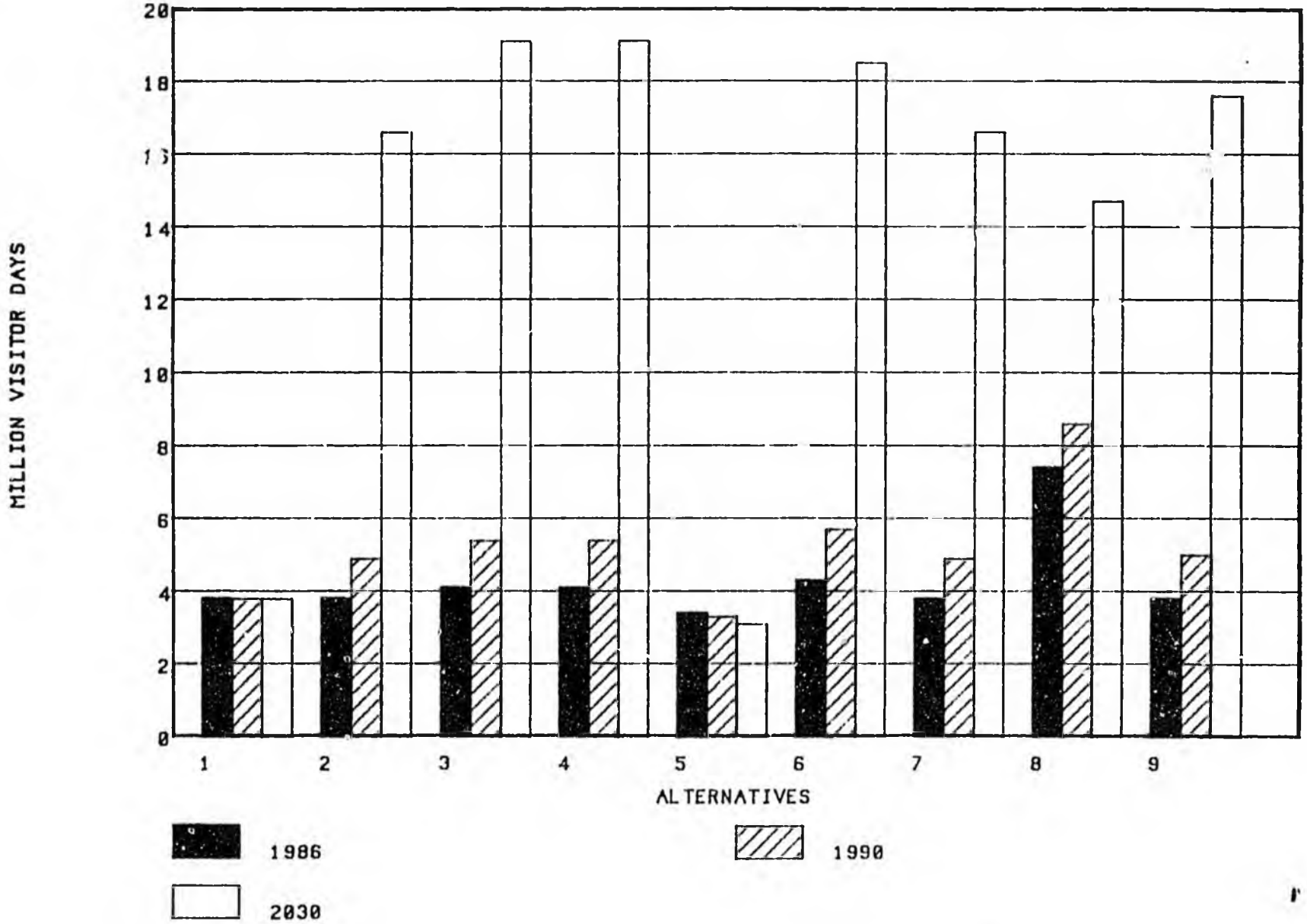

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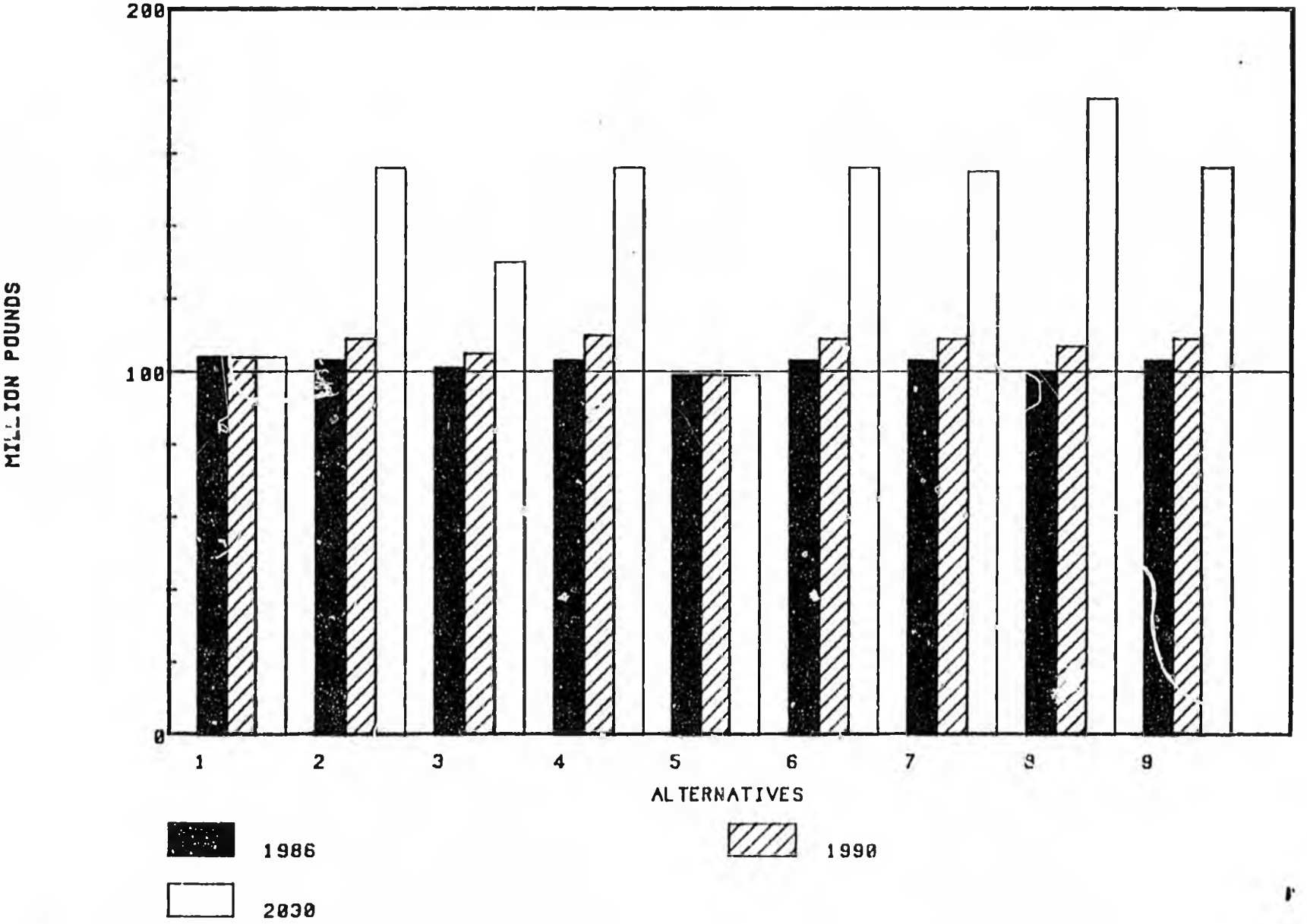

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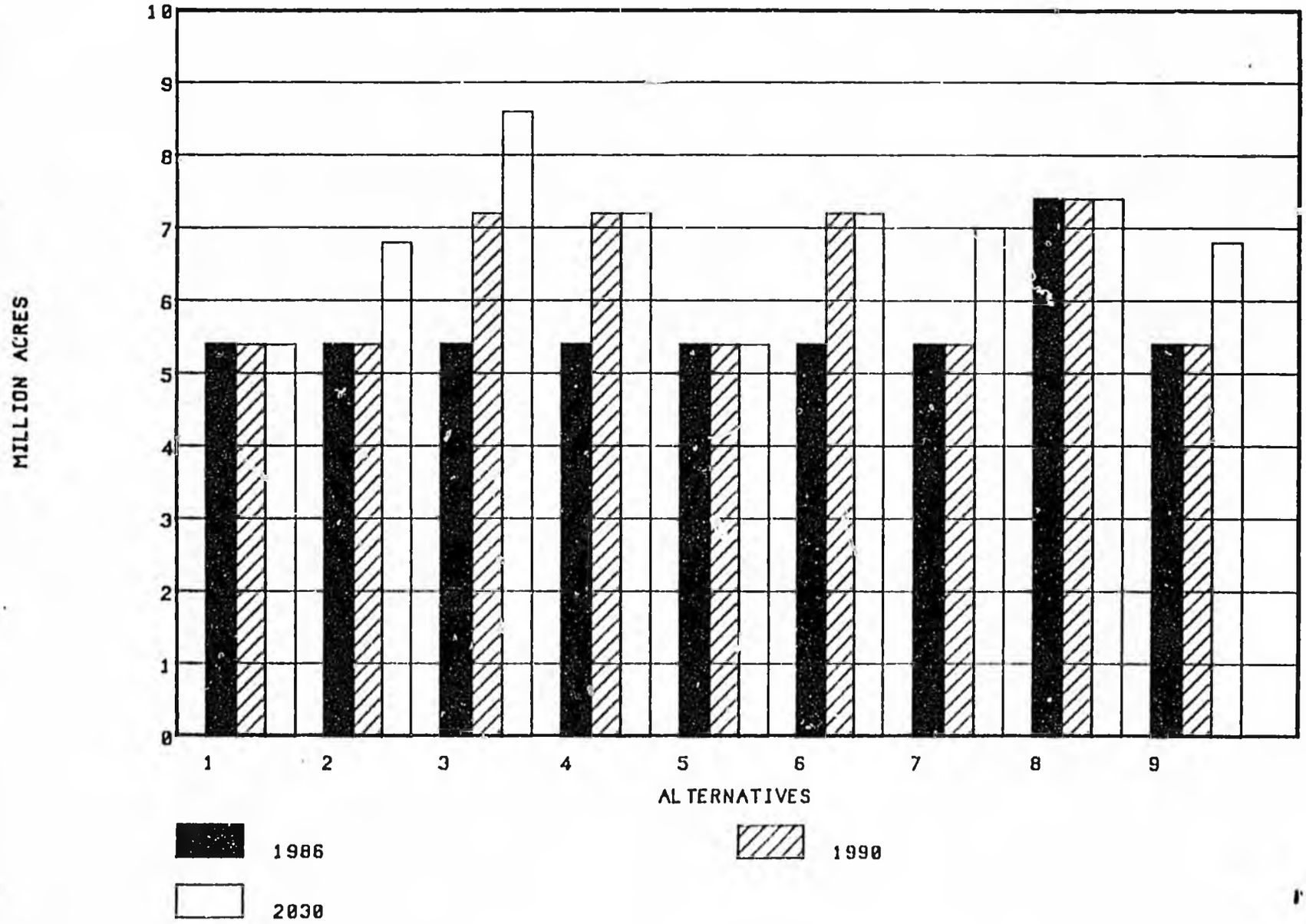

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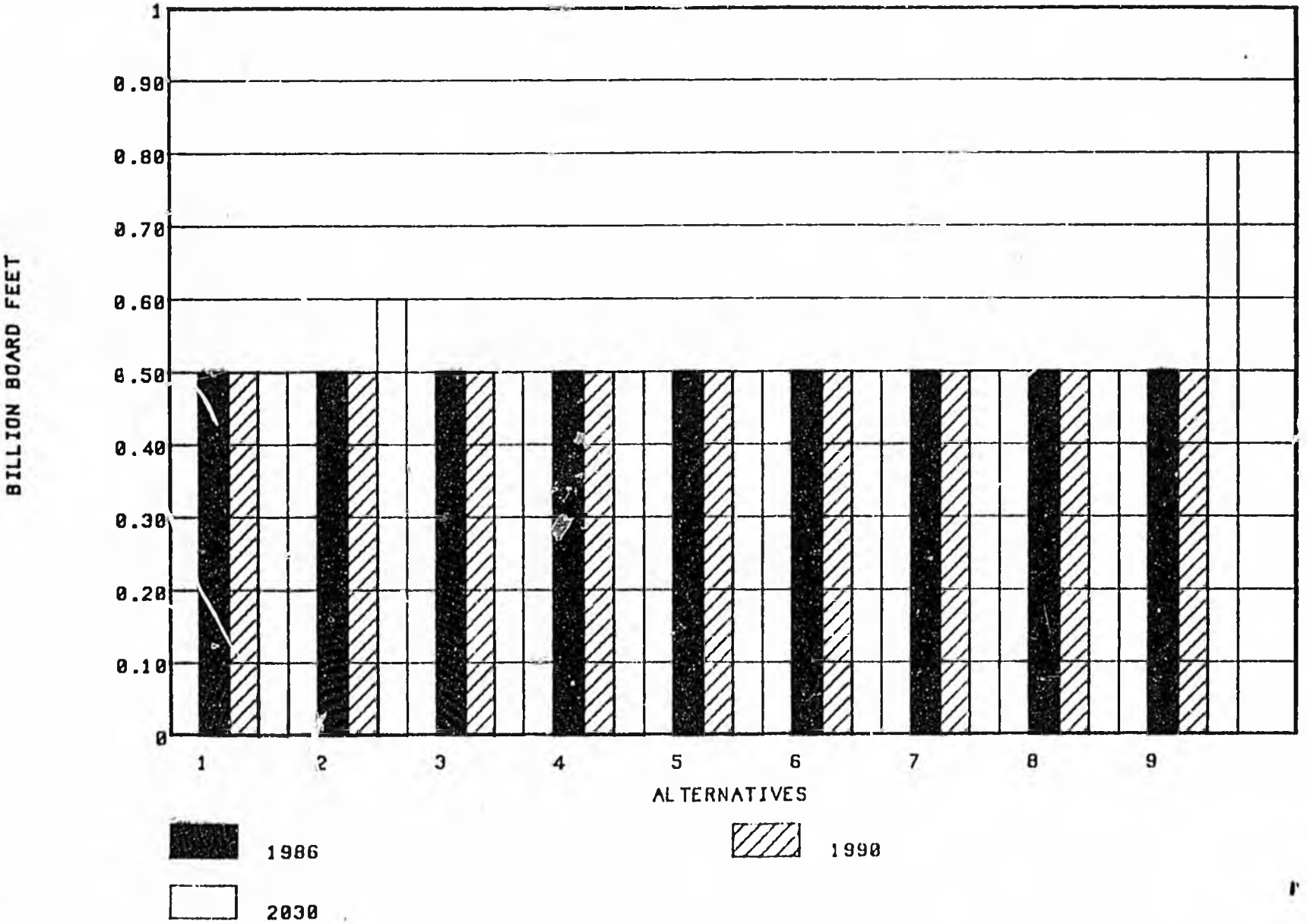
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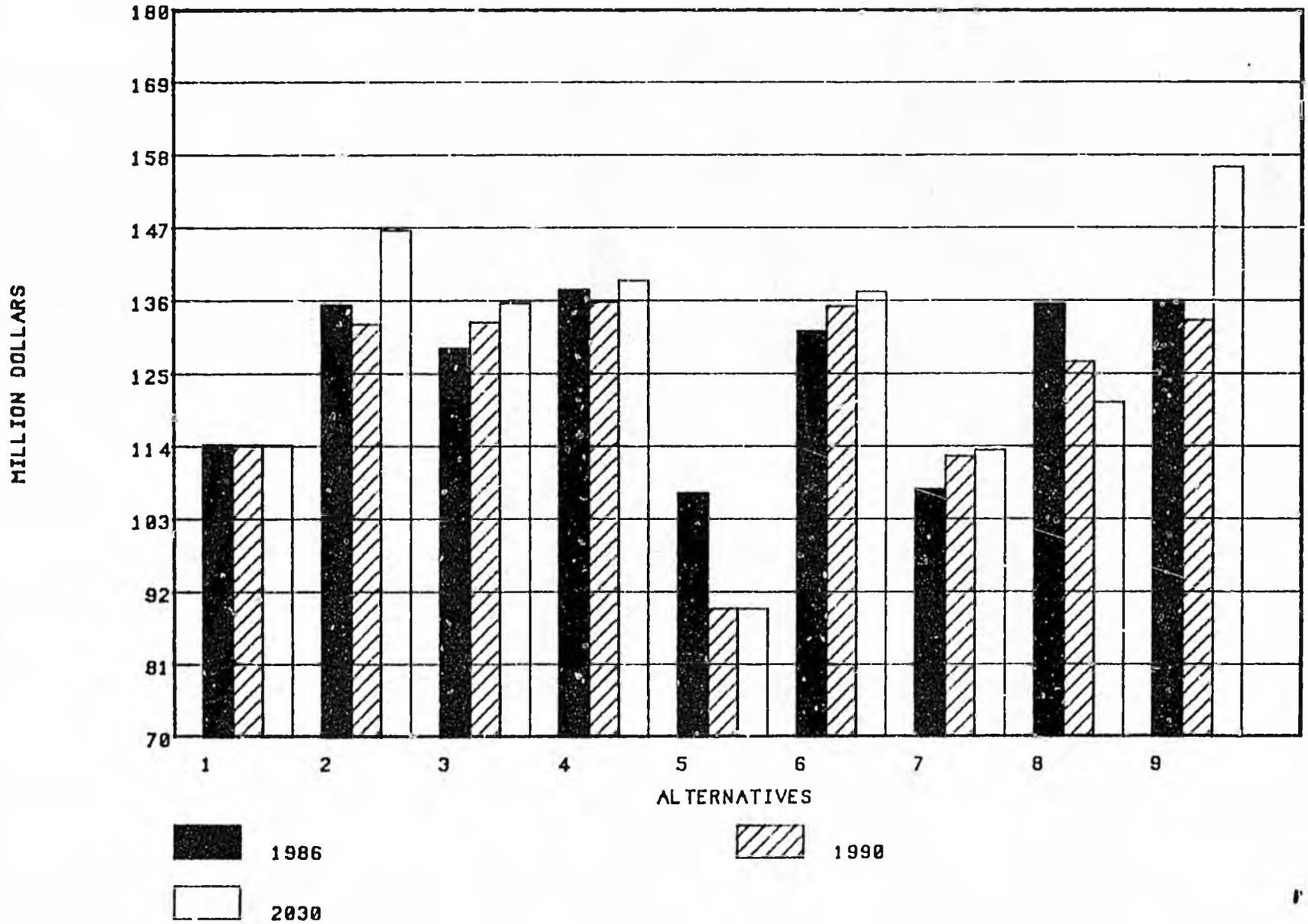

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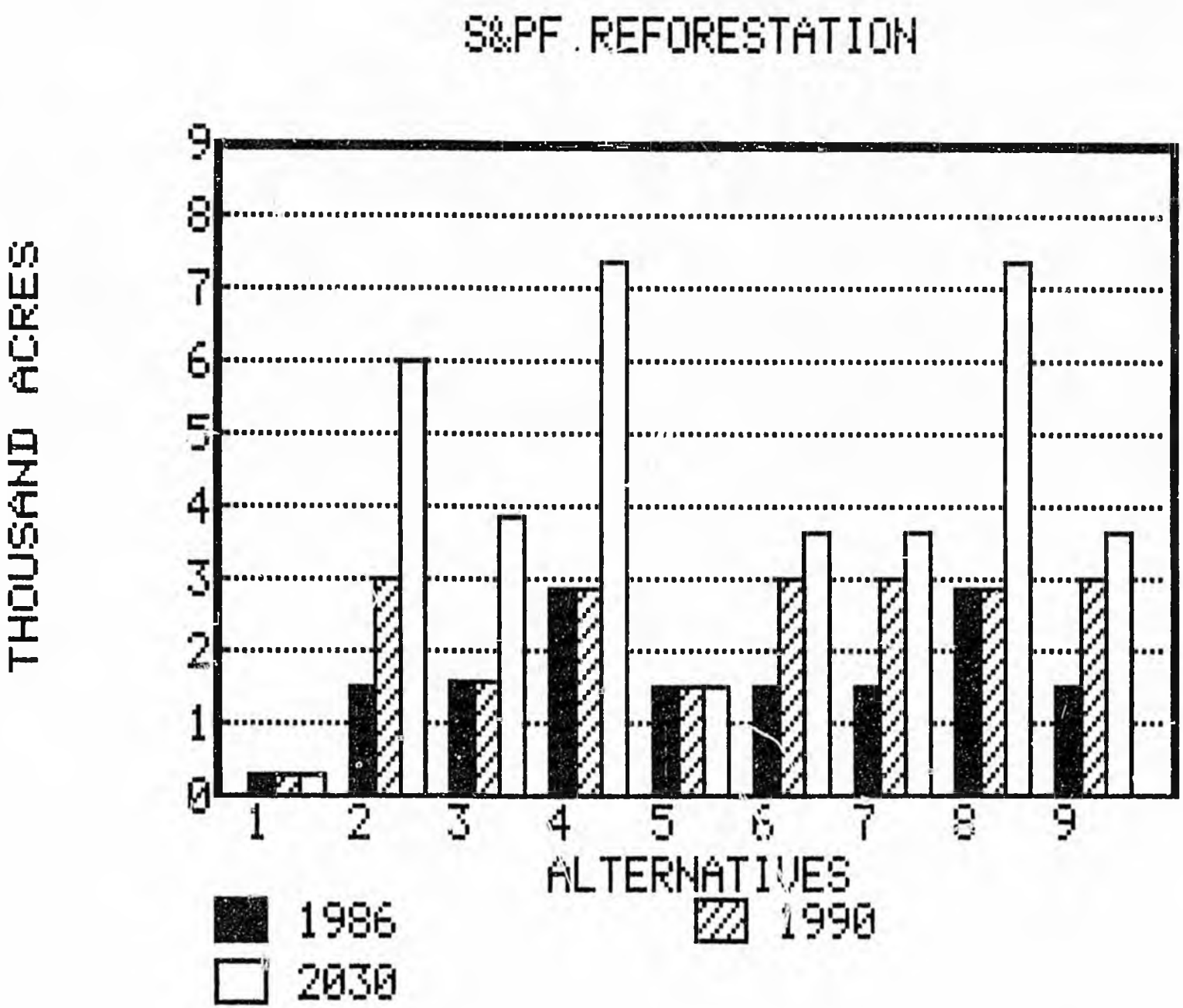
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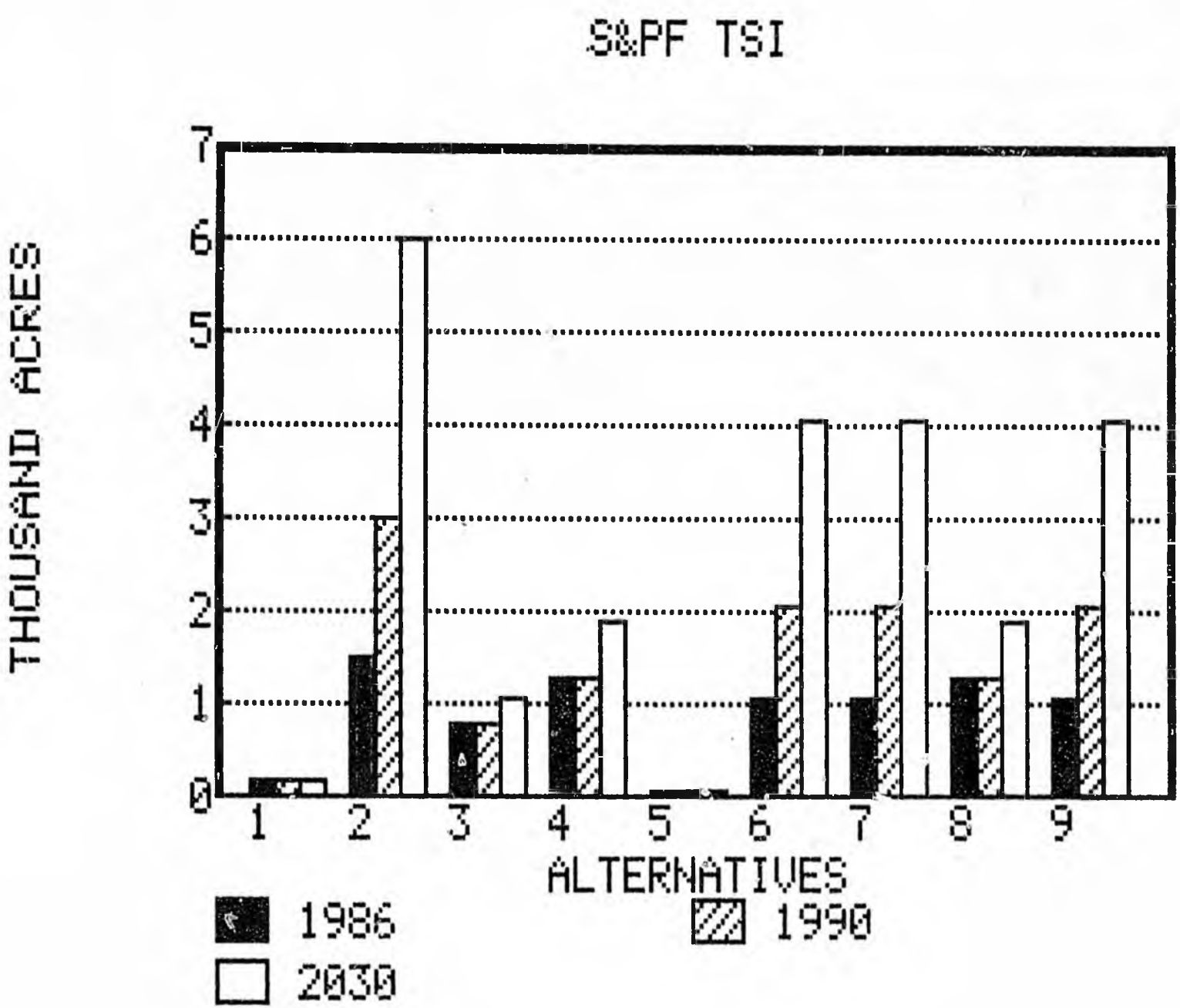
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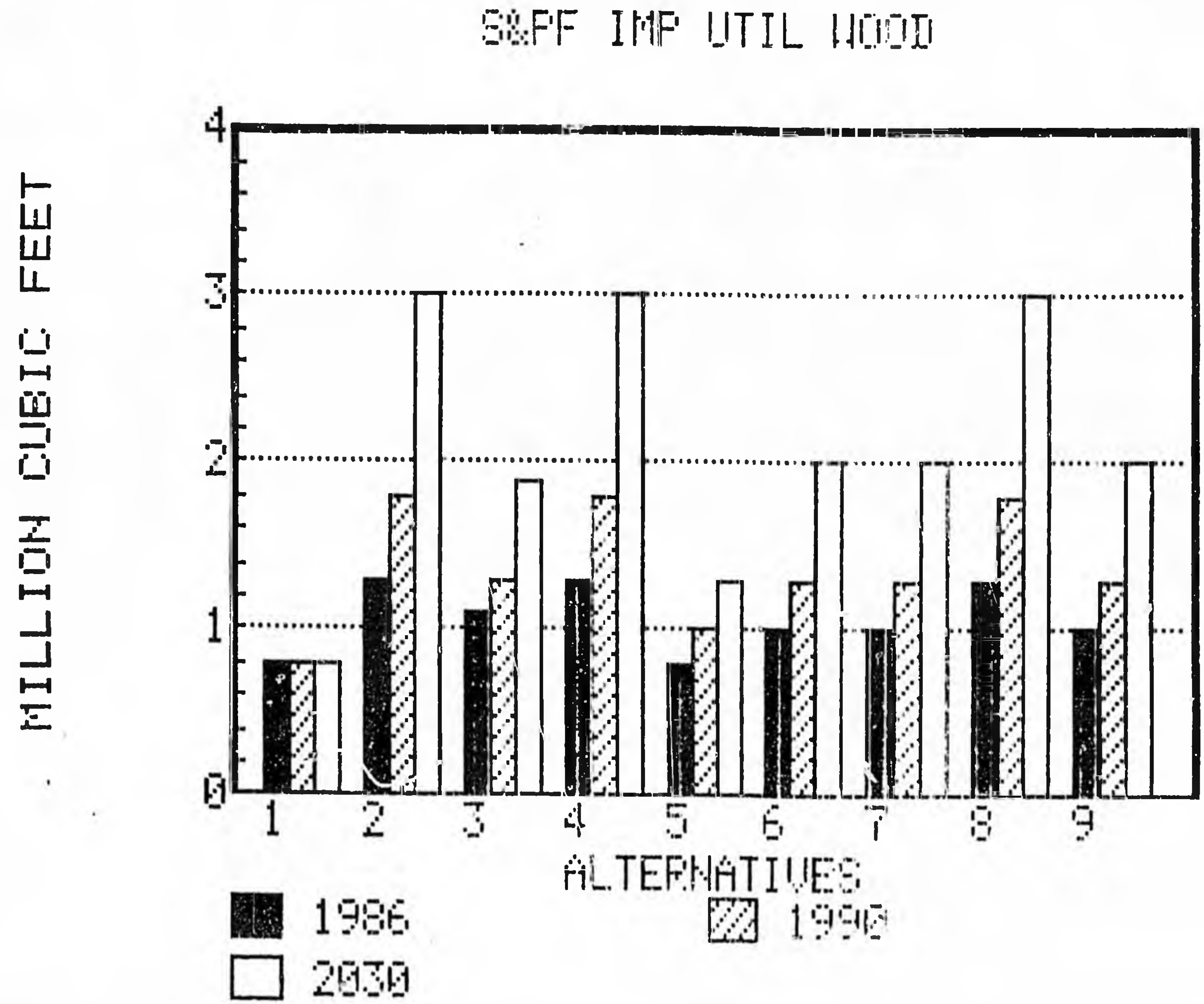

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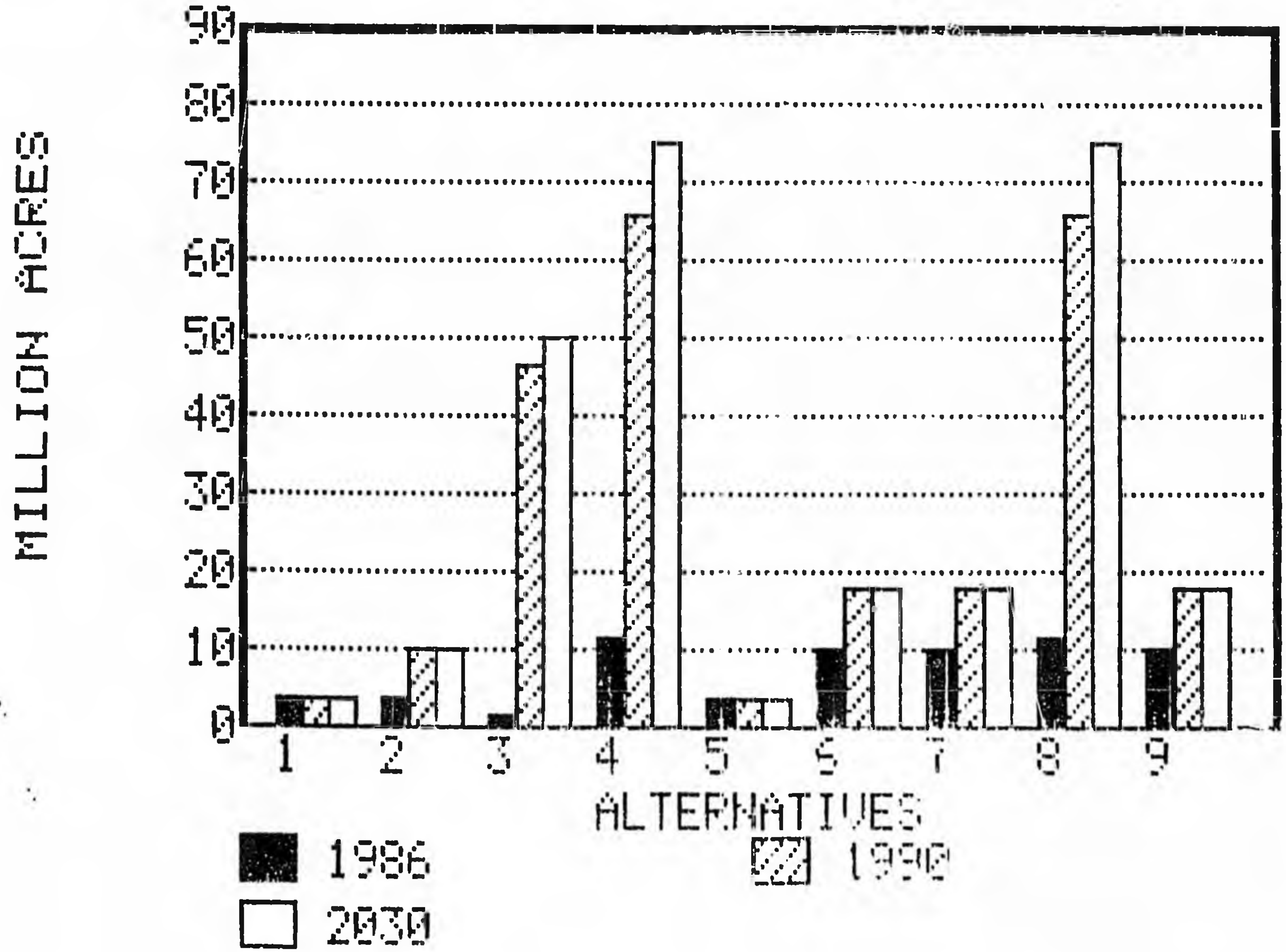
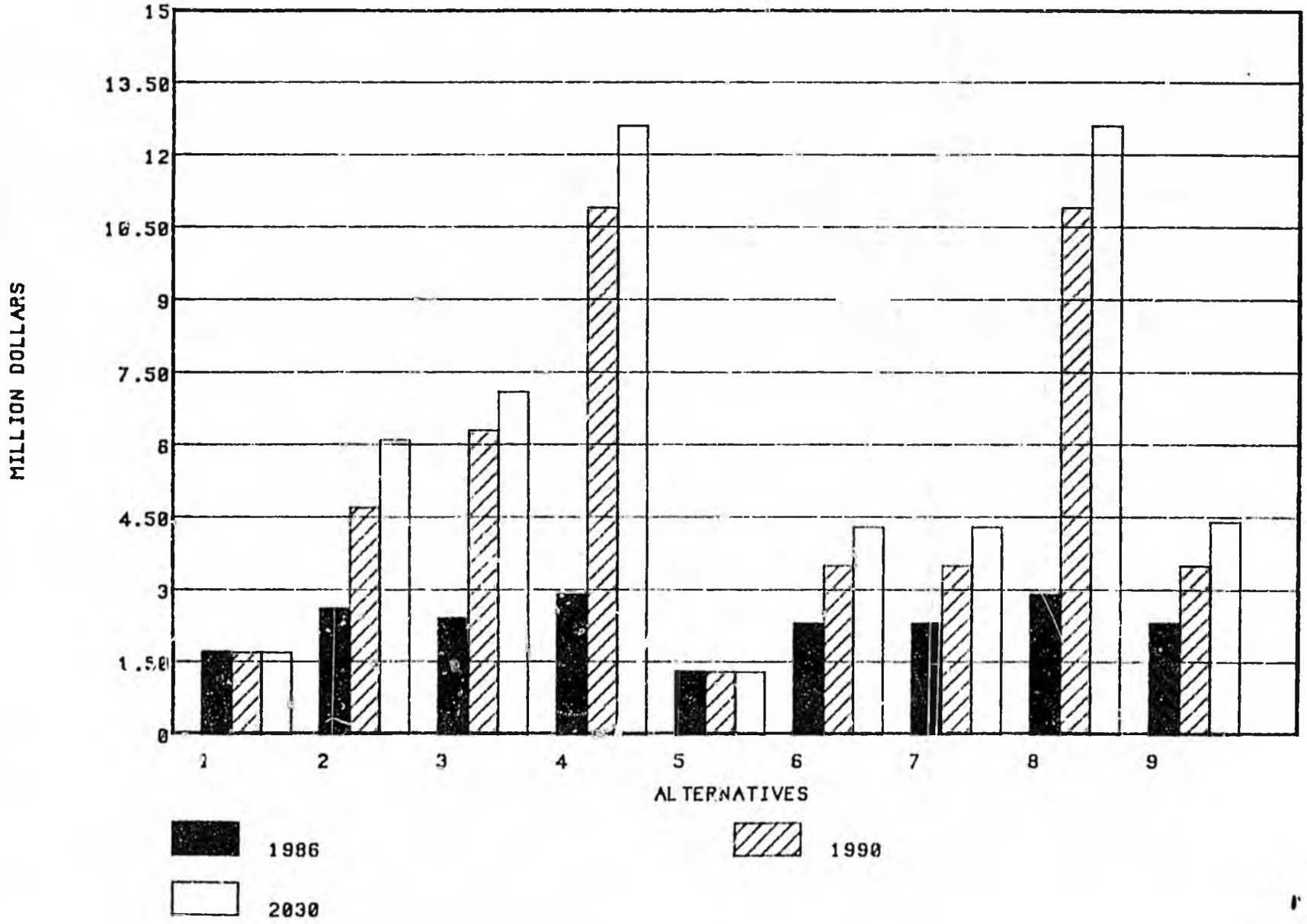


S&PF COSTS RPA



Timetable for Completing the 1985 RPA Program

Date	Activity
January 10 1984	Release RPA 1985 DEIS
April 10 1984	End of public review period
May-September 1984	Evaluate comments and prepare final program
December 1984	Complete publication of final Environmental Impact Statement (FEIS) and final program document

Public Response

- Give your analysis of the alternatives:
  - List strengths/weaknesses of each
  - Additional comments about alternatives
  - Your preferred alternative with reasons

- Other information you want considered in developing a recommended program for RPA 85

United States Department of Agriculture
Forest Service
Region 10
P.O. Box 1628
Juneau, AK 99802

Reply to: 1620

Date: MAR 9 1984

The Honorable Bettye Fahrenkamp
Alaska Senate
Pouch V
Juneau AK 99811

Dear Senator Fahrenkamp:

Thank you for your kindness and support in sponsoring the Resources Planning Act teleconference on February 29. We enjoyed your hospitality and the high quality of both teleconference system and the comments and questions from citizens.

I look forward to continued cooperation in dealing with natural resource management issues in Alaska.

Sincerely,

JOHN A. SANDOR
Regional Forester

MAR 13 1984

FS-6200-28(7-82)

Citizens' Advisory Commission on Federal Areas

515 Seventh Avenue
Suite 310
Fairbanks, Alaska 99701
(907) 456-2012

D—
for hearing file
USFS Resources
Planning act

April 6, 1984

Mr. Bill Edwards, RPA Coordinator
Alaska Region
USDA Forest Service
Post Office Box 1628
Juneau, Alaska 99802

Dear Mr. Edwards,

The Citizens' Advisory Commission on Federal Areas has reviewed the Draft Resource Planning Act Program. Enclosed are comments outlining the Commission's concerns with U.S. Forest Service management and operations in this State.

After reviewing all the alternatives, Alternative 6 (Implement Plans) seems to best meet Alaska's needs for three reasons:

1. It takes into consideration the plans that have been developed specifically for Alaska and with participation by the citizens of this State.

2. It presents the most balanced approach to Alaska's natural resource development and maintenance.

3. It allows for the highest levels of research support for long-term resource needs.

Additional supporting reasons for Alternative 6 are described in the alternative coverage on pages 10 and 11 and in the Comparison of Alternatives section on page 14.

Overall, document format could be helped by greater definition of terms, interpretation of subjective phrase, and consistency in date and number usage in comparison statements.

Also, the environmental effects of each alternative could have been covered under the detailed consideration of alternatives for easier comparison. The enclosed comments use this format.

Although the RPA Program is designed to deal with the forest resources nationwide, more specific consideration could have been given to Alaska. Due to its large size, climate, location and developing status, Alaska has unique problems not found in the other regions of the country. Many of the goals in the different alternatives do not address this unique situation.

Alaska is most favored by implementation of plans and guidelines developed specifically for this Region. Of particular concern would be any possible conflicts between Alaska's Department of Fish and Game standards and those of the Forest Service such as are discussed in Alternative 9.

Any change in land status from multiple-use to wilderness classification would be very controversial and would result in increased pressures on the remaining land available for consumptive resource use and development.

Overall, a well-planned, balanced, multiple-use approach by the U.S. Forest Service in establishing goals for the next 50 years would be, both economically and culturally, in the best interests of Alaska's citizens.

Sincerely,

Ellen Leaphart

for Bettye Fahrenkamp, Chairman
Alaska State Senator

A. General Purpose

Alaska is affected by U. S. Forest Service's (USFS) activities in the Chugach and Tongass National Forests; by the USFS State and Private Forestry (S&PF) program which aids private and state forestry; and by USFS Research which seeks to solve long-range forest resource and protection needs, such as international forestry, where the USFS works with Canada and other countries on mutual concerns.

B. Alternatives

The RPA presents nine alternative programs for consideration. Alternative 6 (Implement Plans) seems to best meet Alaska's needs for three reasons:

1. It takes into consideration the plans that have been developed specifically for Alaska and with participation of the citizens of this State.

2. It presents the most balanced approach to Alaska's natural resource development and maintenance. Two other alternatives (2-High Market and 9-High Productivity) allow for greater timber production; but would require redoing the planning process (a time-consuming task) to maintain the desired recreation and wildlife goals.

3. It allows for the highest levels of research support for long-term resource needs. Some alternatives have higher levels of support for specific resource needs, but have lower levels for other needs.

C. Research

Research in Alaska is at a decisive stage because development is just beginning in many areas such as timber, minerals, recreation, and fishing. The impact of these activities, and the impact of forest service activities, is largely unknown. We have the opportunity, through research, to prevent long-range problems associated with multiple-use of forest resources and to determine the most cost-effective and efficient means to accomplish activities. Therefore, high levels of research action and funding for all areas would be beneficial to Alaska.

PURPOSE AND NEED FOR ACTION

Recreation, page 3.

There are concerns about recreation users assuming a greater share of the cost of providing recreation opportunities in Alaska; concessionaires and commercial businesses are presently paying fees.

Fee amounts could disenfranchise rural residents who live close to National Forests in Alaska. Available tourism dollars would be lessened by additional fees added to visitor expenses. The fees would place greater financial burden on local users. Most

Southeast Alaskan residents' only place to recreate is the Tongass National Forest. Almost all of the communities there are surrounded by Forest and most lack road access to other locations.

Wilderness, page 3.
"Recommend adjustments" may mean additional adverse land withdrawals and/or additional pressure on inholders.

Overview, page 1-7
It is questionable, in a developing state such as Alaska, that demands for softwood lumber, plywood, and sawtimber would decrease as in the lower 48. Therefore, Alaska would be hurt by decreases factored into the RPA.

Wildlife and Fish, page 1-10
Alaska's salmon industry could be adversely affected by decreases in quantity of salmon habitat.

Timber Opportunity Area, page 1-12
The FY 85 budget reduces Alaska's S&PF and Research funds following three years of cuts. The decreased funding is stopping research activities in programs that can give Alaska a real understanding of the effects of clear-cutting, road construction and oil spills.

The last paragraph on page 1-12 substantiates Alaska's increased need for research and S&PF funds. The State has the opportunity to develop resources needed to fulfill national wood product goals if irreparable damage is not incurred now by cutting research and S&PF funds so severely that the continuation of decade-long studies would be impossible.

Opportunities, page 1-15
There is concern that "expanding wetland nesting habitats through fee purchase of key tracts and easements in the United States and Canada" could mean additional withdrawals from Alaska's lands and/or additional pressure on inholders. Also, how would land be acquired in Canada?

Water Opportunity Area, page 1-17.
"Reducing flood hazards" and "increasing research to...improve snow management practices" would be beneficial to Alaska. The FY 85 budget, if approved, would eliminate the funds for the only watershed research positions in Alaska. This would end a decade-long overflow study which would aid in reducing road and housing maintenance costs.

Protection and Support Opportunity Area, page 1-19, page 1-20.
Additional adverse Alaskan land withdrawals and an increased pressure on inholders could result from, "Maintaining a land ownership adjustment program that optimizes land ownership patterns, reduces administrative costs, facilitates resource development, prevents trespass, and resolves management needs with adjacent owners."

Alaska benefits from RPA endorsement of:

1. Resource management planning and state forest resource planning efforts;

2. "Aiding states in the identification of prime forest lands...";

3. "Encouraging retention of private forest...lands through involvement in local and state land use planning".

The FY 85 budget reduces the Alaska research unit's forest inventory work by one-third. This effectively stops the timber inventory which produces the data base for Alaska timber harvests because the unit cannot afford the field work necessary to produce the data. Alaska is using 10-year-old data now. This extends the data to a 20- or possibly 30-year cycle. 20-year-old data for timber sales are inadequate in a state that is just developing a population and industry. For example, sustained yields for firewood are unknown for Fairbanks, Juneau and Sitka, where increasing amounts of firewood are used for home heating.

The budget also delays other federal, state and private planning efforts that are dependant on the Forest Service inventories. In addition, an inventory is being done of forest land transfers to Native corporations, and that inventory will also be delayed. Native corporations will become prime timber sources as a result of the transfers.

Words: Purpose and Need for Action,
The terms "FERC"(1-19) and "nondeclining yields"(1-20) need to be defined in the glossary.

Alternatives Considered in Detail, page 2-4.
"S&PF provides the link in the transfer of technology from researchers to users of new knowledge". Alaska has totally lost its link in watershed research and improved wood utilization research, since the FY 85 budget cut their funds to zero.

ALTERNATIVE I

National Forest System, page 2-6.
An alternative that does not respond to a nationwide recreation use increase of 2 to 3 percent a year could be detrimental to Alaska's recreation-based industry and tourist trade, since Alaska has experienced a 4% average annual increase from 1977 through 1983.

This alternative could place excessive constraints on Alaska's mineral industry because of its increased emphasis on protection of surface resources, mitigation of adverse environental impacts and declines in energy production.

State and Private Forestry, page 2-7, 2-8, 2-9.
It is understood that S&PF is a system designed to be phased out as the states take over. However, other states have had 30 to 40 years to develop their programs; effectively, Alaska has only had since 1979.

Therefore, this alternative's premise, that any increases in forestry investments have to come from state, local government or private initiatives, may be premature for Alaska.

What would be the interpretation of, moderate technical assistance to loggers and processors to encourage more complete and efficient use of wood, when the FY 85 budget totally eliminates the Specialist in Forest Products Utilization from Alaska's S&PF.

Similar concerns are expressed for interpretations used in other programs of S&PF and Research. Interpretation would be needed for amounts such as "a relatively low level of support", "modest funding", "some progress", and "low priority."

Research, page 2-9.
Alaska has the highest proportion of acid rain in the nation. Because the rain falls in a relatively unpopulated area, its impact is not as immediately evident as in California and the Great Lakes. There is concern because its effects are largely unknown. The Fairbanks News-Miner recently reported on a possible link between high cancer rates in Natives, radioactive pollution that has been drifting over Alaska from Siberia, and high strontium 90 levels that have been reported in caribou bones. Additional research is needed to determine the causes and effects of acid rain.

Therefore, Alaska does not benefit from levels of progress in acid rain research that "would probably not be sufficient to meet anticipated needs."

ENVIRONMENTAL CONSEQUENCES

Economic, Page 4-6.
What would be, "the largest income and employment 'effects'" in Region 10?

Biological, Page 4-7
Alaska would not benefit from wildlife and fish investments that are insufficient to offset any adverse effects of commodity programs; by anadromous fish habitat declines of 5 to 15%; or from old growth habitat declines.

Physical, Page 4-8.
Concern is expressed that "significant properties may eventually be lost to weathering or destroyed" under this alternative.

SUMMARY
In general, Alternative 1 would not adequately meet Alaska's needs.

ALTERNATIVE 2

Alternative 2 emphasizes high production of timber and minerals with recreation, wilderness, fish and wildlife secondary to the fulfillment of the primary goal. This could disturb consumptive and nonconsumptive balances and the multiple-use philosophy of the Forest Service.

If this alternative's budget levels reflect a reasonable link to FY82, which cut S&PF and research levels below Alaska's needs, then this would not be acceptable.

In addition, this alternative reflects a budget trend already begun in the last four years. It emphasizes timber production to a point that disturbs the non-consumptive balance and multiple-use potential of the Forests. Recent testimony in a statement by V. Alaric Sample, Jr. and Peter Kirby, before the Interior subcommittee of the House Appropriations Committee on February 28, 1984, exhibits the concerns of some groups with this trend.

Expansion of user fees and receipts under this alternative is not favored.

National Forest System, pages 2-10, 2-11.
Timber harvest increases are a concern because redoing previous planning would be required.

Increase in motorized recreation use and decrease in roadless recreation opportunities could be controversial given Alaska's varied tourist and recreational groups.

As an outdoor recreation-oriented state, Alaska would not benefit from an alternative that does not meet management of recovery objectives for endangered, threatened and sensitive species and decreases carrying capacities for species commonly hunted and fished.

State and Private Forestry, page 2-12.
Acceleration and expansion of this program would be a plus for Alaska.

Research, p. 2-13.
Reaction to this section depends upon interpretations of, "a significant research effort would develop" and "would provide medium support" .

ENVIRONMENTAL CONSEQUENCES

Economic, Page 4-9.
Again, number and date comparisons are not always consistent; an example: annual costs are given in percentages under Alternative 2 and not under Alternative 1.

Social, Page 4-10.
Alaskans have traditionally had a higher than national average unemployment rate and would benefit from increased employment opportunities under this alternative.

This alternative could benefit Alaska's business interests but may conflict with Alaska's traditional and rural interests. However, the alternative's reduction in population loss from small towns would be appealing to Alaska's many small communities.

Biological, page 4-11.
This alternative provides the second highest timber production; but, as previously stated, that would require costly and time-consuming replanning to provide adequate protection for fish, wildlife and recreation resources.

Excessive declines in fish and big game habitat and old growth forests are not favorable to a balanced management program.

Physical, page 4-12.
There is potential for problems in Alaska with a 50% increase in adverse soil disturbance. This could dovetail with the alternative's shift in visual quality emphasis to one where "activities dominate the landscape." Both would intensify market vs nonmarket controversy.

SUMMARY
Overall, Alternative 2 is not as responsive to Alaska's varied interests as could be desired.

ALTERNATIVE 3

This alternative is the opposite of Alternative 2. It emphasizes recreation, fish and wildlife, and wilderness while making timber and mineral development secondary to the primary goal. This alternative would reduce timber levels, while doubling recreation use.

National Forest System, page 2-15.
Increasing the wilderness system by 30% would put additional pressures on the Tongass National Forest and its ability to provide the 4.5 billion board feet ANILCA mandate. The mandate was based on an area that has already been substantially limited by wilderness withdrawals.

The goals of this alternative to meet or exceed management and recovery of endangered species, increase commercial fish harvests, and increase carrying capacities for commonly hunted species would be beneficial to the State.

This alternative makes no mention of trying to process paperwork in a "timely" manner as is mentioned in other alternatives. Timeliness is important to Alaska's developing mineral industry.

State and Private Forestry, page 2-16.
Increased S&PF spending is beneficial. Again, emphasis heavily weighted toward nonmarket items is a concern. Once more, interpretations are questioned. What would a moderate increase in technical assistance to loggers really be?

Research, page 2-17
This alternative's disproportionate funding in favor of nonmarket values is not acceptable. Also, there is another interpretation question: What are low to medium levels of support?

ENVIRONMENTAL CONSEQUENCES

Economic, page 4-13
The overall employment level increase in Region 10 under this alternative would prove beneficial; however, declines in jobs in market-based industries at a time when Alaska is attempting to develop those resources would be detrimental to the State's efforts to diversify its economy.

Social, page 4-14.
Essentially, this alternative would pit market-based interests against non-market interests because of the emphasis on non-market products and services at the expense of market products.

This conflict is already operating at a high intensity in Alaska. It is questionable that it needs additional fuel heavily weighted in either direction from the U. S. government.

Biological, page 4-15.
Improvement in big game species and fish habitat would be beneficial; however, not if these goals are accomplished by "reduced levels of timber harvest...and mining activity."

Physical, page 4-16.
This alternative is appealing because of the minimal (8%) amount of adverse soil disturbance, the increased protection of cultural sites and more comprehensive management of them, and the "least negative visual impacts" effects.

SUMMARY
Because of the unbalanced nature of this alternative, this alternative does not provide the equalibrium required for orderly development in Alaska.

ALTERNATIVE 4

This alternative could possibly be labeled "burn the candle at both ends". It combines the negative impacts, outlined in both Alternatives 2 and 3, of greater timber offerings and wilderness designations.

Increased access and timely processing of mineral applications under this alternative are beneficial to Alaskans.

Future budgetary interpretation of RPA is a concern, since this alternative's budget is tied to 1982.

S&PF and Research programs in this alternative represent a balance between increasing both market and non-market sectors, and provide "strong" research projected for acid rain effects on forest ecosystems.

ECONOMIC CONSEQUENCES

Economic, page 4-18.
Alaska would have the largest relative income and employment increases under this alternative.

Social
Overall, the social benefits under this alternative seem balanced and beneficial.

Physical, page, 4-19.
Big game and fish increases would be beneficial; however, declines in old growth conditions could be detrimental. Concern is expressed at the 41% potential for adverse soil disturbance under this alternative.

SUMMARY
This alternative offers some good points but falls short of those in Alternative 6.

ALTERNATIVE 5

This alternative reduces financial support below acceptable limits with policies like:

> "reduce federal emphasis on renewabl resource management. Encourage state and local governments and the private sector to increase market and nonmarket outputs. All programs will be below current levels".

This is hardly attractive to a State which has already suffered considerable Forest Service cuts; a State not yet prepared to handle the increased financial and technical burden. This alternative may not just slow, it could also halt certain resource development programs in Alaska.

National Forest System, page 2-22.
Alaska's developing tourist trade and recreation-based industry could be hurt by decreases in recreation funding that would close recreation facilities.

This alternative does not even meet management objectives and recovery schedules for endangered, threatened, and sensitive species. Carrying capacities for species decline. Soil, water and air quality activities are reduced.

The constraint on mineral exploration and development because of inability to process applications would be detrimental to Alaska's mineral industry as would the 50% decline in energy production under this alternative.

State and Private Forestry, page 2-23.
If cuts in S&PF are detrimental to Alaska now, further reductions and eliminations as this alternative proposes will only aggravate the effects. The State is already below the 1986 Alternative 5 projection in this area. Once more, there is the unfairness of asking the State to take over with only a few years' assistance what other states have had 30 to 40 years to develop.

Research, page 2-24.
Again, there is concern for Research cuts at a time the State is just developing its various natural resource-based industries.

ENVIRONMENTAL CONSEQUENCES

Social, page 4-21, 4-22.
Declines in recreation would not be beneficial for the Alaskan tourist industry.

Impacts on Alaska's communities would be adverse under this alternative's encouragement of out-migration, reduced employment, lower market outputs, and declining revenues to local governments.

Migration from rural to urban areas would further aggravate the problems Alaska's Natives are encountering in both areas. Social agencies are already impacted by the migration patterns now taking place.

Deterioration of forest facilities and user opportunities is not favorable; nor are reductions in funding for the elderly, handicapped and minority landowner assistance.

Biological, page 4-23.
Alaska's fishing-related industries would be adversely affected by reductions in fish habitat, reduced levels of coordination with commodity programs, and the 10 to 20% reduction in anadromous fish habitat in Region 10, and the reduction in capital investments.

The only perceived benefit under this alternative seems to be that old growth forests are impacted the least.

Physical, page 4-24.
This alternative is adverse for soil productivity and water quality. It is the "only alternative that will result in effects that are substantially below current [levels]."

Loss of significant cultural resources through site vandalism and natural deterioration due to budget limitations is disturbing.

SUMMARY
Alternative 5 also fails to provide the support necessary for the continuing development of forest-based resources in the State.

For reasons previously stated, this alternative is the most attractive for Alaskans.

Besides being based on previously Alaskan-approved planning, it allows for planned timber sales and production increases and recreation use increases. It would not fail to meet management objectives and recovery schedules for endangered, threatened and sensitive species or decrease carrying capacities for species commonly hunted and fished. It allows for commercial fish harvest increases and gives timely processing to mineral permits, yet allows for improvement of procedures to protect surface resources. Energy production increases as well.

Research, page 2-27, 2-28.
Reducing the forest inventory cycle, "to an average of eight years " would be beneficial to a newly-developing State. Concern previously was expressed about problems inventory delays cause for Alaskans.

Major progress under this alternative toward acid rain research is beneficial; as is research directed toward improving the U.S. export position. Alaska, as a Pacific Rim state, is actively pursuing international markets in timber, fishing, minerals, agriculture and tourism.

ENVIRONMENTAL CONSEQUENCES

Economic, page 4-25.
Only two other alternatives offer greater employment increases than 6; however, this alternative is still positive for Alaskans as this approach is better balanced with other concerns.

Biological, pages 4-25, 4-26.
Timber productivity, favorable big game programs, fish habitat improvement, and 10% anadromous fish increases in Region 10 are beneficial to the State.

There could be cause for concern if rural population growth under this alternative creates "additional stress and impacts on fish and wildlife and the management of those resources".

Physical, page 4-27.
Adverse soil disturbance is less in Alternative 6 than under other alternatives. Long-term soil productivity and water quality have an increasing trend. Cultural resources have some positive changes although only minimal overall effects. All are beneficial to Alaska.

A shift under visual quality from activites not being visually evident to one where activities dominate the landscape would be of concern to tourism and recreation-based interests.

SUMMARY
Alternative 6 is considered the most desirable program for Alaska.

ALTERNATIVE 7

Page 2-29.
The wording of the first paragraph describing this alternative was difficult to decipher. Certain undefined phrases and a seven-line sentence were sources of confusion.

National Forest System, page 2-29.
This alternative is similar to Alternative 6. It allows for increases in timber, mineral development, recreation and wilderness. However, it only "generally meets" management objectives and recovery schedules for endangered species, whereas Alternative 6 will "meet or exceed" schedules.

State and Private Forestry, page 2-30 and Research, page 2-31.
S&PF funding levels are identical to Alternative 6. Research levels are lower. The shift in emphasis to cost-effective activities "based on real rates of return" may be difficult in Alaska given its developing status.

ENVIRONMENTAL CONSEQUENCES

The economic, social, biological and physical consequences of this alternative are similar to Alternative 6. The cost/benefit ratio in this alternative is 1/6th higher than in Alternative 6.

SUMMARY
Alternative 7 is not the most preferred aternative, although it offers similar results in many areas.

ALTERNATIVE 8

This alternative would continue the 1980 RPA program direction. Given previously stated problems that Alaska is already experiencing as a result of the present RPA and budgetary interpretation of it, this alternative offers no appeal without revisions of offending areas.

In addition, the recreation and wilderness statistics have not been tracked since 1980, and the 1980-1986 comparison use for visitor days is too optimistic.

National Forest System, page 2-33.
A lack of consistency in comparative statements is noted on recreation use with Alternatives 6, 7, and 8. Consistent use of the same dates for comparison purposes would be helpful. This statement applies to other areas of the document as well.

ENVIRONMENTAL CONSEQUENCES

Overall, the economic, social, biological and physical consequences of this alternative are similar to Alternative 6. More potential for adverse effects on cultural resources exists under this alternative.

SUMMARY
This alternative is similar to Alternative 6, but it is not the most attractive due to problems Alaskans have experienced with the RPA programs to date.

ALTERNATIVE 9

This alternative could prove controversial in Alaska. Its emphasis is on high timber production. The problems with that have already been stated. This alternative incorporates the new user fee system which is also controversial. Similarly, relaxation of road construction, visual quality objectives and regulatory standards would bring local citizen, environmental and tourist outcry.

This alternative does not meet objectives for endangered species. It reduces carrying capacities possibly by 40%.

Again, timber increases are a concern because replanning would be required to maintain the desired recreation and wildlife goals.

S&PF and Research efforts would be tied directly to timber production, allowing for neglect of those areas that are not enhanced by timber production.

ENVIRONMENTAL CONSEQUENCES

Social, page 4-35, 4-36.
The "highest levels of market-oriented employment and local business activity" is attractive for Alaskans. However, "increased traffic, trespass, noise, dust, and litter" would require increased governmental services and expense.

The changes in attitudes, beliefs and values caused by this alternative would intensify the consumptive versus non-consumptive user controversy.

Rapid growth patterns created by this alternative could cause problems for Alaskan communities if they do not have the planning and financial resources to meet new service demands.

Likewise, existing land use activities being impacted by industrial activities and related community expansion could intensify local controversies and cause problems beyond local management's resources.

Traditional personal use and consumptive rights could be affected locally by increased population and activity.

Biological, page 4-36, 4-37.
Again, this alternative's highest timber production levels are a concern because increased commodity levels would necessitate costly planning to maintain wildlife and recreation goals.

Alternative 9 is not acceptable because it would "adversely affect fish and wildlife quality", result in no noted increase in anadromous fish harvests or habitat, and cause more fish and wildlife to be listed as endangered or threatened.

Severe concern is expressed about the statement: "These impacts... will challenge agency relations with State Fish and Wildlife Agencies". At present, the State of Alaska has primary responsibility for managing fish and resident wildlife within the State including those on federal lands.

Likewise, increased "stringent regulations" would also be greeted with disfavor in a State where citizens are already reacting politically, within and beyond the two-party system, to increased government interference and regulation of their lives.

Physical, page 4-37, 4-38.
The 58% increase in adverse soil conditions under this alternative, the increase in adverse effects on cultural resource potential, and the "significantly reduced" visual quality under this alternative would generally not be acceptable.

"Exterior clear-cutting along major highways, areas adjacent to National Parks and Monuments, Wilderness, and National Recreation Areas" may generate additional controversy. That could result in even more stringent standards than we already have because of the high visibility of such areas to scenery-concerned citizens.

SUMMARY
This alternative, with its primary emphasis on timber production, may place excessive pressure on the available timber base and increase user group conflicts.

COMPARISON OF ALTERNATIVES P. 2-46 through 2-95

Responses to RPA alternatives to goals are moderate to high in 4, 6, 7, and 8. Alternatives 7 and 8 contain lower levels than 4 and 6. Of the two, 6 is preferred because it is based on accepted plans. Water is the only goal in 6 that is moderate.

Concern is expressed that timber harvest acreage was excluded because of policy decisions in other alternatives, but was included in 9; and that, under Alternative 9, timber harvest would occur in or near municipal watersheds, recreation areas and experimental forests.

Recreation, page 2-60, 2-62.
Alternatives 6 and 8 would provide the largest investments for recreation facility construction and reconstruction which would be positive for Alaska's recreation and tourism industries.

Likewise, the "highest" research support under these two alternatives is appealing, especially "reduce vandalism on recreation sites" and "reduce the ecological impacts of heavy recreation site use".

Research, page 2-65.
Alaska would benefit from high-level investment emphasis on old growth wildlife habitat, threatened or endangered species and anadromous fish under Alternatives 3, 6, 7, and 8.

Old growth research is desirable because of wildlife versus timber concerns. The fisheries research is desirable for Alaska's salmon industry.

Page 2-93
The increase in grizzly bear and bald eagle populations under Alternatives 3, 6, 7, and 8 make the endangered species research beneficial for hunting and wildlife-based industries.

AFFECTED ENVIRONMENT P. 3-1 through 3-17

Timber, Page 3-4.
Two questions are raised: Are Region 10 figures low because of a lack of inventory in 1977 for Alaska? How would these results be changed by future Alaskan inventories?

As outlined previously, slowdown in inventory work due to budget cuts creates problems for Alaska.

Civil Rights, Minorities and Women, page 3-16.
How would proposed recreational user fees apply to Alaskan Natives under various acts and treaties?

OTHER ENVIRONMENTAL CONSIDERATIONS - ALL ALTERNATIVES
Pages 4-38 through 4-40.

Implementation of plans and guidelines developed specifically for Alaska minimize and protect against adverse irreversible and irretrievable commitment of resources.

A continued multiple-use Forest Service philosophy is essential to the State.

There is concern about any possible conflicts that may occur between Alaska Department of Fish and Game standards and Forest Service standards.

Alaskans are already experiencing adverse social and economic effects outlined in Alternative 5, because of cuts in S&PF and Research programs that are already below the standards in Alternative 5.

The addition of large amounts of Alaskan acreage to wilderness classification would cause increasing controversy and pressures on the land available in this State for multiple and private use.

Lastly, RPA statistics for forest land do not include potential forest lands that are presently classified as non-forest lands, such as burned areas. Alaska's present inventory does not include these areas or ANILCA withdrawals. An update inventory was not been adequately funded under the present RPA, and inventory increases are scheduled only into Alternatives 3 and 4. Alaska would benefit from increases scheduled into Alternative 6 as well.

Summary
A planned, balanced, multiple-use approach to the U. S. Forest Service goals for the next 50 years would be in the best interests of Alaska citizens, who are both economically and culturally, the natural resource-based State of Alaska.

APPENDICES

Issues, page C-3.
"Considerable untapped mineral and energy resources underlie the National Forest System (NFS) lands. There has been a rapid increase in prospecting, exploration and development on these lands. Pressure is especially evident in the Overthrust Belts and in Alaska."

The above paragraph places additional emphasis on mineral goals. Yet, the mineral coverage under the alternatives was generally limited to a three- or four-line paragraph. How will the "intense pressures" be handled by the Forest Service in Alaska? "Timely" processing of permits seems to just scratch the surface at a time when the nation is questioning its mineral and energy dependencies on foreign countries.

Page I-21.
Examples of How Research Emphasizes Changes among Alternatives.
Alternatives 6 and 8 are the most attractive to a State with strong research needs. They contain no lows and the most highs when compared with other alternatives.

Economic Effects for Region 10 By Alternative, page K-10.
Alternative 6 has the highest consumer benefit effect by the year 2030 and generates the third highest employment rate by then. Both statistics are extremely attractive to Alaskans and add additional weight to Alternative 6 being the alternative of choice for the State.

Visual Condition Classes for Region 10, page K-25.
Because Alaska has the most land in preservation class of all Regions, additional wilderness areas in Alaska seem unneeded by comparison.

Alaska State Legislature

POUCH V
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JUNEAU, ALASKA 99811
(907) 465-3834
(907) 465-3835

Senate

Committee on Resources

M E M O R A N D U M

TO: Senate Resources Committee Members

FROM: Senate Resources Committee Staff

RE: Resources Committee Meeting
February 6, 1984

DATE: February 3, 1984

On Monday, February 6, at 3:00 pm, Mike Barton, Deputy Regional Forester, U.S. Forest Service, and Bill Edwards, Resources Planning Act (RPA) Coordinator, will present the Senate and House Resources Committees with an overview of the RPA process.

The Forest and Rangeland Renewable Resources Planning Act (RPA) of 1974 directs the Forest Service to prepare comprehensive nationwide assessments of public and private natural resources every 10 years, with assessment supplements every 5 years to reflect new resource information. The resources inventoried include timber, water, recreation, wilderness, wildlife and fish, minerals, range, and energy. The Act directs that these assessments be used to develop a nationwide natural resource program for the National Forest System that sets production targets designed to meet future resource demands of society.

The Draft Environmental Impact Statement (EIS), which will be discussed at the hearing, describes and evaluates nine program alternatives. It also describes the affected environment, potential environmental consequences, and cost and output levels of implementing each alternative.

The RPA prcess is significant to the State because of land ownership changes brought about by the Statehood Act, the Alaska Native Claims Settlement Act, and the Alaska National Interest Lands Conservation Act. Large acreages are being shifted from federal ownership to other public and private owners. One effect of this change has been to increase the responsibilities of the State Forester's organization in responding to the forestry needs of new owners.

The meeting will be held at 3:00 pm in the House Resources Committee Room (Room 118, Capitol).

United States Department of Agriculture
Forest Service
Alaska Region
P.O. Box 1628
Juneau, AK 99802

Reply to 2400

Date JAN 16 1984

Dear Friend of the National Forests in Alaska:

We consider the RPA process to be an important influence on natural resource management in Alaska.

The Forest and Rangeland Renewable Resources Planning Act (RPA) directs that the Forest Service prepare comprehensive Nationwide Assessments of public and private natural resources every 10 years. Assessment Supplements are prepared every 5 years to reflect new resource information. The renewable resources that are inventoried include timber, water, recreation, wilderness, wildlife and fish, minerals, range, and energy.

The Act also directs that these Assessments be used to develop a Nationwide natural resource Program for the National Forest System every 5 years that sets production targets designed to meet future resource demands of society.

The Alaska Region of the Forest Service is distributing two RPA documents in the next 60 days--the draft 1985 Program and the final 1984 Assessment Supplement. The draft Program is enclosed. Please read the draft Program and send your comment to Bill Edwards, RPA Coordinator, Post Office Box 1628, Juneau, AK, 99802, (907) 586-7484, postmarking it no later than April 9, 1984. A response form is provided with this letter. If you have any questions about the RPA process or documents, please contact Bill or your local Forest Service office.

The final Assessment Supplement will be sent to you in February if you wish to receive it. The final 1985 Program is planned for distribution in December.

We also plan to have a few meetings throughout the Alaska Region at Forest Service offices to acquaint employees and other interested people with the RPA and its affects on National Forest management.

As you may be aware, some concurrent planning activities are going on--the implementation of the recently released Regional Guide, the finalization of the Chugach Land Management Plan, the Evaluation and Update of the Tongass Land Management Plan (TLMP), and the preparation of the ANILCA 706(b) Report to Congress. The Alternative chosen in the draft 1985 RPA Program will

influence the natural resource management decisions of future forest plan revisions.

The RPA process is particularly significant in Alaska because of land ownership changes brought about by the Statehood Act, the Alaska Native Claims Settlement Act, and the Alaska National Interest Lands Conservation Act (ANILCA). Large acreages are being shifted from federal ownership to other public and private owners. One effect of this change has been to increase the responsibilities of the State Forester's organization in responding to the forestry needs of new owners.

These changes in responsibilities and the role of the Forest Service in assisting the State Forester are displayed in the State and Private Forestry portion of the draft RPA Program. The range of federal support to State and Private Forestry programs varies from less than current levels (displayed in Alternative 5), to current levels (displayed in Alternative 1), to increased levels (displayed in Alternatives 2, 3, 4, 6, 7, and 8).

Several National Forest natural resource issues addressed in the 1985 RPA draft Program alternatives are of specific importance to the Alaska Region. These include: 1) maintaining "...the timber supply to dependent industry at a rate of four billion five hundred million board feet measure per decade" from the Tongass National Forest as required by ANILCA, 2) managing for different quantities of anadromous fish stocks generated from National Forest habitats, and 3) recommending additional potential acreages for Wilderness designation by Congress.

In considering the Region's timber management program and the 4.5 billion board feet per decade from the Tongass National Forest mandated by ANILCA, the 1985 draft Program presents Alternatives 2, 4, and 9--"High Market," "High All Resources," and "High Productivity," respectively. If followed, these Alternatives would increase timber production to exceed the 4.5 billion board feet figure by the year 1990 in Alternative 4 or the year 2000 and building to the year 2030 in Alternative 2 and 9. The attainment of Alternatives 2 and 9 would require a shift in land allocations presently displayed in the Tongass and draft Chugach Land Management Plans.

Please note that the draft RPA Program displays timber volumes in both billions of board feet and billions of cubic feet.

The stream habitats of the Region produces 104 million pounds of anadromous fish. This amount equals 95 percent of all anadromous fish produced from National Forests in the U.S. The 1985 draft Program considers several Alternatives with habitat improvements that increase production ranging from 130 to 175 million pounds of fish by the year 2030.

The draft Program contains Alternatives recommending Wilderness acreages ranging from today's level of 5.4 million acres designated on the Tongass National Forest to 8.6 million acres on the Tongass and the Chugach National Forests combined. Congressional action would be required to designate more Wilderness.

You can help us to send documents you want and to increase the overall effectiveness of our mailings and meetings. Please look at the list below, check off the items that you wish to receive or to participate in, fold this page of the letter along with the enclosed response form, tape the edge, and mail it.

_____ Send the final RPA Assessment Supplement

_____ Send the final 1985 RPA Program

_____ Contact me if RPA information meetings are held at a Forest Service office nearby

Thank you for your assistance.

Sincerely,

JOHN A. SANDOR
Regional Forester

Enclosure

Guide for Responding to RPA '85 Program DEIS

We are asking you to comment on the RPA 1985 Program DEIS so that your views can be considered in developing the recommended program in 1985. We hope this guide can be of assistance in helping you analyze the DEIS in making your input.

Please fill out your name and address so we can make sure you continue to receive information from us.

Name _____

Organization (if any) _____
Address: Street _____
City/Town _____
State _____
Zip Code _____

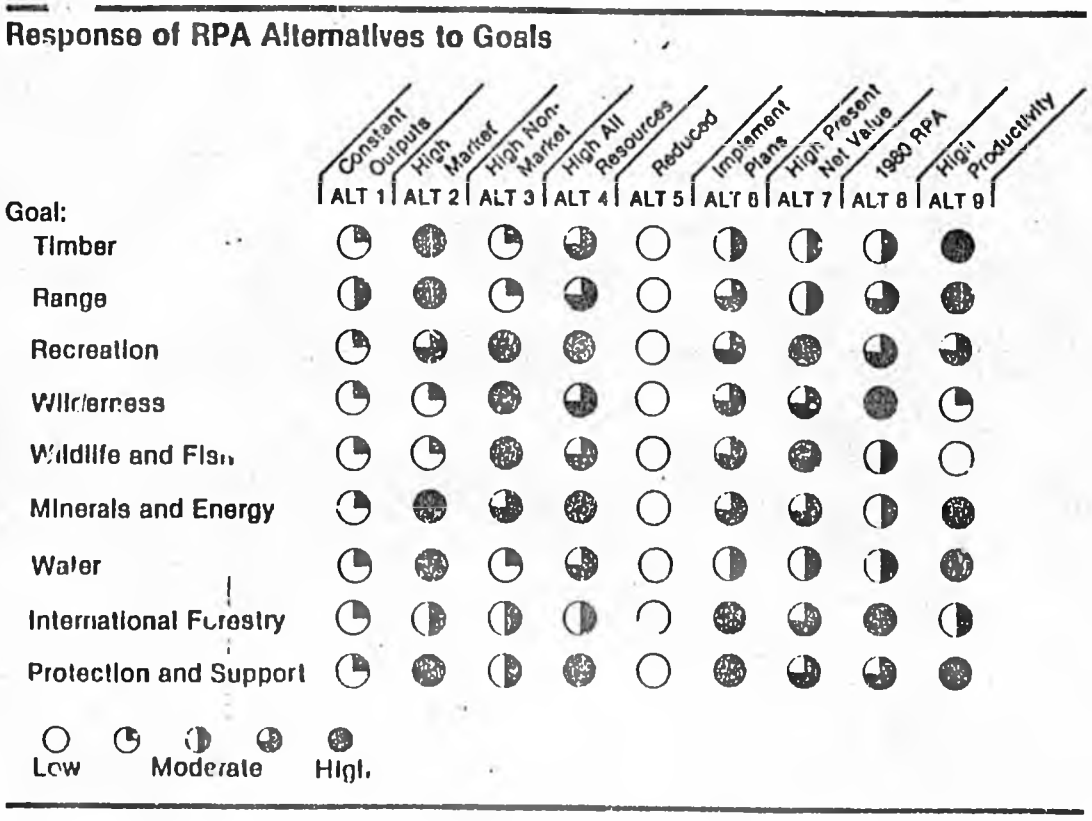
MAIL YOUR RESPONSE BEFORE APRIL 9, 1984.

Check which category you are representing:

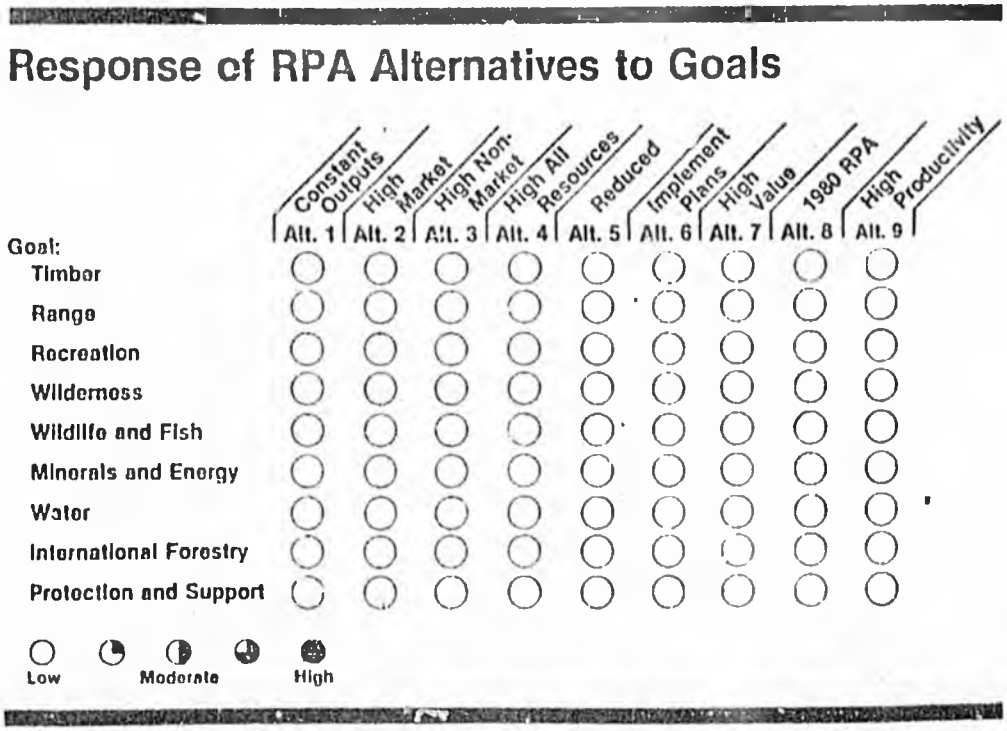
__Individual
__Business Interest Group
__Conservation Interest Group
__Civic Interest Group
__Educational
__Elected Official
__Public Agency
__Tribal Government

ITEM	PURPOSE	DEIS REFERENCE
. SUMMARY	Quick Review RPA	Summary
. Purpose and Need of RPA 1985 Program DEIS	Look at Assessment Update Supply/Demand Review Program Goal Statements	Chapter 1
. Program Alternatives and Their Comparison	- Analyze 9 alternatives - Compare Alternative as to the costs/outputs in response to goals	Chapter 2
. The Environment	- Discuss where program will be implemented	Chapter 3
. Environmental Consequences of the Alternative	- Identify, and analyze the consequences/impacts of each alternative on goal accomplishment	Chapter 4
. National/Regional Costs and Outputs	Look at costs and outputs Nationally and Regionally for NFS, SPF, and Research	Appendix Tables I., K
. National Forest Effects	Identify the effects of each National Forest (contact each National Forest)	None

This Figure 2.1 in the RPA DEIS displays a summary of the response that each alternative makes to the 9 goals:



The following response chart is provided for your use in describing your response preference. Remember that the goals interact with each other and cannot meet everyones goals at the same time. Selecting some goals at a high level precludes others at the same level.



PUBLIC RESPONSE

After reviewing the RPA Program you are now ready to develop your response.

The following is the type of information that will be most useful in using your input as the recommended program is being developed:

. Describe, in writing, your analysis of the following alternatives by indicating the strength and weakness of each alternative. Consider the following in your comments:

1. Look at what goals are emphasized in relation to how the National Forests should be managed.

2. Appearance of reasonable balance between goals being emphasized in the nine alternatives.

3. Evaluation of goals as measured by their effect on National, Regional, and local programs.

4. Look for relationships between the goals in the alternatives.

Alternative	Comments (using ideas above)
(List each alternative separately and put comments under the appropriate alternative)	

Preferred Alternative

Now that you have analyzed the nine alternatives and evaluated the effects Nationally, Regionally, and locally, please describe your preference for us to consider as we formulate the recommended program. Please give us supporting reasons for your choice--they are extremely important information.

Other

Please list other information that you want us to consider in managing the National Forests.

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Alaska Region
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Juneau, Alaska 99802

Attn: RPA Coordinator

---------- fold ----------

The Privacy Act and the Freedom of Information Act (FOIA) govern the formation, maintenance, and disclosure of Federal Government mailing lists. Under provisions of the FOIA, the names and addresses of persons on Federal mailing lists may be released to the public upon request. If a person objects to having his or her name and address subject to public release, as required by the law, they may not be placed on Federal mailing lists. To be added to or retained on the mailing lists of the Forest Service in Alaska, a person must understand these provisions of the FOIA and submit a specific request in writing.

Other people who might like to participate:

tape

"RPA"
or
COMM

February 13, 1984

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Dear ¥Nickname¥:

The U.S. Forest Service is currently soliciting comments on the Forest and Rangeland Renewable Resources Planning Act (RPA). The RPA directs the Forest Service to prepare comprehensive nationwide assessments of public and private natural resources every five years. The resources inventoried include timber, minerals, fish and wildlife, water, wilderness, and recreation. The Act directs that these assessments be used to develop a nationwide natural resource program for the National Forest System that sets production targets designed to meet future resource demands of society.

I have attached summaries of the nine program alternatives being considered. As you will see, each alternative represents a different mix of resource emphasis. The RPA process is significant to the State because of the large acreages that are being shifted from federal to State ownership as a result of the Statehood Act, the Alaska Native Claims Settlement Act, and the Alaska National Interest Lands Conservation Act. Not only is this resulting in an increase in the State's management responsibility, but in a reduction in the federal acreage available for potential resource use.

Forest Service representatives have stressed the importance of public involvement in the RPA process. In an effort to encourage your participation, the Senate and House Resources Committees are sponsoring a statewide teleconference on February 29, 1984, from 6:15 pm - 7:15 pm. Contact your local Legislative Information Office for the location and details on signing up to testify.

¥Nickname¥, I urge you to take advantage of this opportunity to comment.

Sincerely,

Bettye Fahrenkamp
Chairman

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C

1602
Mr. Jim Clark
Alaska Loggers Association
210 Ferry Way
Juneau, AK 99801
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C

5977
Mr. Jay Nelson, Director
Alaska Environmental Lobby
PO Box 1692
Juneau, AK 99802
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1780
Ms. Mary Core
Ak. Center for the Environment
1069 West 6th Avenue
Anchorage, AK 99501
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7121
Mr. Tom Scarborough
Alaska Sportsmen's Council
P.O. Box 73478
Fairbanks, AK 99707
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2332
Ms. Paula Easley
Resource Development Council
PO Box 100516
Anchorage, AK 99510
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C

8493
Mr. Bob Warren, Director
Northern Alaska Environmental Center
218 Driveway
Fairbanks, AK 99701
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3127
Mr. Howard J. Grey, Exec. Director
Alaska Miners Association
Howard Grey & Associates
715 L Street, Suite 8
Anchorage, AK 99501
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8755
Mr. Spud Williams, President
Tanana Chiefs Conference
201 First Avenue
Fairbanks , AK 99701
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or MAIL 84 RPA labels. I set-up

United States Department of Agriculture
Forest Service
Alaska Region
P.O. Box 1628
Juneau, AK 99802

Reply to: 2400

Date: JAN 16 1984

Dear Friend of the National Forests in Alaska:

We consider the RPA process to be an important influence on natural resource management in Alaska.

The Forest and Rangeland Renewable Resources Planning Act (RPA) directs that the Forest Service prepare comprehensive Nationwide Assessments of public and private natural resources every 10 years. Assessment Supplements are prepared every 5 years to reflect new resource information. The renewable resources that are inventoried include timber, water, recreation, wilderness, wildlife and fish, minerals, range, and energy.

The Act also directs that these Assessments be used to develop a Nationwide natural resource Program for the National Forest System every 5 years that sets production targets designed to meet future resource demands of society.

The Alaska Region of the Forest Service is distributing two RPA documents in the next 60 days--the draft 1985 Program and the final 1984 Assessment Supplement. The draft Program is enclosed. Please read the draft Program and send your comment to Bill Edwards, RPA Coordinator, Post Office Box 1628, Juneau, AK, 99802, (907) 586-7484, postmarking it no later than April 9, 1984. A response form is provided with this letter. If you have any questions about the RPA process or documents, please contact Bill or your local Forest Service office.

The final Assessment Supplement will be sent to you in February if you wish to receive it. The final 1985 Program is planned for distribution in December.

We also plan to have a few meetings throughout the Alaska Region at Forest Service offices to acquaint employees and other interested people with the RPA and its affects on National Forest management.

As you may be aware, some concurrent planning activities are going on--the implementation of the recently released Regional Guide, the finalization of the Chugach Land Management Plan, the Evaluation and Update of the Tongass Land Management Plan (TLMP), and the preparation of the ANILCA 706(b) Report to Congress. The Alternative chosen in the draft 1985 RPA Program will

influence the natural resource management decisions of future forest plan revisions.

The RPA process is particularly significant in Alaska because of land ownership changes brought about by the Statehood Act, the Alaska Native Claims Settlement Act, and the Alaska National Interest Lands Conservation Act (ANILCA). Large acreages are being shifted from federal ownership to other public and private owners. One effect of this change has been to increase the responsibilities of the State Forester's organization in responding to the forestry needs of new owners.

These changes in responsibilities and the role of the Forest Service in assisting the State Forester are displayed in the State and Private Forestry portion of the draft RPA Program. The range of federal support to State and Private Forestry programs varies from less than current levels (displayed in Alternative 5), to current levels (displayed in Alternative 1), to increased levels (displayed in Alternatives 2, 3, 4, 6, 7, and 8).

Several National Forest natural resource issues addressed in the 1985 RPA draft Program alternatives are of specific importance to the Alaska Region. These include: 1) maintaining "...the timber supply to dependent industry at a rate of four billion five hundred million board feet measure per decade" from the Tongass National Forest as required by ANILCA, 2) managing for different quantities of anadromous fish stocks generated from National Forest habitats, and 3) recommending additional potential acreages for Wilderness designation by Congress.

In considering the Region's timber management program and the 4.5 billion board feet per decade from the Tongass National Forest mandated by ANILCA, the 1985 draft Program presents Alternatives 2, 4, and 9--"High Market," "High All Resources," and "High Productivity," respectively. If followed, these Alternatives would increase timber production to exceed the 4.5 billion board feet figure by the year 1990 in Alternative 4 or the year 2000 and building to the year 2030 in Alternative 2 and 9. The attainment of Alternatives 2 and 9 would require a shift in land allocations presently displayed in the Tongass and draft Chugach Land Management Plans.

Please note that the draft RPA Program displays timber volumes in both billions of board feet and billions of cubic feet.

The stream habitats of the Region produces 104 million pounds of anadromous fish. This amount equals 95 percent of all anadromous fish produced from National Forests in the U.S. The 1985 draft Program considers several Alternatives with habitat improvements that increase production ranging from 130 to 175 million pounds of fish by the year 2030.

The draft Program contains Alternatives recommending Wilderness acreages ranging from today's level of 5.4 million acres designated on the Tongass National Forest to 8.6 million acres on the Tongass and the Chugach National Forests combined. Congressional action would be required to designate more Wilderness.

You can help us to send documents you want and to increase the overall effectiveness of our mailings and meetings. Please look at the list below, check off the items that you wish to receive or to participate in, fold this page of the letter along with the enclosed response form, tape the edge, and mail it.

_____ Send the final RPA Assessment Supplement

_____ Send the final 1985 RPA Program

_____ Contact me if RPA information meetings are held at a Forest Service office nearby

Thank you for your assistance.

Sincerely,

JOHN A. SANDOR
Regional Forester

Enclosure

Guide for Responding to RPA '85 Program DEIS

We are asking you to comment on the RPA 1985 Program DEIS so that your views can be considered in developing the recommended program in 1985. We hope this guide can be of assistance in helping you analyze the DEIS in making your input.

Please fill out your name and address so we can make sure you continue to receive information from us.

Name _____

Organization (if any) _____
Address: Street _____
City/Town _____
State _____
Zip Code _____

MAIL YOUR RESPONSE BEFORE APRIL 9, 1984.

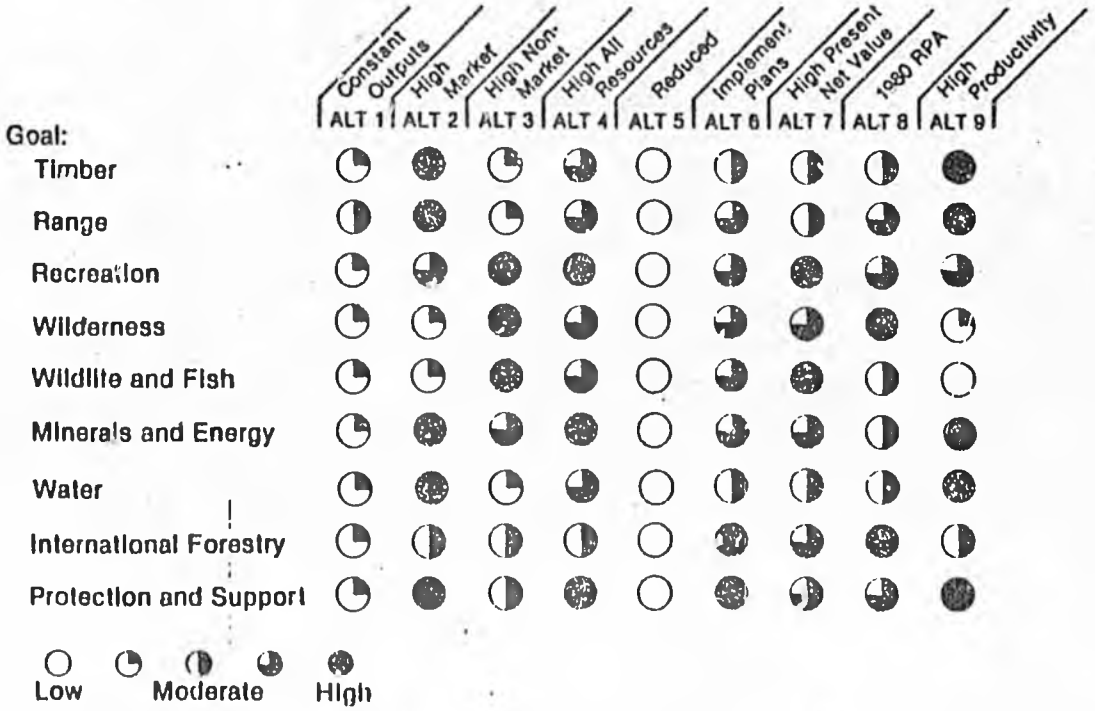
Check which category you are representing:

__Individual
__Business Interest Group
__Conservation Interest Group
__Civic Interest Group
__Educational
__Elected Official
__Public Agency
__Tribal Government

ITEM	PURPOSE	DEIS REFERENCE
. SUMMARY	Quick Review RPA	Summary
. Purpose and Need of RPA 1985 Program DEIS	Look at Assessment Update Supply/Demand Review Program Goal Statements	Chapter 1
. Program Alternatives and Their Comparison	- Analyze 9 alternatives - Compare Alternative as to the costs/outputs in response to goals	Chapter 2
. The Environment	- Discuss where program will be implemented	Chapter 3
. Environmental Consequences of the Alternative	- Identify, and analyze the consequences/impacts of each alternative on goal accomplishment	Chapter 4
. National/Regional Costs and Outputs	Look at costs and outputs Nationally and Regionally for NFS, SPF, and Research	Appendix Tables L, K
. National Forest Effects	Identify the effects of each National Forest (contact each National Forest)	None

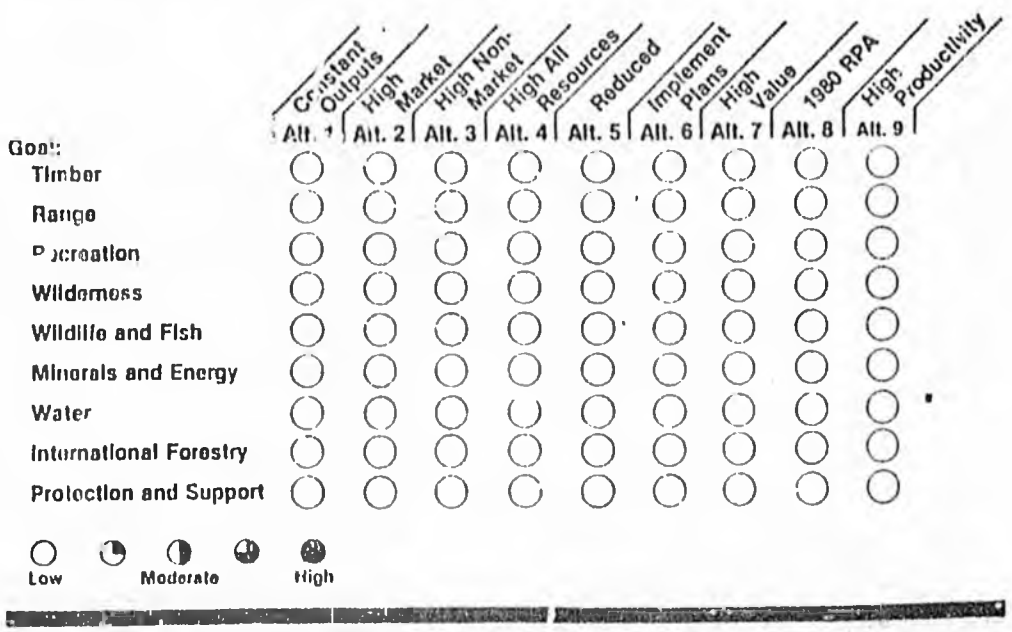
This Figure 2.1 in the RPA DEIS displays a summary of the response that each alternative makes to the 9 goals:

Response of RPA Alternatives to Goals



The following response chart is provided for your use in describing your response preference. Remember that the goals interact with each other and cannot meet everyones goals at the same time. Selecting some goals at a high level precludes others at the same level.

Response of RPA Alternatives to Goals



PUBLIC RESPONSE

After reviewing the RPA Program you are now ready to develop your response.

The following is the type of information that will be most useful in using your input as the recommended program is being developed:

- Describe, in writing, your analysis of the following alternatives by indicating the strength and weakness of each alternative. Consider the following in your comments:

1. Look at what goals are emphasized in relation to how the National Forests should be managed.

2. Appearance of reasonable balance between goals being emphasized in the nine alternatives.

3. Evaluation of goals as measured by their effect on National, Regional, and local programs.

4. Look for relationships between the goals in the alternatives.

Alternative	Comments (using ideas above)
(List each alternative separately and put comments under the appropriate alternative)	

Preferred Alternative

Now that you have analyzed the nine alternatives and evaluated the effects Nationally, Regionally, and locally, please describe your preference for us to consider as we formulate the recommended program. Please give us supporting reasons for your choice--they are extremely important information.

Other

Please list other information that you want us to consider in managing the National Forests.

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Alaska Region
USDA Forest Service
Post Office Box 1628
Juneau, Alaska 99802

Attn: RPA Coordinator

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The Privacy Act and the Freedom of Information Act (FOIA) govern the formation, maintenance, and disclosure of Federal Government mailing lists. Under provisions of the FOIA, the names and addresses of persons on Federal mailing lists may be released to the public upon request. If a person objects to having his or her name and address subject to public release, as required by the law, they may not be placed on Federal mailing lists. To be added to or retained on the mailing lists of the Forest Service in Alaska, a person must understand these provisions of the FOIA and submit a specific request in writing.

Other people who might like to participate:

tape

JANUARY 9, 1984

ERRATUM

Reference: Draft Environmental Impact Statement
1985--2030 Resources Planning Act Program

1. Page 1-11, 1st paragraph, last sentence should read:

"Demand for better control of runoff from flood-source areas and for reduction of flood hazards downstream will increase as property values rise and improvements are installed in flood-prone areas."

2. Page 1-12, item (3) second sentence should read:

"Increasing softwood and hardwood timber harvests on forests in the East."

3. Pages K-2 through K-10:

"Income Effect (Billion $)" should read "Income Effect (Million $)."

"Employment (Million Jobs)" should read "Employment (Thousand Jobs)."

NOTE REGARDING THE FOLLOWING FRAME(S) ON MICROFILM:

COMPLETE DOCUMENT IS AVAILABLE IN ORIGINAL FILES.

TITLE PAGE ONLY HAS BEEN FILMED.

United States
Department of
Agriculture

Forest Service

Draft Environmental Impact Statement

1985—2030
Resources Planning Act Program

RPA '85