
THE PINCHOT LETTER

News from the Pinchot Institute for Conservation

Vol 6 No.1 Spring 2001

Fire and Water: Catalyzing Community Stewardship of Natural Resources

The need for prompt action to halt the deterioration of degraded watersheds, and to minimize the likelihood of another wildfire episode like the one experienced in 2000, has sharply accelerated efforts by the USDA Forest Service and Department of Interior agencies like the Bureau of Land Management to enlist the aid of local communities in the restoration and improved stewardship of adjacent forest lands. Top agency officials met recently with community leaders, tribal, state and local government representatives, and participants from conservation groups and other non-governmental organizations in Lakewood, Colorado to outline commitments aimed at facilitating community-based approaches to watershed restoration projects, hazardous fuels reduction projects, and ongoing land stewardship activities. These commitments include:

- ✿ Removing procedural and other administrative barriers to cooperation and collaboration
- ✿ Providing additional resources to facilitate cooperation and collaboration
- ✿ Using the ongoing work of federal land management agencies as a learning laboratory for community-based stewardship

The Pinchot Institute, in cooperation with the Ford Foundation, National Forest Foundation and the USDA Forest Service, convened and facilitated the Lakewood meeting to lay the foundation for the process by which these commitments will address the needs, concerns and priorities identified by the communities themselves and turned into actions on the ground.

COMMUNITY COOPERATION IN WATERSHED RESTORATION

Some early successes with community collaboration in the Forest Service's large-scale watershed restoration projects has helped open the agency's eyes to the critical role local communities can play in improved stewardship of both the public and private lands typically found in a large watershed. In 1999, the Forest Service identified 15 such watersheds nationwide-from the Rio Peñasco River in New Mexico to the watershed for the New York City metropolitan region-as prototypes for more visionary management of ailing watersheds and ecosystems. Since then, cooperative projects have been used to establish 70 miles of riparian forest, and accomplish tree planting, thinning, and prescribed burning on more than 72,000 acres. More than 7,200 acres of wetlands, and 1,500 acres of native grasslands have been restored. Over 100 miles

of roads have been decommissioned and revegetated, with another 1,300 miles rehabilitated to halt degradation of water quality and aquatic habitat.

It is becoming clear that these 15 watersheds are serving as prototypes not only for the technical aspects of restoring and protecting degraded watersheds, but for developing the relationships and mechanisms (e.g., land stewardship contracts) that will serve as a long-term basis for shared leadership between the community and federal land management agencies toward the common goal of improved forest stewardship.

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Leadership in Forest Conservation Thought, Policy and Action

IMPLEMENTING THE
COMPREHENSIVE FIRE PLAN

How the Forest Service and DOI agencies respond to the aftermath of this year's wildfires will be an important test of the agencies' understanding and commitment to collaborative stewardship. Collaborative stewardship entails a flexible approach to addressing local community needs and objectives, within the broader context of national-level policy and the agencies' mission of conservation and sustainable natural resource management. Land stewardship that is ecologically sound, economically

viable, and socially responsible is a goal that is shared between the federal land management agencies and local communities. This shared goal is the basis for cooperation, and a continuing, long-term commitment to mutual consideration and support. This cooperation begins with understanding and manifests itself in action.

The Departments of Agriculture and Interior have laid out their plans for the federal response to this year's catastrophic fire season in the West in a report entitled *Managing the Impact of Wildfires on Communities and the Environment*. Collaboration

with communities in both recently burned areas and in unburned, high fire risk areas, is a major theme in the report. Local communities have a high stake in the stewardship of surrounding forests, which play a central role in determining the long-term social, economic, and environmental well being of their citizens. Many of these communities have overcome polarization among interests. They have come together to form a shared vision for their desired future, and a set of common objectives for achieving that vision.

ABOUT THE PINCHOT INSTITUTE

The Pinchot Institute for Conservation is an independent non-profit research and education organization dedicated to leadership in natural resource conservation thought, policy, and action. The Pinchot Institute was dedicated in 1963 by President John F. Kennedy at Grey Towers National Historic Landmark in Milford, Pennsylvania, historic home of conservation leader Gifford Pinchot, to facilitate communication and closer cooperation among resource managers, scientists, policy makers, and the American public. The Institute continues Pinchot's legacy of conservation leadership as a center for policy development in support of sustainable forest management. Further information about the Pinchot Institute's programs and activities can be found at www.pinchot.org.

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The federal land management agencies are a part of these communities, and the land and resource management decisions made by agency officials should reflect communities' self-determined vision and objectives to the extent possible within the context of law and policy. Local communities also play an essential role in the stewardship of these resources through use, management and protection. To the extent feasible, the federal land management agencies should use and strengthen local capacity for carrying out resource stewardship activities, both to ensure that this local capacity can be called upon when needed, and to contribute to sustainable economic development in the communities themselves.

THE CHALLENGE FOR THE USDA FOREST SERVICE AND DEPARTMENT OF INTERIOR AGENCIES

Pressures on the agencies to show tangible and significant accomplishments on the ground before the end of fiscal year 2001 may lead to short cuts that will minimize opportunities for collaboration in both the consideration of new projects and their implementation. Such short cuts could prove to be short sighted.

Implementation of the fire strategy in the context of collaborative stewardship is an opportunity to reaffirm the importance of community collaboration, and help rebuild the trust and support of local communities for these agencies. The task for these agencies is so large that working collaboratively is the only way for the agencies to accomplish the work expected of them. The challenge is to capitalize on this tremendous opportunity to learn to work collaboratively and to help develop agency and community capacity to do so, while still meeting the timeframes for accomplishment established by Congress.

COMMUNITY FORUMS

The Pinchot Institute is assisting the coordination of the process by which the fire strategy is implemented in cooperation with local communities. Working with local organizations and through "task groups" established at the Lakewood meeting, communities may have the opportunity to consider these fire strategy projects in the context of their own desired future, through one or more facilitated meetings in which agencies officials are invited to participate. A possible outcome of these forums is the establishment or revision of local action plans, which can make available federal funds for restoration efforts on private and tribal lands (through Forest Service State and Private Forestry) as well as incorporate community objectives into projects to be undertaken on adjacent national forest lands.

In the near term, many of the hazardous fuels reduction projects that will be implemented in fiscal year 2001 have already been through planning, including all necessary environmental reviews. The Institute can assist the Forest Service in selecting among these fuels projects by helping communities with the capacity to work collaboratively with the agency both in prioritizing among the projects and in getting them accomplished.

For the longer term, the community forums can serve as an ongoing mechanism for identifying and designing ecosystem restoration projects in high fire-risk communities. Additionally, they can serve as a sounding board in the monitoring and evaluation of ongoing projects.



LAND STEWARDSHIP CONTRACTS

Even with the need for expedited accomplishment of high priority projects, there are opportunities to use and strengthen the capacity of local community-based firms through multi-year projects.

The urgency associated with the fiscal year 2001 projects could lead the Forest Service and Department of Interior officials to conclude that the work can only be done through a few large contracts with large regional or national firms. Where this happens, there is generally little benefit to local communities or forest workers in terms of economic reinvestment or capacity building. With a more creative approach, a program of work can be designed to expedite the accomplishment of near-term priorities, but also serve as the basis for a broader array of land stewardship activities to take place once the high-priority tasks have been completed.

One such approach is through land stewardship contracts, which are multi-year, multi-task, landscape-scale, and results oriented. Such contracts can be designed so they are well suited to the capacity of small firms, and actually help reinforce that capacity over time by encouraging capital investment and the development of an experienced, skilled workforce earning family wages.

The Pinchot Institute will facilitate the development of land stewardship contracts to accomplish fire strategy projects, providing technical assistance and additional research and analysis as needed. The Institute has developed significant expertise in this area, based upon several years' experience refining the concept of land stewardship contracts, researching legal authorities, and overseeing demonstration projects. This experience can be applied to the timely accomplishment of fire strategy projects.

CATALYZING PARTNERSHIPS

Through its active working relationships with the Ford Foundation, the National Forest Foundation, and a diverse array of community forestry organizations, the Pinchot Institute is catalyzing a broader partnership with the Forest Service and helping to bring additional funding to these efforts.

Through its longstanding partnership with the Ford Foundation, the Pinchot Institute has been able to provide direct support for citizens and community forestry organizations for involvement in collaborative stewardship activities. Foundation funding has also opened new opportunities for partnering with the National Forest Foundation (NFF), which can help provide matching funds. Areas of high priority for action under the Forest Service fire strategy match closely with the NFF's geographic area of special emphasis, as well as with its new program focus on community forestry.

For more information, please contact Mary Mitsos at mmitsos@pinchot.org, or at (406) 363-7175.



Marsh Biographer David Lowenthal Named 2001 Pinchot Distinguished Lecturer

Dr. David Lowenthal, Professor Emeritus of Geography and Honored Research Fellow at the University College of London, has been named Pinchot Distinguished Lecturer for 2001 by the Pinchot Institute Board of Directors. Dr. Lowenthal is the author of *George Perkins Marsh: Prophet of Conservation*, the definitive biography of Marsh published last year by the University of Washington Press.

George Perkins Marsh's seminal *Man and Nature*, first published in 1864, shocked many Americans into realization that forest exploitation could lead to permanent alteration of the environment at a continental scale—just as it had done throughout the entire Mediterranean region centuries before. Marsh's scholarship, and his first-hand observations while serving as the American ambassador to Italy, persuaded concerned Americans to take action. Thus began the Conservation Movement, which became Gifford Pinchot's life calling, and continues to influence the ideas, institutions, and policies that

guide forest conservation to this day.

In his lecture entitled *Forest Stewardship: George Perkins Marsh, Gifford Pinchot, and America Today*, Dr. Lowenthal will briefly trace the precepts of conservation policy to Marsh's writings, and describe the principles and philosophies that united early conservationists like Gifford Pinchot and John Muir behind common goals, despite differing tactical approaches. Dr. Lowenthal will discuss what Marsh's insights have to tell us today, as we craft our own evolving vision of forest stewardship and conservation.

The Pinchot Distinguished Lecture for 2001 will be held at 3 p.m. on Friday, April 6, at the Cosmos Club, located at 2121 Massachusetts Avenue NW in Washington, DC. The lecture is free of charge, but reservations are required due to space limitations. To RSVP, or for more information about the Pinchot Distinguished Lecture, please contact the Pinchot Institute at (202) 797-6580 or at pinchot@pinchot.org.

Pinchot Institute Featured in PBS Television Discussion of Federal Lands Policy

On February 17, Pinchot Institute President Al Sample appeared on the PBS television program *Think Tank*, hosted by Ben Wattenberg, to discuss recent developments in federal lands policy. The other discussants on the program were Roger A. Sedjo, Director of the Forest Economics and Policy Program at Resources for the Future, and Robert Nelson,

Professor of Public Policy at the University of Maryland and a Senior Fellow at the Competitive Enterprise Institute. The half-hour program, which is broadcast by PBS stations nationally, focused on recent decisions to designate new national monuments on federal lands, and place 58 million acres of National Forest lands off-limits to new road construction. These decisions, and

recent proposals to open the coastal plain of the Arctic National Wildlife Refuge to oil drilling, were examined in light of the current energy shortages in California and potential energy issues elsewhere in the US. For more information or a transcript of the program, see the PBS website at www.pbs.org/think-tank/ or contact Greg Erken via email at thinktank@pbs.org.

DEADLINE NEARING ON SAVE AMERICA'S TREASURES CHALLENGE GRANT



The Pinchot Institute for Conservation is in the final months of a campaign to raise \$110,000 in matching funds from individuals and corporations by May 31, 2001 to renovate the Letter Box, a two-story stone structure on the grounds of Grey Towers National Historic Landmark, Gifford Pinchot's former Milford, Pennsylvania home. The Letter Box originally served as an office and archive in the years following Pinchot's service as two-term Governor of Pennsylvania and first Chief of the U.S. Forest Service. Upon completion, this restored building will be the site of a premiere conservation and education outreach program for both children and adults in the upper Delaware River Valley region, the Commonwealth of Pennsylvania, and across the Nation.

The Letter Box is one of 62 sites in the United States recently selected to receive a grant from the *Save America's Treasures program*—a public-private partnership between the White House Millennium Council and the National Trust for Historic Preservation—dedicated to preserving our Nation's irreplaceable historic and cultural treasures for future generations.

Grey Towers Director Ed Brannon states, "This grant not only provides funds for a much-needed part of the renovation project, but it also recognizes Grey Towers as a crown jewel in American conservation history. Selection in this program validates the importance of this site as the birthplace of conservation in our Nation."

Money raised for the project will fund new heating and air conditioning systems, special ultra-violet window shades to protect early volumes of forestry and conservation books that will be housed there, and selective restoration of the interior space. Restorative treatments will also be applied to several political cartoons and an historic 1899 map of the U.S. Territories and Insular Possessions.

The Letter Box, which was designed in 1925 by famed architect Chester, served an important role in Gifford Pinchot's political and personal life. An active writer, Pinchot has more papers at the Library of Congress than any other civilian; the Letter Box is celebrated as the birthplace of his many innovative thoughts and writings on forest conservation, as well as his autobiography, *Breaking New Ground*.

In 1963, the Pinchot Institute for Conservation was dedicated at Grey Towers by former President John F. Kennedy to continue Pinchot's forest conservation legacy. Given this, the Forest Service chose the Institute as its non-profit partner for raising the matching funds the grant requires to restore this historic treasure.

For more information on how to invest in this unique opportunity, please contact Lori McKean at (570) 296-9630 or Kendra Miller at (202) 797-6580.



The Letter Box

Reopening of Grey Towers National Historic Landmark Heralds Start of New Conservation Leadership Center

The reopening of Grey Towers National Historic Landmark on August 11, 2001 marks the culmination of a three-year \$14-million historic restoration of this former home of Gifford Pinchot, and also the opening of the Pinchot Institute's new Conservation Leadership Center that will be housed at Grey Towers. A series of events are being planned

for August 10-12 that will showcase the restoration effort and highlight the future conservation programs at Grey Towers.

The Pinchot Institute's Conservation Leadership Center will provide state-of-the-art conference facilities in a comfortable retreat setting reminiscent of the early 20th century, when Grey Towers

was the residence of Gifford Pinchot and the site of numerous discussions and debates over the important conservation issues of the day. The Pinchot Institute's series of workshops, conferences, and executive development seminars will feature new and innovative approaches to conservation leadership, based largely on a case-study approach grounded in practical experience. Participants will include emerging leaders in federal and state natural resource agencies, conservation organizations, forest industry, and citizen groups.

Grey Towers, in Milford, Pennsylvania, has been the home of the Pinchot Institute since the Institute was dedicated there by President John F. Kennedy in September 1963. The Pinchot Institute opened additional offices and conference facilities at the Resources and Conservation Center in Washington, DC in 1995. Grey Towers National





Historic Landmark is overseen by the USDA Forest Service, and continues to provide a unique historical and retreat setting for Pinchot Institute programs and activities. Grey Towers Director Ed Brannon has provided leadership throughout

the extensive historic restoration, which was accomplished by the Forest Service with technical assistance from the National Park Service historic preservation unit at Williamsport, Pennsylvania.

For more information about the Grey Towers reopening in August, and the Pinchot Institute's Conservation Leadership Center, please call Lori McKean at (570) 296-9630 or lmckean@fs.fed.us.

Taking the Long View: Conservation Investments for Future Generations

Mike Dombeck

THE END OF A TRANSITION

Over the past decade or longer, the Forest Service has been characterized as caught in a seemingly endless transition from development and production to conservation and stewardship. Between 1960 and 1989, timber harvests on national forests remained between 9 and 12 billion board feet per year. Since then, harvests have declined by about 70 percent to about 3 billion board feet per year.

With the recent announcement of our roads and roadless policies, I think it is time to recognize that the period of transition is over. The roads rule's emphasis away from new road construction toward providing safe and efficient public access in a fiscally responsible and environmentally sensitive manner is emblematic. Similarly, completion of the roadless rule signifies the shift away from the timber controversies of the past decade over roadless entry and old-growth harvest.

Change is never easy. Just two years ago, threats of diminished agency funding to a "custodial level" were rampant. This year, however, we received a budget increase of over 40 percent and plan to hire as many as 5,000 part-time and full-time employees. I think this reflects a deeper understanding and commitment by Congress and the American people to protecting the unfragmented parts of the National Forest System while targeting resources to the areas of greatest

need, such as our deteriorating road system and fire-prone communities.

Throughout the past hundred years, even as we have used the land to build our homes and to feed and clothe our people, we have created the most extensive system of public lands, wilderness and parks, and wildlife refuges in the world. As citizens of the United States, each of us owns a share of millions of acres of land. This is our birthright, the bequest of our forebears, many of whom died securing the land and the freedom we enjoy.

Gifford Pinchot, the first Forest Service Chief, defined conservation as "the greatest good for the greatest number for the longest time." How we choose to use and conserve these resources is a tricky business. As Pinchot realized well, however, conservation is nothing if not about choices left for future generations.

NATIONAL FOREST SYSTEM GOALS

The Forest Service has four principle goals for the National Forest System in the coming year.

- ✿ First, to implement the new roads policy to provide for safe public use and access of forests and grasslands for millions of Americans in a fiscally responsible and environmentally sensitive manner.
- ✿ Second, to implement the new planning regulations based upon science and collaboration with communities of place and communities of interest.

✿ Third, to employ science-based active management to help restore fire-adapted ecosystems, and to protect communities, habitat, and drinking water supplies. And, as a byproduct of this work, to provide jobs to communities and wood fiber for markets.

✿ Fourth, to update and strengthen our existing old-growth policy statement.

I would like to take this opportunity to elaborate on the Forest Service objectives in accomplishing the fourth principle goal.

OLD GROWTH

One of the most challenging responsibilities of conservation leadership is to take the long view—to look beyond the crisis of the day toward the future. This was in part what drove my decision to conserve roadless areas.

Gifford Pinchot advocated professional forestry for public lands. Nearly 100 years later, we celebrate his foresight and legacy. Aldo Leopold called for the protection of wilderness areas in the early 1920s and beyond. Seventy years later, the Forest Service manages more wilderness than any other federal agency.

In the 1930s, Bob Marshall advocated protection for large roadless areas. Last week, the Forest Service protected more than 58 million acres of these unfragmented, wild places.

Forestry, wilderness and roadless area protection are all ideas that were initiated and brought to fruition through the efforts of present and past conservation leaders—which brings me to the issue of old growth. Reverence for ancient trees is ingrained in our culture. Some trace it back to tree worship in the ancient old-growth forests of northern Europe. A semblance of that culture remains in Germany's monuments to its few remaining ancient oaks, behemoths that witnessed the march of medieval armies. It echoes in our own cultivation of champion trees, often the sole survivors of ancient forests populated by giants.

The drive for progress and prosperity, coupled with federal largesse in disposing of the public domain, led to vast clearcuts by profiteers who moved from region to region, confident in the belief that America's forests were inexhaustible. First the eastern forests fell, next the forests of my home country, the Lake States. Finally, the entrepreneurs turned to the South and West. In their wake remained miles of slash, fueling enormous wildfires. Hillsides left bare were gullied by erosion; downpours caused flash floods in distant downstream communities.

Leopold wrote a fitting epitaph for the last old-growth maple in the last virgin forest in the Great Lakes region: "With this tree will fall the end of an epoch. . . . There will be an end of cathedral aisles to echo the hermit thrush, or to awe the intruder. There will be an end of hardwood wilderness large enough for a few days' skiing or hiking without crossing a road. The forest primeval, in this region, will henceforward be a figure of speech."

For too long, we allowed the issues of old-growth forests and roadless areas to serve as poster children for both sides of the conflict industry. In the not-so-distant past, old-growth forests were viewed as "overmature" or "decadent" and targeted for cutting because of their high economic values. Today, national forests contain our last remaining sizable blocks of old-growth forest—a remnant of America's original landscape. In the future, we will celebrate the fact that national forests serve as a reservoir for our last remaining old-growth forests and their associated ecological and social values.

In 1989, Chief Dale Robertson issued an old-growth policy statement. Chief Robertson's policy, issued in the midst of a controversial debate over spotted owl protection in the Pacific Northwest, called for standard definitions and inventories of old growth by forest type. The definitions were largely completed, although some might need revision based on new science and new information. New science and technology allows us to map and inventory the remaining old-growth forests with more accuracy and precision.

Updating and strengthening Chief Robertson's 1989 old growth policy will be a priority for the National Forest System in the coming year. I intend to proceed in the following, orderly manner.

Consistent with the direction issued in 1989, we will complete the inventory and mapping of old-growth forests based upon the standard definitions and inventories of old growth by forest type and community that are already developed. These definitions may need to be revised based upon

new scientific information.

A request has previously been issued to each of the Regions to compile and collect this information. Upon compilation of already existing or new inventory information, we will develop manual direction to guide future revision or amendment of forest plan direction and development. Priorities that I would like reflected in the upcoming manual direction will include:

- ✿ The manner that we will protect, sustain, and enhance existing old-growth forests as an element of ecosystem diversity;
- ✿ How we will plan for old growth within a landscape context;
- ✿ Direction to determine the extent, pattern, and character of old-growth at the time the area entered the National Forest System and, potentially, prior to European contact;
- ✿ How forest plans will project forward in time the amount, location, and patterns of old growth within the National Forest System envisioned under alternative management options.

It is my expectation that all of these activities may be completed within a year, and will be subject to review by the Secretary of Agriculture and the Administration.

My intention in moving forward with this direction is twofold: 1) to recognize and protect the national importance of old growth on National Forests; and 2) to focus scarce agency resources to the areas where they are most needed such as reducing fire risk to communities, municipal watersheds, and habitat,

as well as addressing our roads and recreation facility backlogs.

I will anticipate the critics' charge that protecting old growth somehow translates into an abandonment of multiple use and active management.

In fact, the opposite is true. In 2000, we had our worst fire season in years. In response, we developed a strategy to demonstrate how appropriate active management—prescribed fire, thinning and other mechanical treatments—can enhance ecosystem health and resiliency in fire-adapted forests where fire has been excluded. Many million acres of already roaded areas in national

forests are at risk from uncharacteristic fire effects that can threaten communities, water quality, soils and habitat. This is where we must focus our work.

What we do not need to do to accomplish our stewardship responsibilities is to harvest old-growth forests. In some cases, when old-growth resources and values are threatened by the risk of uncharacteristic fire effects, we might choose to carefully thin and burn understory vegetation while leaving old-growth forest ecosystem intact. Restoration will focus on the already roaded and managed portions of our landscape. That is where the risk is greatest to communities, municipi-

pal watersheds and habitat for threatened and endangered species.

We will work with local communities to prioritize and implement restoration projects. That means local jobs. It also means a new way of doing business, a changing focus for our timber program. In the future, timber harvest on national forests will serve as a tool for protecting watersheds, for creating habitat for threatened and endangered species, for restoring our ailing ecosystems to health, for protecting communities.

Taking the long view, our central challenge in the coming millennium
(continued on page 11)

BECOME A PINCHOT ASSOCIATE

You can help us achieve the vision—namely, Gifford Pinchot's vision of advancing conservation to protect and manage forests "for the greatest good, for the greatest number, in the long run." To achieve this goal, the Pinchot Institute collaborates with people, from rural landowners to federal policymakers, and offers them a full array of resources and services that promote well-managed forests and, in the end, sustain both natural and human communities.

The Pinchot Institute is continuing Gifford Pinchot's legacy of conservation leadership. You can be a part of this enduring legacy by becoming a Pinchot Associate. Through your tax-deductible contribution of \$100 or more, your gift will provide critical support for the Institute's policy research, education, and technical assistance programs while bringing you news of your program investment through *The Pinchot Letter*. You will also receive advanced notification of the Institute's new policy reports and discussion papers, as well preliminary information on upcoming workshops, seminars, and conferences. And that's not all! To acknowledge your visionary commitment to forest conservation, your name will be listed in our annual report, and you will receive invitations to special events the Institute hosts in your local community, Washington, DC and at Grey Towers.

For more information on how to join this group of insightful conservationists, please contact Kendra Miller at (202) 797-6580 or kmiller@pinchot.org.



Pinchot Distinguished Lecture Series Available to the Public

In 1986, the Pinchot Institute for Conservation, in conjunction with Grey Towers National Historic Landmark, inaugurated the Pinchot Distinguished Lecture Series. This series was created to critically examine many of the historical and present day issues facing the conservation community. Comprised of diverse intellectual viewpoints, these lectures feature many of today's leaders in conservation policy and thought. Grey Towers Press recently published three of the previous Pinchot Distinguished Lectures. The following six lectures are now available:

Rethinking Public Land Governance for the New Century
by Daniel Kemmis, 2000

A More Perfect Union: Democratic and Ecological Sustainability
by Hanna J. Cortner, 1999

Whither, or Whether, the National Forests? Some Reflections of an Unreconstructed Forest Economist
by Perry R. Hagenstein, 1995

Gifford Pinchot with Rod & Reel & Trading Places: From Historian to Environmental Activist, Two Essays in Conservation History
by John F. Reiger, 1994

The New Face of Forestry: Exploring a Discontinuity and the Need for a Vision
by Dr. John C. Gordon, 1993

Gifford Pinchot: The Evolution of an American Conservationist
by Char Miller, 1992

Adventure in Reform: Gifford Pinchot, Amos Pinchot, Theodore Roosevelt and the Progressive Party
by John A. Gable, 1986

The Institute is offering the printed version of these lectures for \$6.00 each. If you would like more information on the Pinchot Distinguished Lecture Series, or would like to purchase a copy of a lecture, please contact Ane al-Sayyed at (202) 797-6580 or at alsayyed@pinchot.org.



Taking the Long View: Conservation Investments for Future Generations

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will be to demonstrate our resolve to protecting roadless areas and old-growth forests while building support for the need to restore fire-dependent landscapes. In the process, we can diminish the controversy surrounding national forest management, provide more jobs and more wood fiber through restoration, and build a constituency for active management based on scientific and ecologically conservative principles.

Mike Dombeck is former Chief, USDA Forest Service. This essay is excerpted from a speech given by Mike Dombeck at Duke University on January 8, 2001, and a January 9, 2001 memorandum to Forest Service senior staff elaborating on the agency's policy regarding the management of old-growth forests on the National Forest System. The complete text of the speech can be found at www.fs.fed.us.

PERSPECTIVE

Shaping Consensus on a More Effective National Policy Framework for Forests

V. Alaric Sample

Over the past century, forest managers have relied upon the multiple-use approach to accommodate a host of new resource uses and public interests. Measures aimed at stemming further losses of biological diversity, however, have been difficult to achieve without substantial reductions of other desired uses that involve significant human interventions in forest ecosystems. At a practical level, a “sorting out” is gradually taking place, wherein forest areas with extraordinarily high value for protecting biodiversity are being managed primarily for this purpose, and other uses are being concentrated elsewhere on the forest landscape. For example, the final decade of the 20th century witnessed a quantum shift in wood production from the forests of the western US, especially the Pacific Northwest, to the forests of the South. This decade is witnessing a further shift in wood production to both tropical and boreal forests in other regions of the world, as per-capita wood consumption in the US—already among the highest of any nation—continues to grow.

The economic and political signals this sends to other forested countries are ambiguous and confusing. It is well known that most tropical forests are far richer ecologically than most temperate forests, and it is in these forests that most of the current steep decline in global biological diversity is taking place. In boreal forests, scientists are discovering the potentially critical role these ecosystems play in regulating the Earth’s climate by storing vast amounts of atmospheric carbon in their soils. On one hand, we urge

other nations to recognize the global significance of their native forests, and the importance of taking immediate steps to conserve them in spite of any near-term economic consequences. On the other hand, our increased demand for their wood fiber sends market signals that make it increasingly difficult for them to resist making decisions that work *against* conservation and sustainable management.

An effective strategy for achieving sustainable forestry in the US must start by considering our own circumstances from a global perspective. For wealthy, temperate-forest nations like the US to support a credible and ethical program for biodiversity conservation and sustainable forest management in less wealthy nations, our own policies for sustainable forest management must encompass (1) protecting our own biodiversity “hot spots” where they exist, even when it means sacrificing economic values that could have been derived through resource development, and (2) sustainably utilizing productive forest areas of relatively low biodiversity value to help alleviate the pressure on tropical and boreal forests to meet global needs for wood fiber and other renewable resources.

To some, bioreserves do not fit within the traditional multiple-use approach to forestry because those other uses are so limited, particularly in reserves aimed at protecting habitat for species endemic to late-successional forest ecosystems. Such reserves do afford a host of other resource uses, however, and provide protection for other key public values such as water quality and recreation. To others, intensively-managed plantations of fast-growing trees are not

consistent with their concept of environmentally-sensitive forest stewardship oriented to natural regeneration of native tree species, and silvicultural systems that maintain continuous forest cover at all times. But these forests too protect other important public values, and are usually subject to rules—both regulatory and voluntary—maintaining wildlife and fish habitat, air and water quality, and recreation opportunities. Recent studies even suggest that by concentrating intensive forest management on a few areas best suited for this purpose, virtually the entire current global demand for industrial roundwood could be met from as little as four percent of the world’s forests. Reduced pressure on the remaining forests obviously would afford new opportunities for conservation, and protection of biologically critical areas.

In reality, these two types of forest use will probably never constitute more than a fraction of the total area of managed forests in the US. The great majority of US forests, on both public and private lands, will most likely continue to be managed at a moderate or low intensity for a wide variety of goods, services, and natural values. These “working forests” will continue to provide habitat primarily as a function of being maintained in forest land use, with the broad diversity of management approaches on individual tracts of varying size providing an accompanying diversity of habitats in terms of age, successional stage, vegetative composition, climate and landform.

Nevertheless, it is important to recognize that the overarching concept of “sustainable forestry” will

ultimately encompass all three of these generalized categories of forest land use—bioreserves and plantations as well as “working forests” managed for multiple values and purposes. Further, we are likely to see forest lands in each of these three general categories more clearly distinguished from one another than they have been in the past. The dividing lines may not be sharp, but the production-protection spectrum that has defined multiple-use forestry in the past is being extended at either end to include forest management that is more intensively focused on a more limited set of purposes.

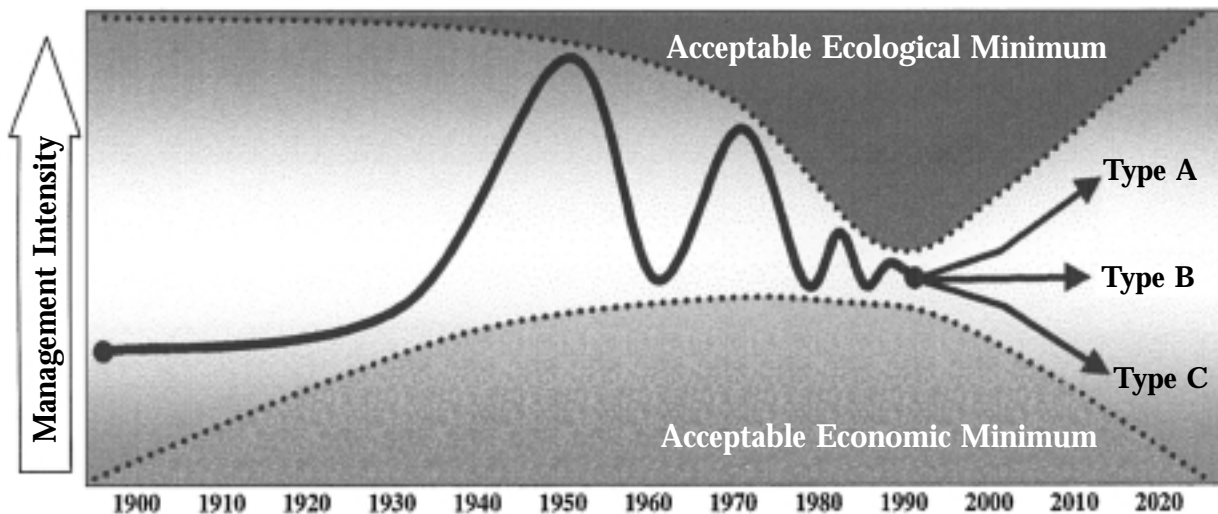
In practical terms, this kind of

sorting-out of various forest lands according to their particular values and characteristics has been taking place for some time. Landowners and forestry professionals who must make the day-to-day decisions in the management of forests both public and private are responding to needs and opportunities as they perceive them locally—with precious little help from policymakers.

The most effective public policy is that which captures prevailing societal values, and then facilitates the realization of those values by *enabling* people to carry out their work consistent with those values. In a democratic society, policy seldom

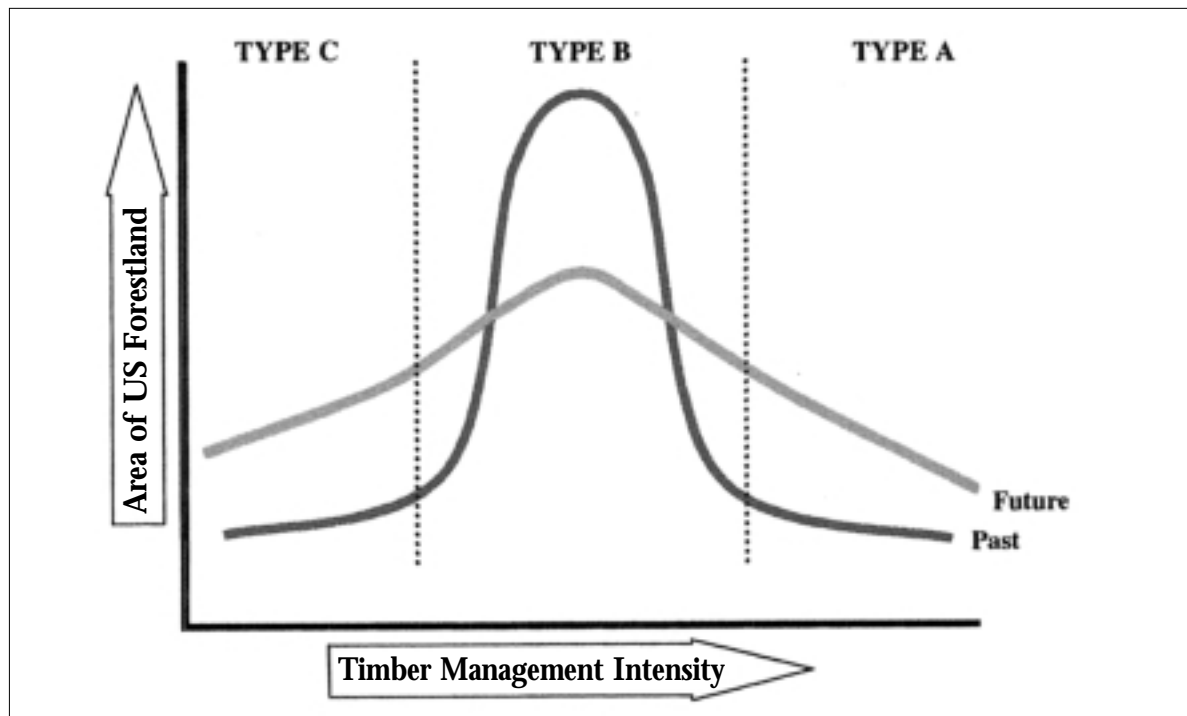
reflects unanimity. It reflects a “working consensus” that enables managers to make decisions that reflect the needs and concerns of the large majority of people affected by those decisions. Often it is the stimulus of a legislative or administrative policymaking process itself that precipitates, refines, and finally articulates just what the working consensus is on an issue. The judiciary exists to ensure that minority needs and concerns are recognized and their rights protected, and that management actions are in fact consistent with policy. Well-conceived and well-executed public policy thus maintains opportunities for challenging management decisions. But it also gives

TRENDS IN MANAGEMENT INTENSITY & FOREST MANAGEMENT TYPES



Management Type	Description
TYPE A	<i>Plantations</i> = Intensive Management
TYPE B	<i>Working Forest</i> = Moderately Intensive
TYPE C	<i>Protected Areas</i> = Minimal Management Activity

FOREST MANAGEMENT TYPES



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managers the confidence that as long as their decisions are consistent with prevailing policy, their decisions will be supported and their work will proceed.

Forest resource managers today, whose work generally reflects the emergent overarching concept of “sustainable forestry” described here, are for the most part operating without the benefit of such a supporting public policy framework. Policymakers have fallen down on the job. The job is not an easy one, to be sure, but it is a necessary role and one that only they can play. Until policymakers fulfill this role, and formulate a more coherent set of forest policies that reflects what is actually working on the ground, resource

managers will continue to walk the high wire without a net.

Crafting an effective domestic US forest policy framework, and taking a global perspective, will be especially challenging for policymakers. But it also opens new opportunities. Clearer policy direction is needed for unequivocally protecting our own globally significant “hot spots” of biological diversity. Similarly explicit policy direction is needed to support sustainably utilizing productive forests areas of relatively low biodiversity value to address our own domestic wood needs, and minimize the demands we place on valuable forests in other regions of the world. These are flip sides of the very same conservation goal. The results of

recent broad-based efforts such as the “vision and principles” for American forests and forestry emerging from the 7th American Forest Congress—along with the results of numerous on-the-ground partnership efforts involving federal and state agencies, forest industry, and conservation organizations—suggest that the raw materials of a working consensus on a more effective forest policy framework are at hand and waiting to be shaped.

Dr. V. Alaric Sample is President of the Pinchot Institute for Conservation in Washington, DC.



Certification on State Trust Lands: The Greatest Good? (Part 1)

The Pinchot Institute effort to test and evaluate forest certification on public lands is gaining momentum as field assessments get underway in several states. Senior Fellow Catherine Mater has worked closely with the states over the past year, so that now a total of 2.1 million acres in five states will be assessed in the next few months. The first field assessment took place last fall, when Scientific Certification Systems (SCS) assessed 1.2 million-acres of state-managed forestlands in Washington¹. Forestlands in four other states will be assessed through the spring and summer of 2001—the next being forests in North Carolina. However, as the assessments hit the ground in each state, the imminent prospect of publicly-owned certified forests may provoke reconsideration of the reasons for public timber management, and how it is performed.

The Pinchot Institute is tracking the emerging dialogue to evaluate and report the decision process in the states. The lessons will vary among participants whose forestlands are managed by different types of organizations. In Washington, a Department of Natural Resources (WADNR) manages the 1.2 million acres of state trust lands that were assessed. In North Carolina, the 61,000 acres included in the pilot are distributed among 8 separate tracts, and are managed by three separate institutions: North Carolina State University, Duke University, and North Carolina Division of Forestry². In Maine, 29 separate tracts composing the 480,000 acres included in the pilot certification, are "Public Reserve Lands" managed by the Maine Forest Service³. In Tennessee the lands to undergo assessment are managed by the Department of Agriculture's Forestry Division⁴. Finally, the last assessment to be car-

ried out this year will be a 500-acre Marsh Billings Rockefeller Estate in Vermont managed by the National Park Service⁵.

If the certification effort is given the appropriate attention in each of these states, there should be substantial and meaningful public discourse. Indeed, a major reason for the pilot approach is that becoming certified may challenge the forest planning and management processes originally developed in the public's interest. Any finding that significantly alters the management regime should require close scrutiny.

The "public interest" considerations are likely to be most significant where public lands are treated as a formal "trust." School Trust Lands exist in 12 states, mostly Western, each of which interprets this responsibility somewhat differently. All were federal lands granted by Congress, many through an Enabling Act passed when the States' Constitutions were approved and statehood granted.⁶ Until the late 1800s most Enabling Acts provided minimal direction to the state, requiring only that they be used to fund the education of its citizenry (Souder & Fairfax, 1996). For example, the Oregon Constitution (1859) stipulates that, "...[the state] land board shall manage lands under its jurisdiction with the object of obtaining the greatest benefit for the people of [the] state" (O'Day 1999). These revenues were generated according to the States' discretion, and included land sales, leases, timber sales, grazing permits, etc. In fact, the provision of federally granted lands for the education of new

settlers is considered by some as a critical factor driving the population and birth of Western States.⁷ In other words, these provisions were an incentive for statehood and not a *condition* imposed by the Federal government.

Over time, however, the language in the Enabling Acts stipulated by Congress became more and more precise. It limited the purposes for their use and disposal, eventually conveying a goal of revenue maximization. Now, whether stipulated or not in their Constitution and Enabling Act, state governments regard themselves as trustees exercising common law fiduciary responsibilities. Court decisions over the years reinforced this notion, building a substantial edifice on what was originally a broader mandate⁸ (O'Day 1999).

Reviewing the history of court decisions and opinions of State Attorneys General, several commentators suggest that the fiduciary responsibilities of trustees are not violated by conservation-oriented administrative decisions, when they afford intergenerational protection to trust resources. As stated by Fairfax (2000), "When operating under the protective corpus of the trust, the trustee is obligated to maintain a full range of management options by protecting species of unknown, but potential value, and to manage conservatively." This interpretation is echoed by a Washington Attorney General opinion supporting a Habitat Conservation Plan, that included measures resulting in reduced trust revenues (Gregoire 1996). When cases in other states challenged measures for compliance with statutes like the Clean Water Act, courts consistently established the primacy of Federal law (O'Day



1999). However, these decisions served to interpret what was *required* by state or federal statute. Certification is a voluntary, market-based decision that is not currently *mandated* for public lands anywhere in the United States.

The questions posed to the states by this pilot project are a formidable test of certification as a tool for public land managers. It is a test that will be repeated in each participating state, with an outcome determined by the peculiarities of their decision-making processes. In several states, the Constitution originally vested trustee responsibility in the State Legislature. They in turn gave an elected Commissioner of Public Lands, the administrator for the Department of Natural Resources, responsibility for federal grant land management. Therefore the commissioner is also the effective *trust manager*. In this role, the commissioner makes administrative decisions, reflecting the policies set by an external body (e.g. Washington's Board of Natural Resources), and which may at any point be challenged in court by a trust beneficiary. "As trust manager, the Department is bound by the same fiduciary responsibilities and obligations that bind the state as trustee" (Gregoire 1996). It is therefore likely that once the recommendations and any conditions for certification are made public, the decision will need to pass muster with trust principles. The review must invoke the higher standards of common trust law, the most significant of which is the *Prudent Investor Standard*.

The test of certification therefore seems to be rooted in economics. As again stated by Fairfax, "Trust principles require an honest risk-benefit assessment.... They also rely on issues of profit and loss to define accountability" (Fairfax 2000). From this perspective, the state must decide whether certification is a *prudent*

investment for the beneficiaries of the trust. Some critics of certification on Washington lands feel that the current certified market will not provide enough benefit to meet the revenue standard—yet it is not that simple. The lessons learned from certifying state forestlands in Minnesota, New York, and Pennsylvania suggest that states ought to consider non-market benefits in addition to product-premiums as a basis for prudent investing. In Pennsylvania, both the helpful guidance and the improvements in public perception provided by a nationally credible external review were invaluable to state land managers. In this light, the premiums for certified wood that are now gradually increasing simply add to these other real values.

Therefore, decisions on certification that consider the financial aspects of trust responsibility, inherently ask the state to account for other types of benefits that are real, but harder to measure. Indeed, the market-based nature of certification makes it a tool for good stewardship that resonates well with the fiduciary role of trustees. Yet they will need to *justify* the economic, scientific, and social value of certification to the people of the state—and proclaim whether certified forestland is indeed the greatest good for their beneficiaries.

For more information please contact Will Price at (202) 797-6578 (willprice@pinchot.org); and/or Catherine Mater at (541) 753-7335 (mater@mater.com).

¹ Washington State is the only assessment that will include only one certification system (FSC). Initially a dual assessment was planned and announced, but did not proceed due to lack of interest from verifiers. At the time of writing, the draft report had yet to be reviewed by the state and released to the public.

² The Plum Line (for SFI), and

SmartWood (for FSC) will carry out North Carolina Assessments.

³ In Maine, Scientific Certification Systems and an Interforest-Arthur Andersen team will perform the dual assessments in parallel.

⁴ A "gap-analysis" (SFI) and "scoping" (FSC) were conducted to determine readiness to undergo certification. This was carried by PriceWaterhouseCoopers and SmartWood.

⁵ Bioforest Technologies will carry out the SFI assessment and SmartWood will conduct the FSC assessment.

⁶ Several states (e.g. Oregon, as Oregon Admission Act) entered the Union without an Enabling Act. (Fairfax 1996).

⁷ See O'Day 1999, p. 175 on the 1785 General Land Ordinance "... Congress retained its vision of public education as the enticement for settlement."

⁸ See Fairfax et. al 1992 p. 797. and Op. Wa. Attn'y Gen. (1996) in ref. to County of Skamania vs. State of Washington (1984).

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Souder, J. A. and S. K. Fairfax 1996. *School Trust Lands: History, Management, and Sustainable Use*. Kansas State University Press, Lawrence, Kansas.

Mile-high Kickoff for the Multiparty Monitoring/Evaluation of Stewardship Pilots

For the first time since the authorization of the Forest Service's pilot program in stewardship contracting, project representatives gathered together to kick-off the multi-party monitoring and evaluation process being managed by the Pinchot Institute (*The Pinchot Letter* Fall 2000). The workshop, which occurred in Lakewood, CO from January 22-24, 2001, involved a total of 75 project members, including both agency and community cooperators.

While focused on the primary objective of increasing levels of understanding related to the multiparty monitoring and evaluation process, the workshop offered invaluable opportunities for candid discussions pertaining to various obstacles and innovative procedures existing within the various projects. Additionally, through the use of structured breakaway sessions, participants helped identify chief concerns and issues related to project design/implementation and actively developed applicable criteria for future evaluation (based largely upon criteria published within the *Federal Register*).

The three-day workshop concluded with a brief recap of "next step" activities, which include the formation of local teams (project level monitoring/evaluation teams), nominations for regional and national team members, and various expanded communication strategies.

Proceedings from this workshop are currently in-progress. If you would like more information on the event or general information on the monitoring/evaluation process, please contact Andrea Bedell Loucks at andreabedell@pinchot.org.

Pinchot Institute Bids Fond Farewell to Susan Stedfast

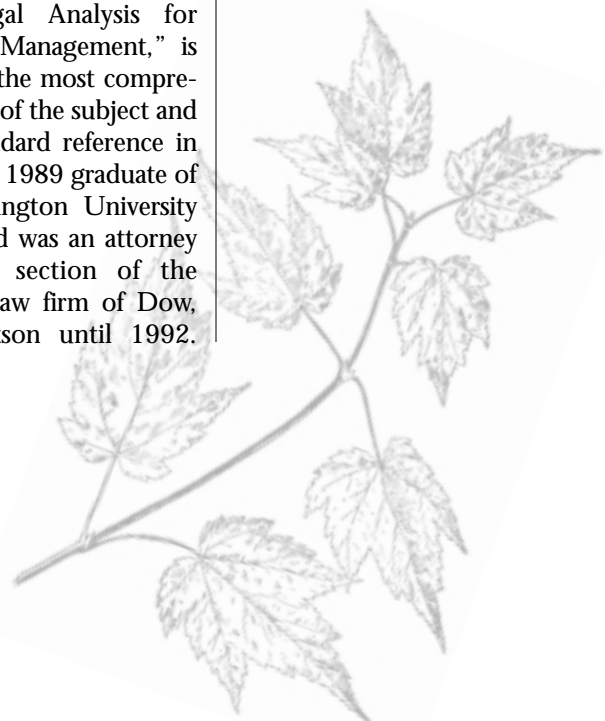
Susan M. Stedfast, who has served as the Pinchot Institute's Director of Operations and Legal Affairs since 1995, has assumed new duties as an at-home mother of two lively daughters. In addition to overseeing much of the day-to-day management of the Pinchot Institute's offices in Washington, DC and Milford, Pennsylvania, Susan has continued to make important contributions in natural resource law. Her article in the 1999 issue of *Environmental Law*, "Regulatory Takings: A Historical Review and Legal Analysis for Natural Resource Management," is considered one of the most comprehensive treatments of the subject and has become a standard reference in the field. Susan is a 1989 graduate of the George Washington University School of Law, and was an attorney in the corporate section of the Washington, DC law firm of Dow, Lohnes & Albertson until 1992.

From 1992 to 1995, she served on the staff of the Forest Policy Center at American Forests.

Susan has played a major role in helping make the Pinchot Institute what it is today. She will be greatly missed by both the staff and Board of Directors, who wish her and her family well and look forward to someday having the opportunity to once again have the benefit of her insights and wise counsel on behalf of both the Pinchot Institute and forest conservation.

Correction

The winter 2001 issue of *The Pinchot Letter* contained a mistake on page 15, in the article entitled "Pinchot Institute and Sustainable Forestry Partnership Join to Explore New Graduate Curriculum in Sustainable Forest Management." In the first paragraph, the reference to SFP should have been "Sustainable Forestry Partnership," not "Society of Forestry Professionals." We apologize for the error.



Fourth Annual “Week in Washington” a Success

For the past three years, forest practitioners from communities nationwide have come to Washington, D.C. for “Week in Washington,” an annual training workshop focused on rural community development and the federal appropriations process. The intensive week-long workshop, a collaborative effort of the National Network of Forest Practitioners, the Pinchot Institute for Conservation, American Forests, and 7th American Forest Congress Communities Committee, was created to help practitioners understand the budget and legislative processes, to provide the necessary tools for effective lobbying, and to provide opportunities to meet directly with key policy makers (e.g., Forest Service and other agency personnel, environmental organizations, and Congressional staff).

This year’s Week in Washington, March 25-March 29, was designed to build upon last year’s workshop theme of restoration and “green collar jobs”—offering a timely presentation on the frustrating obstacles impacting effective restoration, rural community development, and general land stewardship practices. The week began with a half day of training on the federal appropriations and legislative process, followed by unique networking opportunities for participants, including collective group message development and opportunities to meet with key Congressional delegates, federal agency officials, and a variety of special interest groups. The week culminated with a series of briefings and hearings with the Forest Service, the environmental community and members of the House and Senate.

This first-hand account of frustrations, obstacles, and accomplish-

ments provided key officials and organizations with information and constituent contacts to foster the development and implementation of effective policies. In turn, the Week in Washington also provided practitioners with the necessary tools to become involved in the policy-development processes. In stressing the importance of continued communication and collaboration at the policy level, the Week in Washington encapsulated the true spirit of community-based forest management—identifying problems

and finding ways to solve them with integrative, common ground solutions and recognizing that natural resource management is as much about the people who interact with the resources as it is about the resources themselves.

If you would like a copy of participant testimonies or more information on the Week in Washington contact Christina Cromley at American Forests ccromley@americanforests.org or Andrea Bedell Loucks at Pinchot andreabedell@pinchot.org.

UPCOMING EVENTS

April 6th — Washington, DC

“Forest Stewardship: George Perkins Marsh, Gifford Pinchot, and America Today,” presented by Dr. David Lowenthal, 2001 Pinchot Distinguished Lecturer. For more information, please contact Ane al-Sayyed at alsayyed@pinchot.org or at (202) 797-6580.

April 18-20 — Alexandria, VA

Forest Landowners Annual Southern Forestry Conference. For more information, please contact the Forest Landowners Association at (800) 325-2954 or fax (404) 325-2955.

April 22 — International Observance

Earth Day 2001. For more information, please visit the Sierra Club Web site at www.sierraclub.org.

April 29-May 6 — National Observance

47th Annual Soil and Water Stewardship Week. The 2001 theme “Habitat for Life” highlights the importance of healthy, safe habitats for wildlife, plants and people. For more information, please contact Ron Francis, 800-825-5547 ext 28 or via email at ron-francis@nacdn.net.

May 20-23 - Richmond, VA

7th National Watershed Conference. Focus is “Small Watershed Programs: Past, Present, and Future.” For more information, contact John Peterson at 703-455-6886 or via email at jpeterson@erols.com.

THE PINCHOT LETTER

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-  **The Grey Towers Fund**, which supports training workshops and educational conferences at Grey Towers, the Institute's home.
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