



# THE PINCHOT LETTER

*News from the Pinchot Institute for Conservation*

**Winter 2001**

## **Certification Pilot Study to Assess Forest Management on Tribal Lands Nationwide**

In partnership with the Seattle-based Intertribal Timber Council (ITC), the Pinchot Institute has embarked upon a project to examine the applicability of forest certification on tribal forest lands throughout the United States. The project will be conducted in two phases. The first phase will include an initial evaluation of current forest practices on the lands of 30 different tribes relative to the standards used by both the Forest Stewardship Council (FSC) and the Sustainable Forestry Initiative (SFI). The second phase will include full-scale field assessments which, if successful, will lead to forest certification. The number of tribes participating in the second phase will not be known until after the initial evaluations are completed. It is expected that this evaluation of forest practices on tribal lands also will help fulfill the requirements of the National Indian Forest Resources Management Act, which calls for an independent assessment of forestry on tribal lands every ten years. The last such assessment was performed in 1990. Results of the study should be available by the end of 2001.

Native American forest lands are a frequently overlooked dimension of the forestry picture in North America. In the U.S. these forest lands spread over 16 million acres in 23 states. Across these acres the forests support a diversity of uses,

cultural and commercial, while serving as the environment in which many tribal members live. In this respect, the forest managers on tribal lands have to answer to the broadest expectations, perhaps more than for any other category of forest land.

The diversity of tribes that own and manage these forests make it difficult to characterize management of Indian forest land. Indeed, forests and woodlands occupy portions of the land within 243 reservations. As has been recently demonstrated by the certifications for Menominee and Hoopa lands, the objectives and expertise in forest management vary widely and assume a different level of self-determination in matters of forestry.

However, there are several aspects of Indian forest management that are widely shared. One of the commonalities is a proximity to the forest. Living near the forests often means tribal members are keenly interested in the activities of forest managers. For tribes in which members are closely tied to their natural resource organizations, the forest is often managed for a broader suite of benefits, and in a more holistic manner. This can include cultural resources, recreation, and subsistence. Other tribes focus on timber production to the exclusion of non-revenue resources. Some of these

have vertically integrated forestry operations, moving wood products from field to shelf. Aggregating all management approaches, the 243 forested reservations annually generate approximately \$465 million while providing 9,000 jobs in timber-related activities.

For each tribe there is distinct relationship among three major factors influencing forest management: (1) what tribal members expect of their forests, (2) tribal forest management expertise, and (3) technical assistance provided by the Bureau of Indian Affairs and other federal agencies. Interest in better understanding the current state of Indian forest lands led to the passage of the

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*Leadership in Forest Conservation Thought, Policy and Action*

National Indian Forest Resources Management Act (NIFRMA), Title III, Public Law (P.L. 101-630) in 1989. This law directed the Secretary of the Interior, in consultation with the affected tribes, to obtain an independent assessment of the status of Indian forest resources and their management. The process was first carried out in 1990 by a coalition of scientists and managers working as the Indian Forest Management Assessment Team (IFMAT). The Intertribal Timber Council (ITC) was given an oversight role by Congress to coordinate the assessment among the 34 tribes.

The IFMAT evaluated several aspects of management, considering on-the-ground operations, staffing expertise, values of tribal members not involved in forestry, and the processes for coordinating forestry and broader tribal objectives. Many of these aspects of tribal timber operations were compared to similar activities on other land systems (e.g. National Forests and private forest lands). The actual site visits to timber operations included 22 reservations. An additional set of surveys and analyses addressed forest management for a broader suite of 34 tribal lands (Figure 1).

#### ASSESSMENT COMPONENTS OF THE NIFRMA<sup>1</sup>

1. An in-depth analysis of management practices on, and the level of funding for, specific Indian forest-land compared with similar federal and private forest lands;
2. A survey of the condition of Indian forest lands, including health and productivity levels;
3. An evaluation of staffing patterns of forestry organizations of the BIA and of Indian tribes;

### 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](http://www.pinchot.org).

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4. An evaluation of procedures employed in timber-sale administration, including preparation, field supervision, and accountability for proceeds;
5. An analysis of the potential for reducing or eliminating relevant administrative procedures, rules, and policies of the BIA consistent with the federal trust responsibility;
6. A comprehensive review of the adequacy of Indian forest land management plans, including their compatibility with applicable tribal integrated resource management plans and their ability to meet tribal needs and priorities;
7. An evaluation of the feasibility and desirability of establishing minimum standards against which the adequacy of the forestry programs of the BIA in fulfilling its trust responsibility to Indian tribes can be measured; and
8. A recommendation of any reforms and increased funding levels necessary to bring Indian forest land management programs to a state-of-the-art condition.

The comparison of technical expertise between tribal forest management and non-tribal forest management revealed that tribes received and appropriated less to management than federal and private organizations charged with the same task. In other words, for every dollar generated and acre managed, there are fewer wildlife biologists, hydrologists, road engineers, etc. As the IFMAT reports, “. . . Indian forestry is seriously under-funded and understaffed compared with similar federal

and private forests.” Even when there is staffed expertise, the grade level for BIA or tribal staff was typically lower than those at public agencies. Their conclusions also pointed to several areas where the role of the BIA, and other organizations that manage the trust relationship between the tribes and the federal government, are ill-defined.

The IFMAT also described how differences on the ground relate not only to a discrepancy in expertise, but also an adherence to broader objectives. In some respects, resource and expertise-dependent forestry operations simply lagged behind management on other similar lands. There was a greater thinning backlog and Continuous Forestry Inventory (CFI) systems were unreported or incomplete. However, lack of similarity with private industrial forest land management also resulted from the development of a different type of forestry. The IFMAT report notes the use of “more highly developed uneven-aged management techniques,” and that tribal forest land managers paid more attention to non-timber resources on their active timberlands, retaining more snags and wildlife trees and managing for a wider array of valued understory species. As is the case with their commercial timber management though, none of these activities were strongly supported by research or monitoring targeted to specific tribal resources.

In the past ten years much has changed within tribal forest management organizations, and now a second assessment is due. Since the IFMAT was an independent assessment, with a precedent set before the development of forest certification,

there had been little consideration of using certification as an assessment component. Through the planning process the Pinchot Institute met with tribal land managers, the ITC, and former IFMAT investigators, beginning the conversation on how certification assessments might be used for accomplishing the goals in NIFRMA.

Certification on tribally-owned lands is not a completely new prospect. Both the Menominee Tribe, with lands in Wisconsin and the Hoopa Tribe in California are certified. The 234,951 acres of forest land managed by the Menominee Tribe underwent assessment in 1996 and became certified the following year. The Hoopa Tribe's 86,115 acres were assessed in 1999 and also became certified. For both of these tribes certification has raised the profile of their forestry activities and expanded their market reach. Both tribes realize premiums for some of their certified products.

Many tribes and the Intertribal Timber Council view the Menominee and Hoopa certifications as models for other Indian forest lands, others do not. Overall, certification raised the profile of the Menominee and Hoopa Tribes, and provoked more interest in the status of Native American forests. Increased attention comes from within, as the internal oversight by Tribal Councils, and from the outside. Tribal forestry organizations therefore already must pass muster with many constituents. And in this respect some tribes feel that soliciting the review of certification organizations is simply another compromise in tribal self-determination in setting their management goals. However, others recognize the opportunity to use certification to gain recognition for their forestry operations while adhering to tribal goals. In fact, it is their self-determination in forestry that enabled the Hoopa and Menominee to develop



the expertise and capacity to become certified.

Pilot certifications are therefore especially valuable within the context of tribal forestry. The diversity of tribal forest management objectives and constraints, necessitate a better understanding of the applicability of certification. The Institute has been working with the Intertribal Timber Council to design a certification process that addresses the broader challenges faced by tribal managers. These discussions lead to a commitment from thirty tribes to use certification as part of the Congressionally-mandated NIFRMA.

The proposed effort will be a collaboration between the 30 tribes, the Intertribal Timber Council, FSC and SFI auditors, IFMAT-II, and the Pinchot Institute. Assessments carried out by FSC and SFI teams will determine the readiness of tribes to undergo certification, while serving as much of the in-field portion of the NIFRMA. Several tribes have already expressed interest in going through the full assessment if they are recommended to do so. Others will wait for the outcome of this first phase. The Pinchot Institute will interview everyone involved to understand how each tribe made these decisions. Overall the project will achieve several valuable outcomes, both for the Tribes and for the certification systems — doing so in a way that carefully preserves the unique and independent approaches to forestry practiced on Indian forest lands. For more information please contact Will Price at (202) 797-6578, or at [will-price@pinchot.org](mailto:will-price@pinchot.org).

<sup>1</sup> IFMAT summary report available from the Intertribal Timber Council.

<sup>2</sup> IFMAT summary report available from the Intertribal Timber Council.

## COMMENTARY

# Restoring Faith in Forest Service Decision Making

*V. Alaric Sample*

The U.S. Forest Service will soon celebrate its centennial. In recognition of this, Resources for the Future has just released a book entitled *A Vision for the U.S. Forest Service: Goals for Its Next Century*.<sup>1</sup> The book is based on a 1999 conference convened by RFF and the Pinchot Institute in honor of the late Marion Clawson. Through most of the Forest Service's one hundred years, the agency was regarded as one of the most successful and effective of all the Federal agencies. During the three decades, however, the Forest Service's public esteem and political support has eroded to the point where thoughtful people, such as several of the authors in *A Vision for the U.S. Forest Service*, speculate openly about the dissolution of the organization and the assignment of its assets to other agencies. What happened?

## CENTRALIZATION AND THE EROSION OF COMMUNITY SUPPORT

It is no accident that this period of declining support has coincided with a period of increasing centralization of decision making authority in the Forest Service. Observers from former Interior Secretary Harold Ickes to political scientist Herbert Kaufmann recognized that one of the greatest strengths of the Forest Service in its heyday was its highly developed, and finely-tuned system for decentralized decision making within a broad framework of national-level policies. Local decisions, particularly those limiting resource uses, were regularly challenged. But user groups, Congress,

local communities—and most importantly the local Forest Service decision makers themselves—knew that a decision based on local knowledge and conditions, and within the bounds of general Forest Service policy (as articulated in the 4" x 5" x " Use Book), would be supported all the way to the Chief of the Forest Service if necessary.

After more than a half-century of success with this organizational model, Forest Service decision making began to get more and more centralized. Timber targets were handed down by Congress through the annual appropriations process, often in excess of what was proposed by the Forest Service, and assigned to local units. There were growing concerns from local resource managers as well as many forest users that such harvest levels were not sustainable, but the Forest Service was a "can-do" agency and somehow found a way to make it work.

But it didn't work. Unheeded public concerns eventually spilled over into the courts in places like the Bitterroot and Monongahela National Forests. The Forest Service ended up with laws like RPA<sup>2</sup> and NFMA,<sup>3</sup> with detailed rules and regulations about how forest resources could and could not be managed, and how decisions were to be made and reviewed. The early 1970s were the heyday of rational-comprehensive planning in the Federal government, and the Forest Service embraced these planning mandates as the ultimate manifestation of the "scientific management" model that would allow them to make decisions on the basis of hard, cold facts rather than by arbitrating among conflicting value systems. NEPA was just

beginning to flex its muscles as well, and was extended beyond the major Federal projects like the proposed Tocks Island Dam or the Alaska Pipeline that had prompted it, to include the myriad, ongoing daily management decisions by Federal land management agencies.<sup>4</sup> Finally, ESA<sup>5</sup> was emerging as the ultimate trump-card over multiple-use management, but so confident was the Forest Service that it imposed upon itself even stricter NFMA regulations requiring that viable populations of every species be maintained throughout its habitat range.<sup>6</sup>

All of these factors combined to severely limit local flexibility in resource management decision making. What had been a framework of national-level policy that could fit in a ranger's shirt pocket had become a multi-volume set of rules that filled 17 feet of bookshelf, covering virtually every detail of daily decision making. NEPA, along with an administrative appeals process unique to the Forest Service, provided an almost unlimited set of opportunities to halt agency decisions on the basis of process if not substance, and multiple layers for appeal that could block any decision almost indefinitely.

Ironically, the Forest Service reached the pinnacle of centralized decision making, and the overturning of many local decisions, during a period when all of these laws were temporarily suspended. The Clinton Administration's response to the 1994 timber salvage rider was bring hundreds of District- and Forest-level decisions directly under White House review, and to reverse many of them. Subsequent decisions, such as the Administration's decision to overturn the Forest Service planning recommendations for the Tongass, or their decision to administratively withdraw all the remaining roadless areas from development, are unprecedented in the degree to which resource management deci-

sion-making authority has been shifted from the local level to the national level.

Depending on one's particular values and interests, the decisions that have emerged from all this might be good or bad, but what is clear is that resource management decision making in the Forest Service has never been more centralized, and thus more vulnerable to the changing political winds in the nation's capital.

#### RESTORING THE BALANCE BETWEEN NATIONAL POLICYMAKING AND LOCAL DECISION MAKING

Today we see as a result of this a severe erosion in the faith and trust in the Forest Service by local communities whose environmental, social, and economic sustainability is inextricably intertwined with the management of the National Forests. The sense in local communities that they no longer have a voice in the decision-making process, and that the Federal lands that surround these communities have gone from being assets to being liabilities, has seriously undermined what for most of the Forest Service's great history has been its bedrock of political support.

The pendulum must be allowed to swing back to a more even balance, allowing local Forest Service managers a greater degree of flexibility in meeting local needs, and contributing to community goals for environmental, economic and social sustainability, within the general bounds of national-level law and policy. In order to rebuild the faith and trust of local communities, the Forest Service must be able to convince them to invest themselves in local decision making, and provide reasonable assurance that local Forest Service decisions that are not inconsistent with national-level law and policy will not be overturned in Washington.

The Forest Service has a golden opportunity today in its implementation of the new "fire strategy" for restoring burned areas and reducing hazardous fuel build-ups in high fire-risk communities. There will be a natural tendency to drive this from Washington, especially given the pressures brought on the Forest Service by Congress to show major accomplishments in a matter of months. But this is an critical opportunity to show that the Forest Service's talk of "collaborative stewardship" is more than lip service, that the agency understands the importance of bringing communities into the process at the beginning, where their considerations for long-term sustainability can be factored in. Through tested mechanisms such as land stewardship contracts, local communities can contribute to the Forest Service's accomplishment of the near-term objectives of the fire strategy. But this can also allow local communities to play a more direct and material role in contributing to the long-term stewardship of National Forests in a way that builds local capacity and contributes to their own environmental, social, and economic sustainability.

#### CONCLUSION

Various proposals for devolving the management of the National Forests (privatization, transfer to state governments) are unnecessary and a potentially huge political distraction from the real task at hand. Individual units of the National Forest System can remain part of the Federal system but still be given a greater degree of autonomy. For this to happen, however, there are a number of major questions to be addressed at the national policy level, perhaps in the context of some kind of bipartisan summit.

✿ How can legitimate public concerns for biodiversity conservation be addressed without

halting even routine land management decisions for months or years in order to complete ESA § 7 consultations?

- ✿ How can adequate opportunities be provided for public review of potential environmental consequences and independent review of administrative decisions in routine land management actions, without multiple layers of both administrative and judicial appeals requiring months or years to exhaust?
- ✿ Is the Forest Service's own internal administrative appeals process still fulfilling its original objective of providing avenues for forest users to obtain a relatively quick and inexpensive informal review of an administrative decision by the next higher official?
- ✿ If the rational-comprehensive planning approach inherent in RPA and NFMA has been shown through two decades of testing to not be effective, how can it be replaced with an alternative approach that reflects current thinking and approaches that have been demonstrated as effective in achieving national-level goals and objectives through decentralized decision making?

Thomas Jefferson was elected the first Republican president in 1796, propelled by concerns that the Federalists had centralized government to a degree that threatened to undermine the basic principles behind the American Revolution. His election was to bring about a "second revolution" to reverse the trend toward centralization and maintain community self-determination over most governmental decisions affecting their lives. After his election, the radicals accused him of reneging on the principles upon which he was  
*(continued on page 13)*

## Conference Center at Grey Towers Nearing Completion

With the August 2001 completion of the Grey Towers National Historic Landmark restoration in sight, the Pinchot Institute is expanding its campaign for private support to complete its new conference facilities at Grey Towers. This renovation and the improved conference facilities will allow the Institute to expand its conservation education and outreach programs, both regionally and nationally.

With grants from the Claneil Foundation and the Commonwealth of Pennsylvania, the Pinchot Institute is making progress towards its goal of \$2 million in private support. This will supplement up to \$18 million in funding from federal sources that is going into the historic restoration of the buildings and other physical facilities at Grey Towers. This restoration has given us a chance to greatly improve the usefulness of the Pinchot Institute's conference facilities, the first such opportunity since the Institute was dedicated at Grey Towers by President John F. Kennedy in 1963.

A significant challenge remains, however, in order to complete this work in time for Grey Towers' reopening for public use on August 11, 2001. The Institute is actively seeking additional support from foundations, private companies and individual donors, and there are naming opportunities for major donors to memorialize their commitment to conservation. In-kind contributions are welcome, especially those oppor-

tunities that further the educational and interpretive aspects of the conference center. For example, where ever possible, certified wood is being used in furnishing the new center as a way to promote a broader understanding of sustainable forestry practices.

The conference center at Grey Towers will enable the Pinchot Institute to continue Gifford Pinchot's legacy of helping to refine the idea of conservation to address evolving challenges. Renovated conference space will allow for workshops, seminars and lectures in Grey Towers' unique natural and historic setting. A key function of the Pinchot Institute is to facilitate thinking and dialogue among scientists, policy makers and stakeholders, resulting in new constructs for conservation and resource sustainability. By providing a stimulating environment for seminars with a multidisciplinary and nonpartisan approach, the Pinchot Institute at Grey Towers will continue to do just that.

For information on investing in this project, contact Lori McKean at (570) 296-9630 or Kendra Miller at (202) 797-6580 or at [kmiller@pinchot.org](mailto:kmiller@pinchot.org).



Grey Towers National Historic Monument

## INSTITUTE RAISING MATCH FOR PRESTIGIOUS SAVE AMERICA'S TREASURES GRANT

The Pinchot Institute is raising funds to match a prestigious *Save America's Treasures* grant awarded for renovation of the Letter Box at Grey Towers. Only 62 sites in the nation were selected as official projects of *Save America's Treasures*, a public-private partnership between the White House Millennium Council and the National Trust for Historic Preservation dedicated to the preservation of our nation's irreplaceable historic and cultural treasures for future generations.

The Letter Box, a small stone outbuilding set amid the gardens of Grey Towers, originally served as an office for Gifford Pinchot, first chief of the U.S. Forest Service and former governor of Pennsylvania.

The renovation and rehabilitation will repair extensive water damage and convert the structure into a national research and conservation education center on forestry in America. Graduate students, professional authors and other scholars will be encouraged to use the facility to link with libraries like Yale, the National Archives, the Forest History Society, and the Library of Congress. Writing and research space will allow the advantage of the historical setting where Gifford Pinchot organized many of his thoughts.

The Pinchot Institute will launch research and educational projects from the Letter Box which undoubtedly will provide a grounding in the rich history of the conservation movement in the United States and in the legacy of Gifford Pinchot and his conservation philosophy. The Grey Towers library, holding a rich selection of materials on the early years of conservation and forestry in America, will also be easily accessible. A microfilm reader/printer will enable review of primary and secondary documents on Pinchot, forestry, and conservation. Changing displays within this space will allow even the casual visitor, a glimpse of the historic literature of the forestry and conservation movements.

The Institute must raise an additional \$109,000 to match the *Save America's Treasures* grant. For information on how to contribute to this unique project, contact: For information on investing in this project, contact Lori McKean at (570) 296-9630 or Kendra Miller at (202) 797-6580 or at [kmiller@pinchot.org](mailto:kmiller@pinchot.org).



The Letterbox

## Sustainable Forestry on Tribal Lands, and the Legacy of Gifford Pinchot

V. Alaric Sample & Char Miller

As part of the Pinchot Institute's pilot study of certification on public lands (see story on page 1), forest practices on Native American tribal forests lands across the continent will be evaluated against the exacting standards of the Forest Stewardship Council (FSC) and the Sustainable Forestry Initiative (SFI). That so many of the tribal governments feel ready for their forest practices to undergo such examination is in itself a tribute to the progress that has been made in forestry on these lands. Down through history, timber rights were just one more area in which Native American treaty rights were often violated, often with impunity. Agencies of the Federal government charged with helping to protect these treaty rights, and to assist tribes with developing sound forest management practices, have their own history of ups and downs, and many tribal governments today have opted to manage their forests independently.

The Pinchot Institute is pleased to help facilitate a process whereby sound forest management practices on tribal lands receive the recognition they deserve, both in the public eye and in the forest sector marketplace. Where opportunities are found for improvements in existing practices, it is hoped that this will lead to the enhancement of the environmental, economic, cultural, and religious benefits to the tribes that come from good forest stewardship.

One of the stated goals of the Pinchot Institute is to "continue the legacy of Gifford Pinchot's conservation leadership," and in a somewhat ironic way the certification pilot study on tribal forest lands is doing just that. Gifford Pinchot had a lifelong concern for the management of

forests on tribal lands, and particularly for preventing abuse of these forests by unscrupulous timber buyers and government agents. Most people familiar with Pinchot's biography know that his first position as a professional forester after his return to the United States from forestry studies in Europe was at Biltmore, the western North Carolina estate of George W. Vanderbilt. What they may not know is that, in addition to preparing management plans for the forests on the Vanderbilt estate, Pinchot devoted much of his spare time to developing another management plan for Vanderbilt's indigenous neighbors, the Cherokee Nation.

### SUSTAINABLE FORESTRY AS KEY TO HIGHER LIVING STANDARDS AND POLITICAL EMPOWERMENT

In early February, 1893, Pinchot tramped over a site the Cherokees owned, "about thirty-three thousand acres of mountain land, almost wholly covered with forest." As he wrote his father: "Parts of it are finer than any other deciduous woodland I have ever seen, and other parts of it, which I did not see, are said to be finer still." He was staggered by the size of some of the trees: the chest-high circumference of one Chestnut was 24'2"; Poplars measured up to 21', and a Red Oak was over 17'— "the largest tree of the kind I have ever seen." But disaster threatened this arboreal heaven. A local lumber agent had signed a contract with the Cherokee to cut the vast tract, and had been aided in the negotiations by "certain politicians who are anxious to handle the money." Pinchot was worried that this agent and his political contacts, to feather their nests, would clearcut the woods, leading to the Cherokees' impoverishment.<sup>1</sup>

Conceding that "there is a great

deal of ripe timber on the land," Pinchot nonetheless considered it "a great pity" that the "rest of the forest should be more or less sacrificed to the removal of the small portion which ought rightly to be cut." Rather than sell the lumber in one fell swoop, "which would of course mean disastrous injury to the forest on account of the way lumbermen do their work," he proposed an alternative that would lead to the "permanent preservation of the forest and the enrichment of the Indians." Drawing on his European training and his recent practical experience at Biltmore, he suggested that the forest be divided roughly into thirty or forty sectors, "in one of which the cutting would be done each year. By the time the last section had been cut over, the younger trees left standing on the first section would be ready for market." But only if the lumber company selectively harvested the forest. "The success of this plan would depend very largely on the way the timber was handled. That is, extra care would be necessary in felling and getting out the logs, as well as in selecting the trees to fall. But the cost of such extra care, as the experiment at Biltmore has proved, is comparatively slight, while the difference which it makes in the future of the forest is enormous."<sup>2</sup>

Considerable too were the potential social ramifications of his plan. If adopted, it would insure that there "would be a constant annual revenue coming in to the Indians," simultaneously enhancing the material life of the tribe and reducing the "tax on the Government for their support." Just as "certain villages in Europe pay all their school and road taxes from the product of their forest, so it seems to me this band of fifteen hundred Indians might go far to pay for the necessary improvements about

their village by the rational handling of this magnificent forest." From such an outcome psychological benefits would also flow: the Cherokee would be "elevated by the influence of steady and responsible work," he wrote in the paternal language of nineteenth-century reform. Late-twentieth century forestry reformers might balk at the implicit condescension, but they should not mistake the larger thrust of Pinchot's argument. In imagining a scenario in which sustainable forestry, a rising standard of living, and political empowerment were inextricably linked, Pinchot had devised a way by which to enfranchise the Indian peoples of western North Carolina.<sup>3</sup>

#### EARLY FOREST SERVICE INVOLVEMENT IN FOREST MANAGEMENT ON TRIBAL LANDS

Nothing came of Pinchot's proposal; there is no evidence that he submitted it to the relevant local or national authorities, and, besides, he was outside the system of governance that determined the Cherokee's economic life. But once on the inside, once he had become the chief of the Bureau of Forestry in 1898, he dusted off his earlier plan, and began to articulate a policy in which forestry would grapple with the many needs of Native Americans. In the late 1890s, for instance, he became deeply involved in the creation of the first Minnesota National Forest. As with his earlier scheme in the North Carolina, the new forest was designed in part to halt political corruption that had led to the outright theft of Chippewa-owned timber and land, and the backroom deals that had robbed the Chippewa of their rightful profits.<sup>4</sup>

Such widespread fraudulence also led Pinchot to seek a closer relationship with the Indian Office in the Department of Interior; in 1908, as head of the Forest Service, he forged an alliance with the Office that had

control over 12,000,000 acres of forest containing timber whose worth Pinchot estimated was \$75,000,000. "No one in the Indian Office or on the ground was capable of handling these forests," he asserted, and the "result was what you might expect." Throughout the nation, Indian peoples "were being cheated right and left by contracts unduly favorable to the purchasers of Indian timber" or by the "failure of Indian Agents to enforce such contracts as they had." In addition, most forests were simply clear-cut, making for a tremendous loss of young growth that decreased the chances of natural regeneration; that there were no provisions for reforestation only made matters worse. But nothing struck him as more absurd and devastating than the story he had heard of an Indian Agent who had "sold for lumber the sugar bush upon which his Indians depended for their maple syrup." The Indian Office, he determined, had no sense either of conservative forestry or the social benefits that accrued from it.<sup>5</sup>

The Forest Service, by contrast, recognized that the connection between land management and political reform could produce substantial results. Eighteen months after inking a contract with Interior officials to handle the reservations' forests, the chief would boast that his agency had "saved large sums of money to the Indians, gave many of them profitable employment, and by the introduction of Forestry promised to make that employment permanent" These first steps would help those he considered to be the original conservationists, who once had handled natural resources with "foresight and intelligence," to do so again.<sup>6</sup>

His idea was never fully implemented: in 1909, Richard Ballinger, who recently had been appointed as Secretary of the Interior, put a halt to the working arrangement between the Forest Service and Indian Office,

a move that infuriated Pinchot; it proved to be one of the sources of the later Ballinger-Pinchot controversy that so devastated the Taft administration in 1910. Not for another twenty years, the chief forester believed, would the idea that Indian forests should be "handled not for the profit of political contractors, but for the lasting benefit of the Indians and the rest of us" regain political ascendance.<sup>7</sup>

The next 20 years were indeed a series of ups and downs for forest management on tribal lands. There were important attempts by the Department of the Interior's Indian Forest Service (IFS) to establish conservation and forestry on reservation lands. A central figure in these initiatives was J. P. Kinney, who served as director of the IFS from 1910-1933. But this period also witnessed the loss of millions of acres of tribal land through the well-intentioned but ill-fated allotment law. The Allotment Law had commanded that tribal lands be distributed to individual members of the community so as to transform "the Indian into a responsible, independent, self-supporting American citizen by the over-simple expedient of mandatorily applying to him the individualistic land tenure of the nineteenth-century white American." The consequences were devastating, indeed the exact opposite of the stated purpose of the allotment law: with the loss of more than 63 million acres, "much of it the best" once under their control, the Indian peoples had become "landless," deprived "in large measure, of their chief means of support without substituting any other means in its place." A miserable failure, the allotment policy demonstrated just how "dangerous it is to try to solve problems by theories not soundly based on the facts of life and nature."<sup>8</sup>

Repairing this damage required a new approach and a different set of assumptions. A new chief of the

Indian Forest Service, Robert Marshall, and his special advisor Ward Shepard—both veteran foresters of the U.S. Forest Service—proposed to consolidate or restore as much land as possible to communal ownership, utilizing land exchanges, purchase, and, where possible, relinquishment of allotments. This dramatic shift in land tenure on the reservations would be combined with ongoing training in the management of forested lands. The authors envisioned a harvesting system much as Pinchot had forty years earlier, in which “a light selection method of cutting” would be employed, one that would remove “not more than fifty per cent of the volume of the stand.” This would leave “sufficient growing stock to make it profitable to return for at least one and perhaps several additional cuttings before the end of the rotation.” And, again like Pinchot, they believed that such a logging strategy would work for the forest and for the people who depended on it: “The operation will...bring to the Indians the power to manage their own affairs and the self-respect which such power insures.”<sup>9</sup>

#### SUSTAINABLE FORESTRY LINKAGES TO THE RIGHTS OF INDIGENOUS PEOPLES

The definition of sustainable forest management that is now evolving requires meeting three conditions simultaneously; it must be ecologically sound, economically viable, and socially responsible. This blend is essential to insure the success of a more ecologically sound approach to land management, and reflects a difficult lesson that environmentalists learned at the end of the twentieth-century in developing countries around the world—that it is impossible to secure “long-term protection of forest ecosystems without incorporating the economic and social needs of the local people into conservation strategies.”<sup>10</sup> Forestry

and foresters must be as concerned with the development of sustainable communities as with sustaining the land, the two being inextricably intertwined parts of a whole.

That characteristic of sustainability is vividly captured in the Principles and Criteria adopted by the Forest Stewardship Council (FSC). FSC is an independent and international organization whose membership since its founding in 1993 has covered a broad spectrum of interest groups, including environmentalists and foresters, representatives from indigenous peoples organizations and timber companies, as well as those involved in forest product certification. To secure the FSC's independent certification of forest products as produced on lands managed according to a set of environmental, social, and economic standards, producers must adopt and demonstrate their adherence to the prescribed rules. This entails, for example, complying with all applicable laws, establishing “long-term tenure and use rights” to the affected land, enhancing “long-term social and economic well-being of forest workers and communities,” conserving biological diversity, and maintaining sites of “major environmental, social, or cultural significance.”

Of particular note, given some foresters' concerns in the past about links between exploitative commercial development and social oppression, is FSC's third principle—the “Indigenous Peoples' Rights.” Those organizations' desiring FSC sanction must recognize and respect the “legal and customary rights of indigenous peoples to own, use and manage their lands, territories, and resources...,” which includes accepting that indigenous peoples “shall control forest management on their lands and territories unless they delegate control with free and informed consent to other agencies”; additional constraints involve the adoption of a forest management regime

that “shall not threaten or diminish, either directly or indirectly, the resources or tenure rights of indigenous peoples,” protects sites “of special cultural, ecological, economic or religious significance,” and compensates indigenous peoples “for the application of their traditional knowledge regarding the use of forest species or management systems in forest operations.” Through economic incentives and moral suasion, FSC hopes to empower historically disadvantaged peoples, restore devastated woodlands, and develop a greener marketplace for forest resources.<sup>11</sup>

#### CONCLUSION

Gifford Pinchot assisted the Cherokee peoples of western North Carolina in the development of their forest management plan in 1893 because he believed that sustainable forestry, a rising standard of living, and political empowerment were inextricably linked. Despite myriad difficulties along the way, the 20th century saw sustainable forestry become one key to the enfranchisement of many tribal nations that earlier had been disenfranchised, in part, by the unscrupulous exploitation of their forest resources. The participation of many of these tribal nations in the Pinchot Institute's certification pilot study is likely to demonstrate not only the progress these tribes have made in terms of sound forest stewardship, but also in terms of self-determination and independence.

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in part on a paper by Char Miller,  
entitled “Back to the Garden,” that*

appeared in the Spring 2000 issue of *Forest History Today* published by the *Forest History Society, Durham, NC.*

<sup>1</sup> Gifford Pinchot to James W. Pinchot, February 8, 1893, in Gifford Pinchot Papers, Library of Congress.

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

<sup>4</sup> E. J. Carlson, "The Cherokee Indian Forest of the Appalachian Region," *Journal of Forestry*, September 1953, p. 628-30.

<sup>5</sup> Pinchot, *Breaking New Ground*, p. 411-12.

<sup>6</sup> Ibid., p. 24-25; 412.

<sup>7</sup> Ibid., p. 412.

<sup>8</sup> John W. Collier, Ward Shepard, and Robert Marshall, "The Indians and Their Lands," *Journal of Forestry*, August 1933, p. 905-06.

<sup>9</sup> Ibid., p. 909.

<sup>10</sup> H. H. Chapman, "The Responsibilities of the Profession of Forestry in the Present Situation," *Journal of Forestry*, March 1935, p. 204-210; V. Alaric Sample and Roger Sedjo, "Sustainability in Forest Management: An Evolving Concept," *International Advances in Economic Research*, 1996, 2(2), p. 171.

<sup>11</sup> Forest Stewardship Council, "Principles and Criteria for Natural Forest Management," *Journal of Forestry*, February 1995, p. 15. See also its website: [http://www.fscus.org/about\\_fsc/general-info.html](http://www.fscus.org/about_fsc/general-info.html)

## Kendra Miller Creating New Opportunities to Support the Pinchot Institute

In November, Kendra D. Miller was named Director of Development for the Pinchot Institute and quickly went to work to expand opportunities for individuals to become more involved in the work of the Institute and to support its efforts to promote conservation and stewardship of our forests. Kendra will work to expand the Institute's Associates program to reach out to a broader cross-section of individuals who will receive notices of new Pinchot Institute reports and publications, and be notified about opportunities to participate in the Institute's workshops and seminars. Support from individuals is critically important to the Institute's conservation education and outreach activities, and for providing student opportunities through internships and fellowships at the Institute. Year-end annual gifts by individuals and workplace giving programs such as the Combined Federal Campaign are key to this effort, and Kendra will be working to inform others about this important opportunity to



Kendra Miller

support the Pinchot Institute. Finally, Kendra will be developing new and creative mechanisms to respond to the growing interest in gifts and bequests to help ensure the longer term success and effectiveness of the Institute. Updated information on opportunities to support the Institute can be found on the Web at [www.pinchot.org](http://www.pinchot.org), or by calling Kendra Miller at (202) 797-6580.

### BECOME A PINCHOT INSTITUTE ASSOCIATE

The Pinchot Institute is pressing continuously toward a vision of well managed forests, providing a full array of resource values and ecological services, and sustaining both natural and human communities. Through policy research, education, and technical assistance, the Pinchot Institute is continuing Gifford Pinchot's legacy of conservation leadership, promoting the protection and management of forests "for the greatest good, for the greatest number, in the long run."

You can be part of this continuing legacy by becoming a Pinchot Institute Associate. Your tax-deductible contribution of \$100 or more provides critical support for the programs of the Pinchot Institute, and also brings you news of these activities through *The Pinchot Letter*, new releases of Pinchot Institute policy reports and discussion papers, and notices of upcoming Pinchot Institute workshops, seminars, and conferences of interest. Without the benefit of an endowment to provide current operating support, annual contributions help make it possible for the Pinchot Institute to continue serving as a source of timely, factual information in support of improved forest conservation.

You can also become an Associate through your Combined Federal Campaign contribution to the Pinchot Institute (CFC #1010). If you would like more information about contributing to the Pinchot Institute through CFC, please contact Kendra Miller at (202) 797-6580 or at [kmiller@pinchot.org](mailto:kmiller@pinchot.org).



## Forest Service Cohesive Fire Strategy: Catalyzing Collaborative Stewardship

In October, the U.S. Forest Service recently released its new "Cohesive Fire Strategy" (available [www.fs.fed.us](http://www.fs.fed.us)) for protecting fire-adapted ecosystems in the Interior West. Earlier this year, the House Subcommittee on Forests and Forest Health, requested that the General Accounting Office (GAO) examine issues related to the health of national forests in the interior west. Over the last century, these forests have undergone significant changes in structure and composition becoming much denser, with fewer large trees and many small-diameter, tightly spaced trees and underbrush. In response to the Subcommittee's request, the GAO examined and discussed three issues: (1) the extent/seriousness of forest-health of national forests in the interior west, (2) efforts by the Forest Service to address existing problems, and (3) existing implementation barriers and potential opportunities to overcome them. The review resulted in a direct request to the Secretary of Agriculture to have the Forest Service develop a cohesive strategy for reducing and maintaining accumulated fuels on national forests of the interior west. Additionally, the FY2001 Interior Appropriations Bill (P.L. 106-291) directed that the Forest Service publish its cohesive strategy in the Federal Register within 30 days of the passage of the Appropriations Bill which took place on October 12th.

The Forest Service Cohesive Fire Strategy is intended to improve the resiliency and sustainability of forests and grasslands at risk, conserve priority watersheds, species and biodiversity, reduce wildlife fire costs, losses, and damages, and ensure better public and firefighter safety. The Cohesive Fire Strategy helped to pro-

vide the background for the development of the report to the President, "Managing the Impact of Wildfires on Communities and the Environment".

### THE ROLE OF COLLABORATIVE STEWARDSHIP

How the Forest Service responds to the aftermath of this year's wildfire and implements this cohesive strategy will be an important test of the agency's understanding and commitment to "collaborative stewardship." Within the strategy, the agency recognizes the importance of collaborative stewardship, maintaining that constituency support and collaboration with tribal, other federal/state/local agencies and the public is an essential cornerstone for restoration work. However, this recognition is but one step in building cooperation and long-term commitment between the agency and the public. The concept must now manifest itself in action.

Collaborative stewardship entails a flexible approach to addressing local community needs and objectives within the broader context of national-level policy and the Agency mission of conservation and sustainable natural resource management. Collaborative stewardship supports those activities that are sound in ecological science, economically viable, and socially responsible. It fosters a cooperative approach in the development of goals shared between the Forest Service and the local community- basing its decisions on cooperation, long-term commitments, mutual consideration, and support.

Local communities have perhaps the greatest stake of all 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. As such, they should play an essential role in the stewardship of these resources through use, management, and protection. To the extent feasible, the Forest Service should utilize and strengthen local capacity for carrying out resource stewardship- to ensure that this local capacity can be called upon when needed and to contribute to the sustainable economic development of local communities.

However, pressures on the agency to show tangible and significant accomplishments on the ground before the close of this fiscal year may lead officials to opt for planning and implementation shortcuts that minimize opportunities for collaboration. If allowed to occur, such short cuts will likely further erode the public's trust in the Forest Service and undermine long-term support from one of the Agency's historically critical constituencies.

### FROM THEORY TO ACTION

The rhetoric of collaboration is ripe for action and must become an integral part of implementing the Forest Service's Cohesive Fire Strategy. Community forums have been proposed to help cooperatively identify and design ecosystem restoration projects that address community goals for ecological, economic and social sustainability. Stewardship contracts, which empha-



size multi-year, multi-task and results-oriented projects, can also be explored. Such contracts can be designed to expedite the accomplishments of near-term projects, while increasing the capacity of local community-based firms over time by encouraging capital investment and the development of an experienced, highly-skilled workforce. Finally, new partnerships can be forged to help defray the costs of implementation and planning and build networks of support for necessary work.

#### SUMMARY

As stated by the Forest Service in the public release of its new strategy, large wildfires will continue to occur despite focused efforts in planning and implementation. However by concentrating treatments where human communities, watersheds, and sensitive species are at the highest risk, the new strategy will likely reduce future losses and damage typically associated with wildland fires. Involving communities in these efforts will enhance the level of cooperation and trust between the agency and stakeholders; thereby improve the health of public lands and the communities that rely upon them. For more information, contact Andrea Bedell Loucks at (202) 939-3455 or at [andreabedell@pinchot.org](mailto:andreabedell@pinchot.org).

## Congress Authorizes 28 New Stewardship Contracting Pilot Projects

In the recently signed FY2001 Interior Appropriations Bill, Congress officially authorized the Forest Service to enter into 28 new stewardship and “end-results” contracts as part of its on-going pilot program (bringing the total to 56 projects, nationwide).

The Stewardship Contracting Pilot Program was originally established in 1997 as part of a major reinvention effort of the Forest Service. Shrinking federal budgets, reduced personnel and increased multi-purpose demands forced the Agency to re-think its procedures and management practices—slowly evolving into the concept of stewardship contracts. Operating initially under existing authorities, the Forest Service asked for a nomination of pilots designed to test new and innovative approaches to land/resource management through rural community development, improved financial accountability/efficiency, and collaborative stewardship. In 1998, Congress authorized the Forest Service to enter into 28 stewardship “end-results” demonstration contracts—expanding the existing authorities for selected demonstration projects as part of Sec. 347 of the FY99 Omnibus

Appropriations Act (P.L. 105-277). Specific new authorities tested in these pilots include: exchange of goods for services, retention of receipts, “best value” contracting, and designation of timber for cutting by prescription. As part of this authorization, Congress also required designated pilots to be monitored and evaluated on a multi-party basis, with annual reports submitted to Congress. According to the brief language provided in the FY Appropriations Bill, the new pilots are subject to the same terms and conditions as those established under Section 347 of the FY 1999 Omnibus Appropriations Act (P.L. 105-277).

As of yet, no projects have been selected to be a part of this new pilot effort and no timeline has been designated for selection and/or implementation. It should be noted, however, that language within the Interior Appropriations Bill does indicate that of the 28 new pilots, nine shall be located in Region 1 (Northern Region) and at least 3 will be located in Region 6 (Pacific Northwest). For more information, please contact Andrea Bedell Loucks (202) 939-3455 or at [andreabedell@pinchot.org](mailto:andreabedell@pinchot.org).

## Restoring Faith in Forest Service Decision Making

(continued from page 6)

elected. History indicates, however, that Jefferson was taking the time necessary to build a broad consensus for such change—broad enough to persuade many Federalists of the validity and efficacy of his approach.

There is an important lesson here for our new political leadership that will govern the conservation and sustainable management of America's

forests. There is an opportunity for building a broad consensus for national-level policies that conserve forests, protect biodiversity, and provide ample opportunities for public review of potential environmental consequences, while still affording local decision makers the flexibility to work out solutions that fit local conditions and local goals for environmental, social, and economic sustainability.

<sup>1</sup> A Vision for the U.S. Forest Service: Goals for Its Next Century, Roger A. Sedjo, ed. (Washington, DC: RFF Press, 2000), 273 pp.

<sup>2</sup> The Forest and Rangelands Renewable Resources Planning Act of 1974 (RPA), 16 USC 1600-1614.

<sup>3</sup> The National Forest Management Act of 1976 (NFMA), 16 USC 1600 (note).

<sup>4</sup> National Environmental Policy Act (NEPA), 42 USC 4321 (note).

<sup>5</sup> Endangered Species Act of 1973 (ESA), 16 USC 1531.

<sup>6</sup> 36 CFR Part 219.

## Agreement On Forest Data Marks New Level of Cooperation for Federal Agencies

On October 16th, nine federal agencies signed onto a Memorandum of Understanding (MOU) on Sustainable Forest Management Data. The MOU establishes a mechanism for cooperation among Federal agencies having data responsibilities pertinent to the sustainable forest management goal announced in Presidential Decision Directive NSC-16 and endorsed in the Santiago Declaration.

The Presidential Directive was signed in 1993, following the Rio Earth Summit in 1992, as a commitment to a national goal of achieving sustainable forest management of U.S. forests by the year 2000. The Santiago Declaration was an affirmation by the U.S. and nine other countries to their commitment to sustainable forest management. The Santiago Declaration endorsed a way to assess national progress towards sustainable forest management using a common set of Criteria and Indicators (C&I). The seven criteria and 67 indicators that came out of this process constitute a set of conditions and variables which, when measured over time, provide an account of forest conditions in a given country.

In 1998, a group of stakeholders formed the Roundtable on Sustainable Forests as a forum to share information and perspectives that will enable better decision making in the U.S. regarding sustainable forests. The initial focus of the Roundtable has been to implement and promote utilization of the C&I as a means of measuring national progress towards achievement of this goal. The Roundtable's participants include federal, state, and tribal governments, as well as acade-

mic, industry, environmental, and professional organizations. The efforts of the Roundtable have been instrumental in developing the MOU.

The MOU provides: "A common interagency forum for Federal coordination to resolve issues integral to collecting, monitoring, analyzing, reporting, and making data available on an ongoing basis related to the C&I; [as well as] a process for helping the Federal agencies develop a national report by 2003 for the Montreal Process on the state of the Nation's forests and progress towards sustainable forest management in the U.S."

As reported in the Fall 2000 Pinchot Letter, the Pinchot Institute recently became involved in a cooperative effort with the Interagency Coordinating Team on Sustainable Forests to organize the U.S. response to the Proposals for Action recommended by the UN Intergovernmental Panel on Forests (IPF). The Pinchot Institute identified a number of linkages between the Proposals for Action and the Criteria and Indicators, and determined that data collected and reported in response to the C&I can assist in efforts to implement the Proposals for Action. For more information, please contact Nadine Block at (202) 797-6585 or at [neblock@pinchot.org](mailto:neblock@pinchot.org).

## Review of Pinchot Diaries Bring New Insights

At the Pinchot Institute's fall board meeting, Senior Fellow Dr. Pete Steen reported that he is nearing completion of his review of Gifford Pinchot's extensive diaries. Dr. Steen hopes to have the diaries published prior to the grand reopening of Grey Towers in August of 2001. The proposed title for the work is "The Conservation Diaries of Gifford Pinchot."

The diaries begin in 1889 as Pinchot is finishing his senior year at Yale and end in 1946, just months before his death. Yet between the years of 1915 and 1935 it appears that Pinchot did not keep a diary. Despite this discrepancy, the diaries still tally up to more than 12,000

pages. Dr. Steen's endeavor involved examining these diaries and extracting conservation related entries. He then combined these entries with personal items from the diaries regarding Pinchot's political views, his religious beliefs and concerns about his own health.

The single most important contribution of this project is to provide a better understanding of Pinchot, the man and conservationist, as well as to offer insight into *Breaking New Ground*, Gifford Pinchot's autobiography. *Breaking New Ground* remains a historically valuable and interesting account of Pinchot's life and beliefs, but the diaries tell us that the man in the book is not the man himself.

## Pinchot Institute and Sustainable Forestry Partnership Join to Explore New Graduate Curriculum in Sustainable Forest Management

The Pinchot Institute has joined with the Sustainable Forestry Partnership (SFP) to conduct a two-year project to develop a graduate-level program in Sustainable Forest Management, and facilitate curricular changes in forestry schools throughout the United States. The SFP is a consortium of universities and other institutions working to support and document innovation in sustainable forestry and to integrate this innovation broadly in both policy and practice. This follows up on a 1999 study of professional forestry education in the United States conducted by the Pinchot Institute. The culmination of the study was the completion of a

report, published in January 2000, titled, "The Evolution of Forestry Education in the United States: Adapting to the Changing Demands of Professional Forestry."

An advisory committee, representing public and private forest management organizations, conservation groups, universities, and professional associations, will offer information and insight into the development of a model curriculum. With guidance from the advisory committee, a series of focus groups will be held at schools around the U.S. including, but not limited to, those participating in the Sustainable Forestry Partnership. These focus

groups will explore issues related to the content of the curriculum model, the feasibility of its adoption, and steps to be taken towards implementation. A national conference, consisting of participants of these focus groups as well as forestry employers, will convene to assimilate these various ideas into a comprehensive model for consideration around the country. The overall project goal is to promote the advancement of forestry education in the U.S. to reflect the evolution of science and social values pertaining to forests and forestry. For more information, contact Nadine Block at (202) 797-6585 or [neblock@pinchot.org](mailto:neblock@pinchot.org).

### UPCOMING EVENTS

#### **March 25-27, 2001 – Atlanta, GA**

Global Initiatives and Public Policies: First International Conference on Private Forestry in the 21st Century. For more information see [www.forestry.auburn.edu/forestpolicycenter/](http://www.forestry.auburn.edu/forestpolicycenter/).

#### **January 18, 2001 – Denver, Colorado**

Collaborative stewardship coordination workshop, focused on land stewardship projects in high fire-risk communities and critical watersheds. For more information, call (202) 939-3455.

#### **April 5, 2001 – Washington DC**

Pinchot Distinguished Lecture for 2001 with Dr. David Lowenthal, of the University College London, discussing "Man and Nature: The Influence of

George Perkins Marsh on the Conservation Movement." Cosmos Club, 2121 Massachusetts Avenue NW.

#### **April 6, 2001 – Washington, DC**

Spring meeting of the Pinchot Institute Board of Directors.

#### **August 11, 2001 – Milford, PA**

Opening of the Pinchot Institute Conservation Leadership Center at Grey Towers National Historic Landmark, and the public reopening of Grey Towers itself following comprehensive historic restoration.

**For more information about these events, please call (202) 797-6580.**

## Pinchot Institute Welcomes New Board Members

At the October annual meeting of the Pinchot Institute for Conservation, seven outstanding individuals in the field of conservation were elected to the Institute's board of directors. *Frank Tugwell* is president of Winrock International in Arlington, Virginia and former executive director of the Heinz Endowments in Pittsburgh, Pennsylvania. *Miguel Perez-Gibson* is Deputy Supervisor of the Washington Department of Natural Resources in Olympia, Washington. *Jane Sokolow* is an environmental consultant in private practice in Riverdale, New York. *Daowei Zhang*, a native of China, is Associate Professor of Forest Policy and Economics at Auburn University in Auburn, Alabama. *Michael Berry* is president of the National Ski Areas Association, headquartered in Lakewood, Colorado. *Gordon Connor* is president of Nicolet Hardwoods in Laona, Wisconsin. *DeNise Cook* is the water resources planner for the Delaware Gap National Recreation Area, which protects key portions of the forested water supply area for metropolitan New York and New Jersey.

## Yale Foresters Remembered at Grey Towers

On October 5 and 6, alumni of the Yale School of Forestry and Environmental Studies gathered at Grey Towers National Historic Landmark to remember the Yale Forest Camp that operated on the grounds of the Pinchot estate for more than 25 years. The Yale Forest School was established in 1900 at Yale by Gifford Pinchot (with the help of a major gift to from his father, James). The Pinchot family also offered the use of their extensive forest around Grey Towers in Milford, Pennsylvania to Yale as a place where summer field courses could be held to introduce students to the technical aspects of silviculture, forest measurements, dendrology, soil science, and engineering. The Pinchot family also constructed Forest Hall, which still stands as the centerpiece of downtown Milford, as a classroom building for the Yale foresters. Forest Hall was designed by the renowned architect Richard Morris Hunt, who also designed Grey Towers, the Biltmore mansion in North Carolina, and many of the "Gilded Age" mansions in Newport, Rhode Island.

Visitors to Grey Towers toured the mansion itself, which is undergoing an \$18 million historic restora-

tion to be completed next Fall, and the former site of the Yale Forest Camp. The camp area has itself become a study in forest succession and the recuperative powers of Pennsylvania forests. What in 1925 had been an open field containing a wooden classroom building and dozens of tent platforms is now a thriving forest of 75-year-old trees. With Peter Pinchot's leadership, the family is restoring parts of the site for interpretive purposes, and to protect this important component in the history of forestry education in the United States.

All was not work for the Yale foresters in those days, and their rowdy exploits in Milford were remembered at a dinner attended by the Yale alumni, civic leaders from Milford, and USDA Forest Service officials. Al Sample and Char Miller of the Pinchot Institute, and Gary Hines and Chuck Croston of the Forest Service staff at Grey Towers read from preserved "letters home" written by students at the Yale Forest Camp, and from articles that appeared in the *Milford Dispatch*, describing baseball games, dances, and adventures that sometimes shocked the Victorian sensibilities of the good citizens of Milford. The event ended with lectures at Forest Hall by historians Edith MacMullen and Char Miller, in which they described the important role that camp life at Grey Towers played in establishing professional values and a conservation ethic that became a central theme in forestry education at Yale, and permeated the practice of forestry throughout the United States for many decades afterwards.

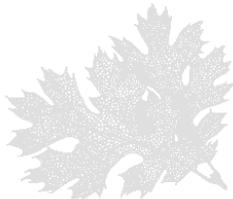


## Conservation Leader Larry Jahn Remembered

Laurence R. Jahn, the father of the Water Bank Act and former president of the Wildlife Management Institute, died on August 15 after a long illness. He was 74. For many years his was the voice of reason and good sense in the Washington, DC, natural resources conservation community. At the time of his death, he was head of the National Association of University Fisheries and Wildlife Programs.

He was perhaps best known for his creation of a cost-sharing program for farmers that discouraged the draining of prairie potholes that are critical habitat for migratory waterfowl. *The Outdoor News Bulletin* of the Wildlife Management Institute said of him, "No one could have invested more time, energy and passion than Larry did in the pursuit of sound, scientifically based management of natural resources...He was an inspiration to more than one generation of resource managers." *The Bulletin* called him a conservation hero.

He began his career as a student in Aldo Leopold's department at the University of Wisconsin. He worked at the Wisconsin Conservation Department, and then he went to work with Daniel Poole and C.R. Gutermuth at the Wildlife Management Institute. He became president of the Institute in 1987 and Board Chairman in 1991.



## Defining the Terms of Conservation and Sustainability: The Role of Foresters

*Peter Pinchot*

This year the Society of American Foresters is celebrating its centennial. Looking back, it is clear that the forestry profession played a key role in defining the terms of conservation in the United States, and has made great contributions to improving the protection and sustainable management of forests. Today, we have a much more profound understanding of the many ways in which forests sustain life on this planet, including our own, and the enormity of these issues seems at times to have overwhelmed the forestry profession. In the course of a century, however, the forestry profession has made great strides in both research and forest practices. With due consideration for other sources of experience and expertise in forest science and practice, foresters can still play an essential role in defining the terms of conservation and sustain forest management.

My grandfather, Gifford Pinchot, helped found the Society of American Foresters one hundred years ago, while he was the chief of the Department of the Interior's Forestry Division – the predecessor of the USDA Forest Service. The Pinchot family has not always been a champion of enlightened forest management. In fact, Gifford Pinchot's grandfather, Cyril Pinchot, made his living in the Pocono region of Pennsylvania, by buying up forested tracts, timbering them, and sending the logs down the Delaware River to help build the cities of Philadelphia

and Camden. He was a successful entrepreneur who cashed in on the original oak, chestnut, and pine forests of the region. By the time James Pinchot, Gifford Pinchot's father and Cyril's son, was ready to enter the business world, much of the Pocono region had already been deforested by this kind of exploitative clearing. What remained was poor, stony soil, and a largely treeless landscape unsuited for much beyond subsistence agriculture.

James Pinchot, who made his living in New York as a businessman, returned frequently to his family home in Pennsylvania and observed the esthetic, economic, and ecological consequences of the loss of forests and wildlife. He, along with a number of naturalists, had begun to rethink the human relationship to nature, and to reject the certainty of his father's generation that the forest and land were a commodity to be sold at the highest short-term profit with little thought for the future. In New York James got to know conservationists such as John Muir and Charles Sprague Sargent and learned that the destructive deforestation he had seen first hand in Pennsylvania was also sweeping across much of the nation as the west was being settled.

James had traveled extensively in Europe, and had seen forests that had been managed sustainably for generations. He observed rural communities that coexisted with working forests and reaped continuing economic, ecological, and esthetic benefits from them. It was with this understanding that James encour-

aged his son Gifford to take up a career in forestry and conservation and to travel to Europe to get trained as a professional forester.

When Gifford Pinchot returned after his studies in 1890, the situation he found in American forests was staggering. The closest comparison is the rapid deforestation that is now occurring in the Amazon basin and the rainforests of central Africa. In our modern era we can see satellite imagery showing tremendous blocks of tropical forest being transformed into agriculture and we can view nighttime photographs of forest fires spreading throughout the landscape as colonists desperate for land are pushing farther and farther into the primary forests.

In the late 1800's, American forests, especially the western forests, were in the midst of a similarly rapid and destructive transformation. Railroads had opened the western states to rapid settlement, and settlers were rushing to claim the remaining available lands. Railroad and timber corporations were consolidating tremendous landholdings at the expense of small landholders. Wood was still the primary fuel and building material, and yet timber was being felled with no thought for regenerating new forests. Vast wildfires were common, some burning millions of acres of cutover lands as well as intact forests. This was the first major environmental crisis America had faced.

By 1890, despite a growing awareness of the problem, and several landmark studies of forest conditions, little had been done on the ground to stem the loss of forests. However, there was an emerging consensus among scientists and conservationists that establishing forest

reserves before the remaining land was distributed to settlers and corporations should be the top priority. Gifford Pinchot threw himself into this issue shortly after returning to America. The big question, then as now, was what was the purpose of the forest reserves and how should they be managed. Many naturalists and scientists argued that the reserves should be closed to commercial uses such as timbering. Their primary purpose should be to preserve the forest for the future.

But Gifford Pinchot proposed a very different paradigm of conservation, one based on the sustainable use of natural resources. To Pinchot, foresters could both protect the integrity of a forest reserve and produce a sustainable flow of timber, water, and wildlife for the economic and social benefit of American citizens. In his book *A Primer of Forestry*, he wrote: "The object of practical forestry is precisely to make the forest render its best service to man in such a way as to increase rather than to diminish its usefulness in the future. Under whatever name it may be known, practical forestry means both the use and the preservation of the forest". With only two professionally trained foresters in the nation, Pinchot and Bernhard Fernow, the chief of the Forestry Division in the Department of Agriculture, convincing the nation of the merits of sustainable use of resources was an uphill battle.

Gifford Pinchot, equally comfortable in politics and practical forestry, moved rapidly to the center of the public lands issue. He served on the National Forest Commission, which influenced President Cleveland to more than double the size of the forest reserves. He replaced Fernow as the chief of the

Forestry Division and fought to bring the reserves into the Department of Agriculture where they could be managed scientifically under the principles of sustainable forestry. And eventually he became the first Chief of the Forest Service, and with President Roosevelt, presided over building the National Forest System up to its present size of 191 million acres.

One of the great challenges to bringing sustainable management to the public lands was the dearth of trained foresters in this country. Without foresters, the claim of sustainable management was impossible to realize. Consequently, by 1900 Pinchot and Fernow had established the first major forestry schools at Cornell and Yale to build a cadre of American-trained foresters who could lead the new conservation movement. Also in 1900, Gifford Pinchot joined with six other foresters to create the Society of American Foresters in order to help define the nature of the new forestry profession. In his autobiography, *Breaking New Ground*, Pinchot says: "the purpose of the Society was 'to further the cause of Forestry in America by fostering a spirit of comradeship among foresters; by creating opportunities for a free interchange of views upon Forestry and allied subjects; and by disseminating a knowledge of the purpose and achievements of Forestry.'" He goes on to say: "... the little group of members of the Society was welded together to become the vital core of the Forest Service."

In looking back at this period in which the profession of forestry was established, it is clear that forestry was at the vanguard of conservation. Foresters as the first professionally trained natural resource managers

defined the terms of sustainability. Foresters were ultimately successful in providing a new paradigm of conservation that provided the justification for building one of the largest public land systems in the world. And there is good reason to believe that the culture of who we are as foresters and what we define as our fundamental mission was largely formed in this great battle over the public lands that spawned the Society of American Foresters.

Today as one hundred years ago, we are facing a staggering set of policy issues in managing our forests. A rapid decline in global biodiversity, an urban population that hungers to protect nature while consuming ever-greater amounts of natural resources, an overwhelming array of environmental laws and regulations, and the cry from rural communities for a greater role in governance – the sheer complexity can numb our sense of purpose. As professional foresters it is vitally important that we remind ourselves that, because of the central importance of forests to human society and the ecology of the planet, we still have the capacity to help define the terms of conservation and to set the standard for sustainability.

*Peter Pinchot is Director of the Milford Experimental Forest in Milford, Pennsylvania, and vice chair of the board of directors for the Pinchot Institute for Conservation. This article is based on remarks given at the centennial of the Society of American Foresters in Washington, DC, November 17, 2000*

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