

TRANSCRIPT

THE FUTURE OF

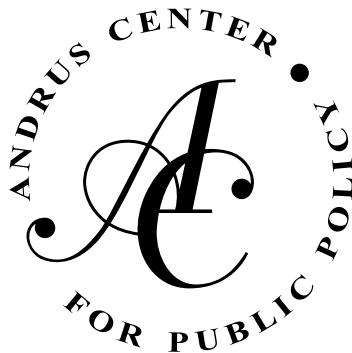
OUR PUBLIC LANDS:

A Symposium on  
Federal Land Policy



*Presented on February 11, 1998  
By The Andrus Center for Public Policy  
Cecil D. Andrus, Chairman*

*Student Union  
Boise State University  
Boise, Idaho*



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By The Andrus Center for Public Policy  
Boise State University**

At the Grove Hotel  
Boise, Idaho

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**THE FUTURE OF OUR PUBLIC LANDS:  
A Symposium on Federal Land Policy**

February 11, 1998

9:00 AM Opening Session  
Keynote Addresses by:

Michael P. Dombeck, Chief  
Forest Service

Robert G. Stanton, Director  
National Park Service

Patrick A. Shea, Director  
Bureau of Land Management

**CECIL D. ANDRUS:** Good morning, ladies and gentlemen. Before we start off, let me apologize to the several hundred people who wanted to be here today but could not be admitted because of lack of space. Normally, the Andrus Center uses the facilities at Boise State University, but those facilities were committed long in advance of this symposium. My appreciation goes to the Grove Hotel and to Nancy Rankin and her staff. Originally, we figured about 400 people would be here, and we would then have lunch on the other side of this room. But now we're going to keep your feet to the fire this morning and then put them on the ice at noon. We're going to have lunch in the hockey rink.

I'd like to introduce John Freemuth. Dr. Freemuth is the Andrus Center's Senior Fellow and is also professor of political science at Boise State University. John will help today with moderating. He also has information from a survey recently completed by Boise State University.

Now I'd like to introduce the President of Boise State University, Charles Ruch. Dr. Ruch.

**PRESIDENT CHARLES RUCH:** On behalf of Boise State University, we welcome all of you to this symposium. We are delighted to be associated with this conference by the Andrus Center. Public land policy is a monumental, critical problem, and Governor Andrus has a way of bringing civil and knowledgeable discourse to a large problem. This conference will be a benchmark event in the history of federal land policy.

We at Boise State University have been pleased to watch the activities and evolution of the Andrus Center. We look forward to having your deliberations infuse the way we educate the men and women who will handle federal land policy in the future.

On behalf of Boise State, congratulations, Cece, on your leadership. I said this morning to one of the BSU

student ushers, "If you want to see leadership, look to this guy. He's one of the best."

Thank you.

**ANDRUS:** Thank you, Mr. President. We appreciate the support you give us on the campus. The Andrus Center for Public Policy is a 501(c)(3) non-profit organization. We receive no state funds whatever, and we do not use funds from Boise State University. We operate on private donations, and if any of you think we are deserving of a tax-exempt donation, please send us a check. If it's a big check, we'll come and get it.

You'll find a question card attached to your program. Please write out your question, and the student ushers will collect all of them before the break.

On the back of the program, you will see a list of sponsors. This is an expensive conference, so we ask people to contribute in many different ways. Just take a look at that list, and if you have an opportunity to express your thanks to these sponsors—all the way from industry groups to conservation groups—please do so.

This is an election year. I did not invite the congressional delegation to participate, although their representatives are here in the audience, because political rhetoric is sometimes like pouring gasoline on a small fire. Then we choose up sides, and I don't want to do that.

Lydia Justice Edwards, a constitutional officer, the State Treasurer, is here. I see J. D. Williams, Idaho State Controller, down there. Are there any other Idaho constitutional officers here? Yes, Pete Cenarrusa is here, our Secretary of State. Pete, thanks very much.

What are we doing here today? Some of you may not know that 2.1 billion acres, a little over one-third of the land in the United States, is federal land, managed by federal land agencies under the direction of the Congress of the United States. The leaders of those land

agencies are here today.

In your packets, you have the biographies of our guests, so you can read them and see what fine people they are. Mike Dombeck is our first speaker. A long-time Forest Service employee, Mike served as Acting Director of the Bureau of Land Management for three years before being appointed Chief of the Forest Service.

One of the major land managers in America, Bob Stanton went to work in the early 1960s as a park ranger. After 35 years of distinguished service, he retired from the Park Service but came out of retirement last year to become its director.

Bob Armstrong is the senior Administration official here today. If you read his resume, you'll see all the things he has allegedly accomplished. Twenty years ago when I was Secretary of Interior and he was Land Commissioner for the state of Texas, Bob sued me for about \$60 million. In the end, he beat me to the tune of about \$800 million, so I got to know him very well. He is Assistant Secretary for Land and Minerals Management.

Next to him is Pat Shea, an attorney from Salt Lake City. His resume will tell you the rest. Last year, he was confirmed to take Mike Dombeck's place as Director of the Bureau of Land Management.

There is one change. Ted Strong is listed as a participant. He is director of the Columbia Basin Inter-Tribal Fish Commission, but Ted had to cancel. Jaime Pinkham from the Executive Council of the Nez Perce Tribe is here to take his place. He is a graduate of Oregon State University, very knowledgeable on land issues in the western United States. He is an outstanding individual and will participate in the panel this afternoon.

You are here so we can have some dialogue. I will maintain order. If anyone gets out of hand, be warned that this is not the place for federal-bashing. Your comments need to be direct, pointed, and constructive. I have always felt that if people will sit down and talk with one another, they can resolve issues.

The land managers will open up and tell you what they have in mind for the public lands, what their needs are, and what they think they can do in the long and short term. At the conclusion of our conference today, John Freemuth and his friends from academia will help put together a paper, and that paper will be distributed to all the participants and to the interested public. Then, a year from now, we will come back, take a look at what we concluded, and ask, "What did we do? Were we able to give the necessary support to federal institutions?"

With that, I would ask Mike Dombeck to come up and be our first speaker. Mike Dombeck, Chief of the U.S. Forest Service.

**MICHAEL P. DOMBECK:** Thank you, Governor.

We had to decide the sequence of speakers. I said, "Well, you always save the best for last." The Governor said, "Yes, Mike, you go first."

It's always good to be back in Idaho. I've spent an awful lot of time in this state, and I get here often. I spent a two-week vacation in northern Idaho with my wife and daughter and some friends this summer, just driving around, visiting Forest Service offices unannounced. I slipped over into the Yaak Valley for a while. It's a part of the country I'd read about, always wanted to see, and never had. I had a great time catching a cutthroat on the Little North Fork. I also spent part of my honeymoon a couple of decades or more ago on the Big Pine Campground, just north of Harvard. I get back here often and really enjoy it. I enjoy seeing the changes that occur and the growth in Boise. It's a wonderful place, and I certainly know why you who are in this room and others care about Idaho and all of the northwest as deeply as you do.

This morning, I want to talk about some issues that I know are on your minds and on the minds of a lot of people. I arrived in town on Sunday evening, and I've spent the last two days visiting with lots of people, talking about many issues, and hearing concerns and suggestions. Over the last couple of days, we've covered everything from exotic weeds to road concerns to use issues associated with the Middle Fork to other issues that you've been reading about in the papers. So for me, it's been a productive and helpful couple of days.

Now, I'd like to share with you where I think we're going and ought to be going in the Forest Service. I've been in this job a little over a year, and the 191,000,000 acres of national forest system lands are probably of more value to the American public today than they've ever been. In fact, the value of those lands just continues to increase.

I believe that the most important mission any of us can have is to work toward the long-term productivity and sustainability of our lands. The immediate priorities that I'm going to be focusing on are watersheds, roads, and sustainable forestry. One of the reasons that I made healthy watersheds the top priority is that water is of overriding importance and that clean water is something life itself depends upon. We all have a tremendous stake in all the water issues. In fact, not many people realize that about 80% of the streams in the United States originate on national forests. Bob Stanton, if we throw the national parks in there, probably up to 90 or 95% of the headwaters of all the rivers and streams in the United States originate on these lands of tremendous value. We have a great responsibility to maintain the health of these watersheds.

I'm going to talk a little about roads also and about why roads are as important as they are. We have a lot of

controversy associated with roads as we learn more about their ecological impacts, especially on water. I want to talk a little bit about the long-term policies that we're embarking on with roads. Those policies include when and where to build roads, how to decommission roads if they're not needed, how to determine whether we need them, how to make sure we upgrade and take care of the roads we do need in an adequate way, and where to find good stable funding sources to take care of the roads that we have.

I also want to talk a little bit about sustainable forestry because it's of particular importance, not only to this state but to many, many people. The fact is we do need to deal with many of the issues associated with forest management, issues that we've been losing ground on: the urban-wildland interface; the wildland fire management situation; and many, many forest health issues that confront us as we move into the 21st Century.

Regardless of whether the measure is the quality of a recreational experience, the quantity of water that a family uses every day, or the health of a forest, the challenge we have is to ensure healthy resources and productive watersheds for future generations. As the 21st century is just around the corner, we are made increasingly aware of the evolving science, the public demand, and the need to develop new and different approaches.

In looking at the future, I'm always encouraged when I read some of Teddy Roosevelt's wise, wise statements. He said, "It is evident that natural resources are not limited to boundary lines which separate nations." This was ecosystem-wide thinking well before its time. In fact, at the turn of the century, not many people were using the term "ecosystem management" at all.

It is essential that all of us embark on this kind of thinking and continue to work through the challenges that we have. We're going to meet those challenges only if we work together.

Too often in the past, we could only react to issues we had not anticipated. We've got to identify issues before they reach a critical state, before they're in the emergency room. We must come up with better ways to engage, early on, the owners of the public lands, the customers, the stakeholders, taking into account demographic changes in our society, changes in expectation, changes in use, and all of the changes that none of us really likes very much. The only thing that we can guarantee is that change will continue. In fact, the rate of change will increase. The key to survival is adaptability, flexibility, and nimbleness as we move forward and take on the challenges we have.

We've got to work within the framework of existing laws. That's what I'm paid to do. All of you and many others pay my salary as well as that of the many public servants that are out here, and it's important that we

work within the laws and regulations that we have. We need to learn to work better with communities to develop strategies and alternatives based upon the best science that we have. This nation has the best science and technologies, not only for land management but also for medicine and many other areas. We need to be very proud and thankful that we have technologies that many nations do not have. We're the envy of the world in many respects.

We must make sure that our decision-making process isn't buffeted by change and politics, which can result in less stability and predictability. When that happens, it's the land that really loses because of the changes and the degradation that we're dealing with, some of which occurred as much as a century ago or more. When Jack Ward Thomas left Washington, D.C., he said to me, "Mike, you going into probably one of the toughest jobs in Washington," and the only thing I can guarantee Pat Shea is that when he leaves his job at BLM, he'll have more gray hair than he does now because of the many issues he faces.

We find ourselves in the middle of conflict between development and conservation interests. Many of the challenges are formidable, but we have no choice but to take the long view, to work with people, and to face issues in a comprehensive way. The debate over how to manage national forests and rangelands began over a century ago. The debate that we're in today is not new. In fact, the very establishment of the national forests themselves came as a response to public outrage over the devastation of the forests in the east and midwest, concerns over flooding, and concerns over the need to protect watersheds.

In 1897, the U. S. Congress passed the Organic Administration Act, which called for two things: first, the regulation and protection of water flows and, second, a sustainable supply of timber from our national forests. We were the first nation to set aside vast tracts of lands for public use. Where else can you be born and automatically be the owner of a few acres of public land, land that you can go out on and not worry about "No Trespassing" signs, land that you can enjoy with your families? Decades later, starting in the 1960s, Congress began to act again, passing legislation: the Wilderness Act, the Clean Air Act, the Clean Water Act, the National Environmental Policy Act, and, in the 1970s, the National Forest Management Act.

In the hundred years since the Organic Act became law, several generations of Americans have come to view natural resource management as less of a political issue and more of an issue of public trust, and they want to be involved. They also question decisions and want to be involved in those decisions. Many people feel passionately about the stewardship issues that many of us deal

with. Endangered species issues make headlines in national newspapers. Water use and conservation are pre-eminent issues for everyone from local zoning boards to the statehouses to the White House to the U. S. Congress. In fact, conserving water has moved from a special interest to a national priority.

Let me offer a couple of examples. As you know, here in Idaho, the Forest Service is an active participant in the water rights adjudication process. Some of the actions are directed toward reserved water rights, which can be vital to watershed protection. The Snake and Klamath River drainages are cases in point. Our long-range goal for these watersheds is that they be healthy and durable with water remaining in streams so they can continue to be among Idaho's special places.

Another concern has to do with the elk herd in the Clearwater drainage. As the largest herd in Idaho and once one of the country's premier elk herds, it is the backbone of Idaho's elk management program. In fact, the herd has been a critical part of the social, cultural, and economic fabric of the region since before the arrival of Europeans. But over the last several years, the herd has plummeted in size by almost 50%. The Clearwater herd's health is proportional to its habitat, the quality of that habitat, and the amount and distribution of vegetation. Since the 1930s, the vegetative layers have changed significantly as the result of a variety of actions, including fire suppression. The altered vegetation has caused a domino effect, greatly reducing the herd size and requiring additional limits on hunting, which resulted in economic decline in several associated activities. The Idaho Department of Fish and Game, the Nez Perce Tribe, county governments, the Rocky Mountain Elk Foundation, the Idaho Outfitters and Guides Association, and others have a major initiative underway to restore the healthy elk populations in the Clearwater. There is a wide diversity of interests that care passionately about this issue and are focusing on common goals. This is a wonderful example of partnerships and of what people can accomplish together, and I have very very high hopes that they will be successful.

Another reason to take the long view. Controversies that we face today, as I mentioned earlier, are not new. Our collective challenge is to find ways to involve more people. That isn't always easy. To provide cleaner water, to make better decisions that afford appropriate protection on the land for our cultural heritage, and to maintain forest health and the products and economic benefits that we derive from the land—these are the challenges. These challenges will not and cannot be addressed overnight. By forming coalitions among communities, elected officials, conservationists, and industry groups, we can address central challenges and work to focus on common goals. All of us need to understand that we can-

not meet the needs of people without first securing and maintaining the health of the land and to realize that there is not enough for any one of us or any single interest to have it all. The biggest challenge we have is balance.

Taking the long view does not allow for complacency. Maintaining and restoring a healthy landscape must be the overriding priority. Consider how much we could reduce flood damage and property damage if all of our watersheds in the United States were in properly-functioning condition to capture, store, and release water over time, to recharge aquifers, and to perform all the other important water-related functions. Such questions cannot be answered by poor stewardship. Our primary goal, as long as I'm in this business, will remain the health of the land and working with people to achieve that.

In the near future, I will be announcing more of the agenda of the Forest Service. We will be focusing on four major areas: watershed health and restoration, sustainable forest management, the national forest road system, and ways to deal with the increasing recreation demand. To succeed, we have to connect with each other, and we have to connect with the land because the concerns for natural resources are linked to our economic, cultural, and social values. It's imperative that we align our approach with what the public needs and supports.

To make a difference on a national scale, we must organize efforts on a local scale and use the energy and the synergy of local communities, individuals, interest groups, and all who work together on the land. For example, our natural resource initiative will have some simple and straightforward operating principles. We need to rely on partnerships and collaboration. We must connect with urban, suburban, and rural parts of society. 80% of the United States today is growing up in large urban areas. One of the biggest challenges we face, each of us in this room, is education to make sure that people understand the importance of what the land provides for us.

We need to focus on streamlining the financial management programs of the Forest Service. We need to improve our measures of accountability. They must be tied to the land and to land-based performance measures. Our bottom line is to have the most efficient organization possible to meet the needs and expectations of the people while we meet our stewardship responsibilities and work within the limits of the land.

Last, from the standpoint of underlying principles, we have to use the best science in decision-making. We're relying on good science, and I want to compliment the people who have hung with the Columbia Basin effort because we've learned a tremendous

amount from that effort. We've learned the importance of roadless areas, the importance of wilderness areas, the importance of healthy forests, and the importance of sustainable forestry for many of these areas. We've learned the importance of anadromous fish to Native American cultures and recreation. We've learned that over 70% of 90 key forest species are negatively impacted by one or more factors associated with road construction. We've learned that 60% of the best remaining aquatic habitats in the Columbia Basin are within roadless areas.

The Columbia Basin project is providing the kind of information and understanding that we need between the demands of the public and the limits of the land, and I commend you for what you've done. Perhaps no one would believe that it's the best model, but it's a model that's working. It's certainly one of the best models that we have to date in discussing and solving significant resource management issues.

Let's turn to the issue of roads. Over the last couple of days, I've heard a lot about roads. I grew up on a national forest in northern Wisconsin and the beautiful lake country there on Forest Road 164. At that time, it was a gravel road, sort of an after-thought of the earlier timber era in that part of the country. In the wintertime, when I was a kid, I'd wait for hours sometimes without seeing a car go by. Today, that road is paved. It's a thoroughfare; it's a bus route; it's a mail route. Hundreds of tourists drive that road each day. A few logging trucks, other service vehicles, and people going to and from work every day drive Forest Road 164 or parts of it.

In a small way, this defines the story and the challenge we have with road management in the national forest system. We have 373,000 miles of roads in the national forest system. The public needs safe, affordable, efficient roads that provide a minimal amount of ecological impact. Factors driving the new policy on roads are shifting public demands, the irreversibility of road construction, social and ecological values of roadless areas, and our inability to maintain the present system because of lack of support.

Historically, the roads were built, many of them decades ago, for the purpose of logging, and we need to thank the timber industry for that. But in the past ten years, the production of timber has declined by almost two-thirds while recreation use has soared. The road system still provides access to commodities for resource management and protection and access to private property, but it also provides access for recreation. Although the number of vehicles associated with logging on national forest roads amounts to about 15,000 per day, about the same as it was in 1950, the number of vehicles using national forest roads for recreation is about 1.7 million, ten times higher than in 1950.

Now for the bad news. The bad news is that our back-

log in road system maintenance and repair exceeds \$10 billion. 60% of the roads cannot be maintained to the safety and environmental standards that are required. We have over 7700 bridges in the national forests, and over 1,000 are rated as deficient. In 1991, we rated 93,600 miles of roads as drivable by passenger cars. By last year, that figure had fallen to 76,000 miles. Many of those undrivable roads are also causing environmental damage. We lack the funding and the support to maintain the roads we need.

Let me illustrate a couple of specific examples that some of you may personally know of. The road to Riverside Campground on the Targhee National Forest could have been chip-sealed a few years ago for \$22,000, but we didn't have the funding. Now the road has deteriorated to the point that it will cost \$110,000 to do the work. The same is true for Scout Mountain Road on the Caribou National Forest. To reconstruct 4.9 miles today will require \$1.4 million. Had we had \$100,000 just a few years ago, we could have chip-sealed it and preserved most of the investment. I can give you case after case of challenges that we have.

In 1985, the Forest Service roads budget was \$228 million. By 1996, it had fallen to \$95 million. In the eyes of the American public, Forest Service roads equal logging, and we have to change that perception. The fact is that these roads are an important part of the infrastructure of rural communities, and we need support to take care of them appropriately. Where we can't take care of them appropriately, the argument is simply used against us to pull the program down further and challenge the program. I know it's an issue that is causing not only me but also many of you in this room a significant amount of consternation as we deal with it.

We've got two proposals on the table. Number one is to take a look at the underpinning road policies, base them on the best science available, come up with an assessment framework to use the best science in planning road system, and work with rural communities so we're sure that we maintain the local infrastructure that communities depend on. Then we must seek a stable source of funding to take care of the roads we have.

Because of the tenacity of the issue, the second part of the proposal is to call an 18-month time-out for construction of new roads in roadless areas as this new policy is developed. I've had much discussion on that issue, and I'm sure there will be questions on it. I'll be happy to answer those that I can. The bottom line with roads is that we must consider decisions more carefully as to when and where to build new roads, that we prioritize the needs to restore roads, that we decommission those that we don't need, and that we aggressively upgrade the arterial roads that are really needed. Then, as I mentioned before, we must locate a stable source of funding



to manage the national forest road system.

Let me switch topics and talk about watersheds for just a few minutes. Because roads are a relatively irreversible impact on ecosystems, watersheds are much broader in scope. They retain the flows that we need. They recharge aquifers. They are resilient in the face of flood, fire, and drought, and they are capable of absorbing the effects of human-induced disturbances within the limits of the land. They connect headwaters with the downstreams, wetlands and riparian areas to uplands, and subsurface to surface flows. Healthy watershed and riparian areas will increase soil fertility and minimize damage to lives. We all know that water is one of the most precious resources we have.

Much of it comes from higher elevations, from mountainous regions on public lands. This may sound simplistic, but water is one of the free things we have—it never takes a day off, keeps on working, and keeps on replenishing the quality of life we enjoy not only in Idaho but all over the country.

The benefits of maintaining and restoring healthy watersheds are well documented. In fact, I believe there is no limit to the good we can do as state agencies, federal agencies, local communities, conservation groups, and individuals when we focus on restoring and maintaining the health of our watersheds.

There are numerous case studies in which people have come together to restore the health of the land that sustains us all.

I just want to refer you to a newly-published book, which I had the honor to co-author, called *Watershed Restoration: Practices and Principles*. It includes case studies from around the country where there have been challenges, and people have come together to solve many of them. They have come together in local communities, and in fact, the most successful models are those that bubbled up at the grass roots level. You have a wonderful example, which is documented in the book, and that's the Henry's Fork Watershed Council. It was formed in the early 1990s by groups that were concerned about the future of Idaho's finest rivers. They got together with the Henry's Fork Foundation, the Fremont-Madison Irrigation District, ranchers, farmers, fishermen, and others and made tremendous progress. Examples like that are all around the country, and we need to learn from those examples to the greatest extent we can.

The price tag for improving our ability to maintain and restore the basic functions of watersheds is high. The Environmental Protection Agency estimates \$140 billion nationwide in water treatment costs over the next 15 years.

Let me switch and talk a little bit more about the Columbia Basin effort. The health of the land and the

support of the people are the driving forces behind the Columbia Basin Ecosystem Management Project. The science from this project has revealed significant concerns about the health of the lands. We've already talked about roads and watersheds. Two other issues of national significance are the health of our forests and the spread of noxious weeds.

Nearly forty million acres of forest lands are in high risk of unnatural catastrophic fires. New scientific findings from the Columbia Basin project underscore the risk of these fires and how that risk is increased over time. Addressing forest and rangeland health will also require active management. Our managers need the tools to do the thinning, the harvest, the prescribed fires that will improve and maintain the condition of the forests. We need to tie these issues to improving our watersheds, to taking better care of the land, and to providing jobs for local communities.

The Interior Columbia Basin Project has had its controversies, and many of you in the room know them in much more detail than I do. I've listened to the arguments from those who oppose the project, and I think to myself, "What are our alternatives?" And I ask you to consider what the alternatives are. Is there another way to address some of the concerns over species decline across a broad landscape? Is there an alternative way to ensure consistent management? Is there a better way to address the forest and rangeland health problems? To date, I know of no better alternative to address these vital issues than by the counties, the agencies, the various stakeholders being involved in a public process where they listen to one another, respect each other's differences, and move forward in the face of many many challenges.

In conclusion, I'd like to say that the thing that gives me hope, the thing that keeps me going as I deal with the day-to-day controversies is the fact that we are fortunate enough to live in a country that has the best science, technology, and resources to take care of its land. We know that just preserving our national parks and, by extension, hoping to protect our natural resource heritage aren't enough. We're moving into the mode of restoration of all lands. The agencies want to work and assist anyone that's interested in taking care of their land. Good stewardship is good stewardship; it doesn't matter who the manager is.

Last month in his State of Union address, the President focused on a clean water initiative. As we manage the arid public lands in the west, what could be more important than to focus on water and on what watersheds, healthy forests, and healthy rangelands do for us? Our challenge is to make sure that we maintain the quality of life of future generations, and we can do that only by working within the limits of the land. If we

take care of the land, it will take care of us, and it doesn't matter whether you're a logger, rancher, recreationist, wildlife watcher, hunter, fisherman or someone that depends upon a water supply in a small community. Land is the very essence that maintains the quality of life for us, not only in Idaho and the northwest but across the entire country.

Thank you.

**ANDRUS:** Our next speaker is Bob Stanton, director of the National Park Service and one of the great land managers in America. Bob.

**ROBERT G. STANTON:** Good morning. To Governor Andrus, President Ruch, Secretary Armstrong, my fellow panelists, Chief Dombek, Director Shea, the distinguished faculty and administrators of Boise State University, the public and elected officials of the State of Idaho, ladies and gentlemen, it is a pleasure to be here in the state of Idaho. I greatly appreciate the opportunity to be a part of this very important symposium on federal land policy.

I hasten to thank you, Governor Andrus, for your kind introduction and your gracious invitation to be a part of this conference by the Andrus Center for Public Policy. I also hasten, Secretary Andrus, to applaud you on behalf of the men and women of the National Park Service for your continued dedication and sterling leadership in providing protection for our national resources.

I also want to thank the good citizens of the state of Idaho for joining with the National Park Service in supporting the Park Service areas here in the state of Idaho. Many of the superintendents who are responsible for managing those parks on a day-to-day basis are with us at this morning's session along with members of their staffs. Also, we have representatives from the National Inter-Agency Fire Center, located here in Boise, with us this morning.

I particularly want to applaud the fine partnership that the National Park Service has with the Idaho Department of Parks and Recreation under the leadership of Yvonne Ferrell. We enjoy a fine partnership at the City of Rocks Reserve. Again, it's a pleasure to be with you here in Boise.

Let me offer three categories of discussion. One is to share with you my vision for the National Park Service as the recently-appointed director. The oath of office was administered by Secretary Babbitt on August 4, 1997, so I am now in my sixth month. Second, I'd like to describe briefly for your consideration what I envision to be the priorities in support of the future direction of the National Park Service. Third, I'll highlight some of the more recent developments confronting the National Park Service in its stewardship of our national parks and then conclude with a brief discussion of the direction for the National Park Service as we prepare to enter into the

21st century and indeed into a new millennium.

As I said before, I am very privileged to serve as the fifteenth director of your National Park Service and to be here today to offer you my views on the challenges facing our national parks and the National Park Service, on providing for the care and appropriate use of our nation's resources, and on creating opportunities for increased public participation and support.

First, allow me to offer my vision for the Park Service. That vision is threefold. First, that the natural, cultural, and recreational resources entrusted to our care be protected and preserved, that facilities be maintained at the highest level possible, and that this be achieved through a highly-skilled, dedicated, motivated and diverse staff, using sound business practices, partnerships and intergovernmental and community relations.

Second, that our programs, services, and facilities be available to the broadest possible spectrum of the American public with assurances that they be available for the benefit of fellow citizens with disabilities and certainly for the benefit of our youth.

Third, that the National Park Service become the most efficient, effective, and respected agency in the federal government. We fully realize that respect is not a gift. It is earned by hard work and by the timely and responsive delivery of quality service to the American people.

Today, the National Park Service is responsible for 376 areas, representing the rich cultural and natural diversity of our nation, and serves some 268 million visitors annually, operating with a staff of approximately 20,000 permanent, temporary, and seasonal employees. Our annual operating budget is \$1.6 billion.

We also have responsibilities in addition to administering the 376 parks. We have a responsibility to work with the states, their political subdivisions, and a wide range of organizations in the planning and managing of the nation's heritage of recreational resources.

Yet in the midst of the great interest in and support of the national parks, as continually exhibited by the American people, we are confronted by many challenges and difficult decisions affecting the protection of our nation's resources. In response to these challenges and opportunities for improvement in our stewardship responsibilities, we have established the following priorities:

- planning for and protecting park resources, including inventory and monitoring in our decision-making;
- improving the level of awareness and appreciation of park values on the part of the broadest possible spectrum of the American public;
- assuring the safety and health of visitors and employees;
- improving the recruitment, development, and supervi-

- sion of employees and volunteers;
- increasing diversity in staff in delivering programs to the diverse audiences that we serve;
  - expanding the involvement of youth in the programs of the National Park Service by using parks as classrooms, the Youth Conservation Corps, and other educational and department programs benefiting our youth;
  - improving the effectiveness and efficiency of the National Park Service through organizational and personal performance, improved financial management, technology, and partnerships.

We have developed a strategic plan that will assist us in meeting these requirements and that complies with the letter and the spirit of the recently-enacted legislation, entitled *Government Performance and Result Act*.

With respect to resource protection, our third president, Thomas Jefferson, once observed, “The force and the character of our country are determined by how we care for our resources.” Accordingly, we must protect, preserve, and maintain our resources at the highest level possible and provide for their appropriate use. In his “Parks for Tomorrow” plan, which President Clinton announced in April of 1996 on the C & O Canal National Historical Park in Maryland, he called for the Secretary of Interior, the Honorable Bruce Babbitt, the National Park Service director, and his staff to develop and carry out major programs and projects for improving our resource management and partnerships. President Clinton’s plan specifically stipulated that we must address, among other things, visitor transportation systems, improved wilderness management, historic resource preservation, scenic overflights, fee programs, increased partnerships, and improved concession management.

The National Park Service Organic Act, which perhaps many of you can quote, was passed by Congress on August 25, 1916 and gave the basic mission to the National Park Service. But in 1978, Congress passed a general authority bill for the National Park Service and reinforced the many values that could be derived from having a unified system of parks known today as the National Park System. Let me just share with you verbatim that declaration on the part of Congress, which governs us in the National Park Service as stewards of your National Park System.

“Congress declares that the National Park System, which began with the establishment of Yellowstone National Park in 1972, has since grown to include superlative natural, historic, and recreation areas in every major region of the United States, its territories, and island possessions; that these areas, though distinct in character, are united through their inter-related purposes and resources into one National Park System,

which is the cumulative expression of a single national heritage; that individually and collectively, these areas derive increased national dignity and recognition of superb environmental quality through their joint inclusion with each other in one National Park System, preserved and managed for the benefit and inspiration of all the people of the United States.”

This single national system has many dissimilar sites but a single purpose: to preserve them unimpaired for the enjoyment of this and future generations. The men and women of the National Park Service have an affirmative legal mandate to manage the parks to be sure that they are not adversely impacted by current uses and that they are left unimpaired for the future. It is thus the perpetual challenge of the Service to manage these parks to achieve the right balance.

To achieve this balance in a very practical way on a day-to-day basis requires the management of the national parks through a planning effort. The National Park Service is required by law to prepare and periodically update a general management plan—the old vernacular was a “master plan”—for each unit of the National Park System. This general management plan is prepared through extensive public involvement by local citizens, organizations, and interested parties across the nation. The planning process provides for local scoping or listening meetings in which a professional staff from the National Park Service invites the community to express its priorities, concerns, and issues. These meetings serve to frame the alternatives that are considered in the draft plan, which is extensively reviewed by the public. We not only want public involvement at every stage, but we need it, both to build understanding of the issues and constraints and to develop support for the final plan.

These plans also address visitor use of the resources and, in some instances, visitor conflicts with a clear purpose for the National Park Service’s stated law and policy. We know that we find ourselves beset with recurring conflicts, seemingly in every generation, over both the type and extent of uses that are permissible in parks, and these conflicts take many specific directions. Overcrowding in some of our national parks by private automobiles is an example. We don’t want to limit the number of visitors to Grand Canyon, Yosemite, or Glacier National Parks or to the City of Rocks Reserve; however, we want to alleviate the adverse impact of automobiles in fragile areas. Our objective is to accommodate as many visitors as possible, to provide for a quality experience, and also to reduce irreparable damage to the resources. In managing park resources in Yellowstone National Park, as an example, we are engaged in working with the three states involved—Montana, Wyoming, and Idaho—with respect to management of the bison and the management of winter use.

It's a major inter-agency, intergovernmental program that's underway.

In the state of Florida, we have a major inter-governmental, inter-agency involvement with the restoration of the quantity and the quality of the water into the Everglades ecosystem. The results of that major effort will protect—we hope in perpetuity—the magnificent wildlife and plants in the ecosystem of Everglades National Park, Biscayne National Park, and the Cypress Preserve. There are countless programs underway for the protection of resources, again engaging governments at all levels.

To be truly professional in the 21st Century, the Service will have to recruit and effectively utilize a greater percentage of employees with advanced degrees. The complex resource management needed to sustain the parks demand it. Furthermore, the Service must vastly improve the diversity of its work force, not simply because law and policy require but because a vastly more diverse population demands it and because, perhaps more important, the survival of the national parks themselves, for which strong, broad, and deep public support is needed, compels it.

The founders of the National Park System said that the parks provide the American people with the opportunity for four major benefits: inspiration, appreciation, recreation, and education. For the National Park Service to assure the first of these, we must assure that our own resource management render the park as accessible and as unimpaired as possible.

For the final task, education, the National Park Service has traditionally taken an approach of providing park visitors with direct interpretation of the park through its naturalists, its historians, and others. Beginning in the 1970s, we began to branch outside of the national park, taking the programs into the classroom, into other youth-serving organizations, and into other venues. We need to continue to build on that educational obligation.

I recently convened a symposium of National Park Service personnel, individuals from academia, and participants from various levels of government to reexamine the National Park Service commitment to its educational program, and we're in the process of developing a comprehensive, fresh educational initiative for the National Park Service.

Finally, we must use the Service's program to support, again, the young people, not only in terms of employment but certainly by enriching their education through actually experiencing jobs within the parks.

On recent developments, let me turn briefly to the budget. The National Park Service, along with my fellow land management agencies, deals with a major budget that is basically categorized in terms of day-to-

day operations, construction, or land acquisition. I'm very proud to announce that the budget request for fiscal 1999 has been submitted to Congress for its consideration. I will have the opportunity to appear before the House Subcommittee on Appropriations on March 30 in support of our request. But in the meantime, we have the obligation to make sure that the funds that are appropriated to us are expended in the most effective and efficient way possible.

There have been recent discussions about our use of appropriated resources for the construction of various facilities within the parks. Questions have been raised on numerous fronts to the extent that I have personally appeared before members of Congress with respect to how the National Park Service carries out particularly its planning, design, and construction program.

We administer between \$180 million and \$200 million in planning, design, and construction programs annually. We have set in place a number of measures to assure that whatever project is rehabilitated or whatever new project comes up for use by the public or for administrative purposes, it be a project that is in keeping with the best design and engineering practices possible and be one that is also cost-effective. I might add, ladies and gentlemen, that Congress wants to also have the benefit of a peer review of the planning, design, and construction program of the National Park Service. We shortly will have the benefit of a major study that will be completed by the National Association of Public Administrators, operating on a direct contract administered by Secretary Babbitt's office, which will evaluate how we carry out our planning, design, and construction program in the Park Service. I look forward to receiving that report and hope it will provide additional recommendations that again will strengthen our ability to carry out the best construction program possible in the National Park Service.

Chief Dombeck briefly mentioned roads. We, too, have roads in the National Park System, approximately 8,000 miles of roads. Many of these roads are in dire straits with respect to deteriorating surfaces, drainage systems, and what-have-you. We realize roughly \$81 million annually toward the repair and rehabilitation of our roads through the Federal Lands Highway Program, which is an element of the transportation authorization for Inter-modal Surface Transportation, commonly referred to as I.S.T. We and the Administration have requested that Congress, in its deliberation on the reauthorization of that particular act, authorize an annual appropriation of \$161 million that would be available for the National Park Service to improve its roads as they certainly should be improved. We have, as an example, a major backlog of road and bridge needs in our first national park, which celebrated its 125th birth-

day last year, Yellowstone National Park.

In addition to relying upon the continuing support of the Administration and the continuing support of Congress to meet our program as well as our facility improvement needs, we are beginning to develop a broader base of public support through public involvement with respect to private-sector support. Many corporations and associations from all walks of life are joining with the National Park Service in a partnership way to make substantial in-kind and financial contributions to the parks.

In terms of all the partnerships, one in which I take a great deal of pride is to be associated with approximately 100,000 individual volunteers who come into the parks on a daily basis to offer their particular expertise in whatever area it may be. It could be in history, in science, in historic preservation, or it could be in grooming the horses used by our mounted patrols by rangers or park police. It is gratifying to see the American people manifest their love for their national parks in that way. It is our hope to continue to provide opportunities for those citizens and those organizations who wish to join in a partnership with the National Park Service to continue to make those services available.

Immediately after being sworn in as director of the National Park Service, I participated in a signing ceremony for a Memorandum of Agreement with the Western State Tourism Council. Our first major undertaking this year in cooperation with this council will be to develop a joint conference in September on working with gateway communities. Earlier, the Service sponsored two training sessions for park superintendents on working with gateway communities. Our Pacific West Regional Office—its deputy director is with us today, Mr. Bill Walters—prepared a training book in cooperation with gateway communities. Clearly this is an issue whose time has come for serious attention. All the parks here in Idaho have the benefit of working with gateway communities. It has been my direction to the regional directors and theirs to their superintendents that we must develop a means of engaging in a regular two-way dialogue with neighboring communities, civic and business leaders, and residents.

We must consider the views of many constituencies and make decisions that carefully balance the competing interests while operating within the statutory purposes of the national parks. We cannot succeed in carrying out our vision without working closely with park neighbors, certainly listening to them, and also informing them of the purposes for which the national parks were established.

In conclusion, allow me, please, to offer a personal observation that has evolved over 35 years of being associated with our national parks, starting in the neigh-

boring state of Wyoming. I believe that park interpretation and park educational experiences can serve to build a bridge for greater understanding between us as citizens in a multi-cultural society. Park employees as well as our visitors and users of national parks are very much aware that some of the many values associated with parks—whether they are managed as natural, historic, or recreational—may be held by one group or individual but may not be widely shared by others. Parks, in my view, play a major role in legitimizing beliefs and values and giving them currency in today's society. This is particularly true of cultural parks, which include most of our historical areas, monuments, and memorials.

Each park has an intrinsic value for which it was authorized. Each park, therefore, has a specific benefit for the park user. That benefit is always expressed in personal terms, whether it be enjoyment, better understanding of humankind, history, pride, inspiration, education, or perhaps sorrow or anger in regard to parks related to human struggle or conflict. Effective and efficient management of parks requires the use of professional interpretation as a fundamental service for ensuring quality visitor experience and appreciation of park values and our national legacy.

The principal objective of interpretation is to explain or demonstrate to the visitor the importance of the park and the purpose for which it was established. An important conclusion in his book, *Interpreting Our Heritage*, Freeman Tilden wrote that "interpretation is an educational activity which aims to reveal meaning and relationship to the use of original objects or resources rather than simply to communicate factual information."

Tilden further observed that whether we call it education or not, the interpreter is still engaged in a kind of education. Interpretation aims not to do something to the listener but to provoke the listener to do something to himself. Therefore, experiencing a part of one's heritage in a national historic site or national monument can be a powerful and positive force in building better intergroup relations, a better understanding of all members of our society. This can only be accomplished when interpretation and other educational services are truly history. As emphasized by Tilden, it reveals meaning and relationship.

Our first National Park Service director, Stephen Mather, reminded us that "he or she is a better citizen with a keen appreciation of the privilege of living here in the United States who has toured the national parks." Through park visits, in my judgment, we are becoming better citizens. The parks of our nation enhance our quality of life.

The seventh director of the National Park Service, George Hartzog Jr., in his thought-provoking, insightful, informative, and inspirational book entitled *Battling for*

*the National Parks*, concluded that saving the national parks is a compact between the past and the present. The obligation of the contract is that these inherited treasures shall be passed on, unimpaired, for the enjoyment of future generations. Our generation must not default on this immutable obligation.

In response to Director Hartzog's charge and in response to the objectives of this outstanding symposium, please permit me in closing to share a pledge with each of you on behalf of the men and women of the National Park Service. In our nation's capitol, we administer a national historic site in honor of Frederick Douglass, whom President Lincoln once described as one of the most meritorious men whom he had ever met. Although speaking of a different cause in a different period in our nation's history, Mr. Douglass expressed the belief that all progress is born from earnest struggle and that we cannot expect progress without a struggle or crops without plowing up the ground.

In other words, Mr. Douglass acknowledged that the accomplishment of any just cause requires simply hard work. Indeed, the protection of the nation's heritage, as manifested in the units of the National Park System, is such a cause. The men and women of the National Park Service agree with Mr. Douglass's admonishment and have joined with our many friends, partners, and officials at the state, county, and local levels to pledge to keep our hands on the plow for the protection of our national parks for this and future generations.

Thank you very much.

**ANDRUS:** Our last speaker this morning is Patrick Shea, Director of the Bureau of Land Management. Pat.

**PATRICK SHEA:** Good morning. I'd like to recognize a couple of people in the audience. Elaine Zielinski, Martha Hahn, and Larry Hamilton, would you stand up, please. They are the State BLM directors for Oregon, Idaho, and Montana, and I encourage you to talk with them.

My mother said that she would not speak to me unless I introduced my political mother, who is Bethine Church. Bethine. I had the great distinction of working with Governor/Secretary Andrus, for Senator Church, and for Senator Mansfield. With that legacy, I think I've learned that brevity is the soul of wit and wisdom, so let me move ahead.

As the fifteenth director of the Bureau of Land Management, I introduced three top priorities that I want to mention at the beginning of this presentation. First, as the director of the Bureau of Land Management, I want to practice and have my organization practice the policy of being a good neighbor.

Second, I want to make sure that our policy decisions and deliberations are made using the best science available and practicing the best science in our imple-

mentations.

Finally, I want to promote multiple use. That is what our Organic Act, the Federal Land Policy Act, FLPMA, requires, and I believe that is something that, as an agency, we can do and have done.

There are three questions I want to pose today to you. The first is: where are we? The second is: where are we going? The third is: how do we get there? Superimposed on top of that is a standard I use in my day-in-and-day-out reference. Debbie and I have a ten-year-old and a twelve-year-old, Michael and Paul. I was asked early in my tenure as director what my vision was. Being from Utah, I was hesitant to talk about visions, so I talked about standards. I applied what I call the Michael/Paul standard, which is: where will they be and what will they see in thirty years in the 264 million acres that I am responsible for as the director of the Bureau of Land Management? Just as an intellectual exercise, I would invite you to join me and to think back to where you were thirty years ago in 1968.

I want to share one short story. I, at the time, was studying in Vienna, Austria and had a wonderful professor named Kurt Steiner, who had been an Austrian lawyer of the Jewish faith. Sixty years ago in March, Hitler rode into Austria. We used to take walks through downtown Vienna, and he would describe in 1968 what was occurring there thirty years ago. Something each of us needs to really stay in touch with is where we have come from and where we want to be in thirty years.

Let me address a few of the questions. First, this is a map that *National Geographic* has produced of the federal lands throughout the United States by agency. One of the things I will be doing for Governor Andrus is giving them copies of this. These materials all came from a wonderful book that I would highly recommend to each you, called *The Atlas of the New West*, and I will be using it rather extensively.

In 1945, the west's population was 15 million. As of 1997, it is 59 million. By the year 2025, it is projected to be 93 million. During the last 25 years, the population of 17 western states grew by 32% as a whole in comparison with a growth rate of 19% for the rest of the nation. Recognize that a thousand people move into Las Vegas each week. The states in the west expected to grow the fastest are California, New Mexico, Texas, Arizona, Washington, Wyoming, Utah, and Idaho. Those will be the fastest-growing states in the next 25 years.

The second slide shows the in-migration into what many of our forbears called the Great Basin, or the interior west. You will see the migration from California is significant, but it does give you a sense of how rapidly our population is growing.

The next slide is a breakout by ethnic group. You can see clusters. I direct your attention particularly to the

lower left-hand corner of the Hispanic population. Many of my friends have said that what we're doing is simply reclaiming what was ours in 1848, but I want to pick up on a point that Director Stanton made. Many of the people who are living in highly-urbanized areas do not have a cultural tradition of using open space. We have an obligation and an opportunity to see how we can translate the public lands we are responsible for into a forum that allows us to better appreciate and share those areas.

The next slide again emphasizes the top ten states of growth. The only state that is not western is number nine, Georgia. The time of doubling the population is in the far right-hand corner. So for those of us who were born in 1948, it took nearly 25 years to double. Here we are seeing in most of the western states, the growth pattern will double within a six to eight-year period of time.

These are the populations of the cities. You see Boise at 348,000, and I know from having worked with Bethine and Senator Church that they had a different sense of Boise as a community than you would have today.

This is a slide that depicts the growth areas by annual growth rates. The dark areas you see are increasingly in the west and indicate a growth rate of 2.5 to 13%. These are again problems of moving populations.

Finally, these, as you can see, are clustered areas. That is one of the things that people in the west need to better understand. We live in a highly urbanized population, and yet we have a vision of being out in open spaces as if we were cowboys roaming the range. Until we begin to understand an esthetic, spiritual, and historic value to the wide open spaces, we are going to continue to confront problems.

The American writer, Gertrude Stein, said, "In the United States, there is more space than where anybody is, and that is what makes America great." The western writer, Wallace Stegner, put it in a different way. "In the west, it's impossible to be unconscious of or indifferent to space. At every city's edge, it confronts us as federal lands kept open by aridity and the custodial bureaus. Out in the boondocks, it engulfs us. It does contribute to individualism if only because in that much emptiness, people have the dignity of rareness and must do much of what they do without help and because self-reliance becomes a social imperative, part of a code."

Those are the facts. So the question is, where are we going to go? BLM's mission is to manage the public lands in a manner that accommodates multiple use of these lands while ensuring the health and productivity of the lands. Chief Dombeck's point about caring for the land and the land caring for us is an integral part of our mission.

This slide gives you an indication of the public ownership. The green area represents federal ownership, and

I think that is one of the reasons Secretary Andrus has Mike, Bob, and me here today. You can see that the east does not have a great deal, so we have a particular responsibility.

I mentioned that the BLM does multiple use. This is a photo of an oil rig pump in Vernal, Utah. We administer 60,000 oil and gas leases. Oil and gas produced from BLM land account for more than 5% of the domestic oil production and about 10% of the domestic gas production.

We also are increasingly involved in recreational activities. We had 60 million visits last year. This is near the Little Sahara Recreation Area near Delta, Utah.

Before I show this next slide, I want to tell you that, having been a participant in this conference, you're entitled to adopt a wild horse. We have over 42,000 of them that have a reproduction rate of nearly 20%, and if somebody had told me when I began this job that I would have as much time taken up by wild horses as I do, I would have paused.

This gives you a snapshot of where we are. We have over 76,000 miles of roads. We have 10,000 miles of trails, and we believe that we can reconcile and deal with the joint tenets of FLPMA, which is to conserve and develop. We need to do that consistent with guidance that we get from local officials, county officials, state officials, and our sister agencies at the federal level.

You will hear—and I support—the notion of collaboration. I believe it is a very important component in fulfilling our responsibilities, but I also want to make it very clear that, in my sense of the term "collaboration", BLM has a fundamental fiduciary duty to the American public to meet the federal standards because the federal standards—whether they are the Clean Water Act, the Clean Air Act, NEPA, or FLPMA—are the ones that are in place and that, under our Constitution, must be met. I think we should not delude ourselves into believing that the pressures that are brought to bear on a city council or a county commission or a state government are going to be capable of being withstood in the manner that the federal government can and should oftentimes withstand those pressures.

My western heritage is, no doubt, one of the reasons why I see no contradiction between the notions of conservation and development. My mother's family were Mormon pioneers, and the pioneers settled in the Salt Lake Valley. They knew immediately in 1847 the value of conservation. One of Brigham Young's first actions after arriving in Utah was to declare City Creek Canyon off limits to logging, mining, or other activities that could pollute the creek that allowed Salt Lake City to grow. The passage of time has vindicated Young's decision, showing that seeming opposites of conservation and development can actually complement one another.

I believe in doing so that we in the BLM can pursue those dual goals.

This is a slide that shows a comparison of the traditional economies. The counties that are remaining in the darker color are the counties that have mining and extractive activities occurring in them. The light color shows the same areas of economic activity in 1980. You can see that there has been a dramatic shift, both because of technological efficiencies that have been achieved, particularly in mining and livestock, but it also shows the imperative need for developing other types of economic activities.

This chart shows you that the service industry, in which I would include tourism as a main component, has had the most significant growth in terms of new jobs and new opportunities.

This slide shows you, again, the areas of recreational opportunities, and I think you see immediately the correlation between the areas that BLM has high responsibility for and the areas where national parks and national forests are. I would challenge you, particularly the panelists that will talk with us after lunch, to consider today how we can maintain traditional economies. Don't get me wrong. They are very essential to our wellbeing in the future, but we need, as pioneers, to think about the future and how we can move there.

That brings me to my final topic. How do we get there? First, we need to restore the health of public lands and improve our management practices on those lands. I thought it was interesting that Governor Andrus in introducing me made the slip that perhaps many of you have made yourselves by saying, "the Bureau of Livestock and Mining." That is certainly part and parcel of the legacy that we have, but we do have a good balanced budget for the first time in thirty years. BLM received an increase of \$95.8 million. We will be using that budget to have a strategic plan implemented. The Government Performance Record Act, GPRA, is going to be the architectural rendering that we will follow, and we will be using our budget management tools and partnerships that we form with you to do that.

I showed you the slide earlier of the in-growth and locations of different ethnic populations. One of the things that I see as a particular challenge but also as an opportunity is to make sure that we in the BLM diversify our work force to recognize the reality of the changing ethnic and racial differences in the United States. Last year, the President created the "One America Commission" on race relations. To my mind, it is something that relates directly to how we manage the land. If we do not invite more diverse populations into the management structures of both government and private sectors, we will not be able to sustain the kind of diversity that has made this country great. I think it is the hallmark

of great leadership that we are doing that, and I would note that in the last three years when Mike was the Acting Director, we moved from having an entire male population of state directors to having five of the twelve now being women. We named our first Hispanic woman as the state director of New Mexico, and Michelle Chavez is here. I think they represent how we can move ahead in the 21st Century.

The other project that Mike mentioned and that I want to focus on is related directly to ecosystem management. In this slide, you see the Columbia River Basin. Secretary Babbitt, quite properly, challenged each of the different agencies—the Forest Service, the Fish and Wildlife Service, the National Parks, the Bureau of Reclamation, and BLM—to come up with a plan that preserves the watersheds of the Columbia Basin and maintains good economic viability for the people who live there. There have been many fits and starts in this process, but to those of you who are here from local government or county government or state government, believe me that I have a deep commitment to seeing this process through. The three people I introduced at the beginning—Larry, Elaine, and Martha—are key people in this process.

In the southeastern part of Oregon, we have over 543,000 acres of public land on which we are carrying out collaborative management. We have a Trout Creek working group, which was formed in 1988. This represents the kind of partnership we want. In northeastern Idaho, BLM joined with Lemhi County and partners to produce local land-use plans. They have produced several noteworthy results, including the improvement to salmon habitat.

In Montana, BLM has joined numerous partners in federal and state agencies to move ahead. We are aspiring to that kind of collaborative work and to locally-based decision-making, provided federal guidelines are met.

Secretary Babbitt, with Mike's help, created the Resource Advisory Councils. We have twenty-three of them throughout the west. They are made up of composite groups. We have people from environmental, livestock, and mining groups and from state, local, and county governments. They are asked to address different policy considerations, and they are enormously successful.

We also have a policy of prescribed burns, and I think we need to recognize the central nature of Boise and the National Inter-agency Fire Center here. As we've seen in California in the last two summers and as we move into more urbanized populations that abut onto forested areas, we need increasingly to deal with these fire problems in a very direct way, and prescribed burns are going to be one of those ways. You can see here firefighters



using a rip torch to begin a fire in Idaho in the Great Basin area.

We also need to address the question of noxious weeds. We have had an innovative approach here, using sheep to deal with the sponge weed. Those are other processes that we will have to be involved with.

I will be looking to using technology. Two weeks ago, we started the automated land mineral record in New Mexico, which is a \$271 million computer project that will allow, in Version II, Internet access to all two billion BLM land and mineral records. I think it will be an enormous saving for the private sector, and I think it will be also a good area for the public.

I show this slide by way of conclusion. Again, it comes from *The Atlas of the New West*. It shows how the vast open spaces that we thought we had are disappearing by the ever-expanding policy of developing roads. It's one of the reasons that I believe Chief Dombeck's effort is one that the BLM, in collaboration with its local and county partners, will be following.

Director Stanton mentioned Yellowstone, and I had the good privilege of going to the Moran exhibit at the east wing of the National Gallery in January. In 1873, Congress was trying to think of what to do with these lands that had been first described by Lewis and Clark and then at that point were being threatened by development. He painted a series of pictures, which some historians think persuaded Congress to create the first national park.

Then we move to the Grand Staircase/Escalante National Monument. This is Lower Calf Creek Falls. I think you can see that 125 years later, we are still dealing with very important concepts of what we want to preserve and what we want to do.

This is the Devil's Garden at the Grand Staircase, and I think that we can move ahead to protect the geology, the beauty, and the history of areas like the Grand Staircase. BLM is undertaking this management challenge, which ensures local participation at every step. We put together a first-rate inter-agency management team that includes five Utah professionals that Governor Leavitt has appointed.

By way of conclusion, I want to make one point. Americans are placing greater demands on their public lands than ever before, including a demand for more outdoor recreational opportunities. At the same time, Americans have made it clear that they prize the public lands' environmental and cultural resources while recognizing the vital role these lands play in supporting western local economies. In an increasingly crowded west, the public lands offer perhaps the most valuable asset of all, the open space.

Frederick Jackson Turner, a great American historian on western expansion, described the public lands as "the

richest free gift that America could ever receive." As one of the principal stewards of that gift, BLM intends to carry out its land management mission with an eye to the future generations who deserve to inherit a legacy that has now been entrusted to us. BLM is committed to working with you to pass that legacy on to future generations and making sure that the Michael/Paul standard or the Michelle/Andrea standard or whatever is applicable for you is met in thirty years.

Thank you. ❖

**THE FUTURE OF OUR PUBLIC LANDS:  
A Symposium on Federal Land Policy**

February 11, 1998 • 11:00 A.M. Morning Session

Questions and Answers

**ANDRUS:** Ladies and gentlemen, you've just had three outstanding presentations. During the noon luncheon, Secretary Armstrong will wrap this together and make his presentation. Right now, I'm going to remind you to pass your questions to the aisles. We'll have some people come down the aisles to pick them up. We're going to have a brief break. I'd like you to return in 10 minutes. I know you won't do that, but if you take longer than 15 minutes, we're going to start without you.

[Continued after break]

**ANDRUS:** Some people asked questions but do not want their names to be used. I will respect that because some may be public employees or have some other reason. For that reason, not everyone will come to the microphone. I will turn it over to John Freemuth, who will ask some of the questions that have been written, and then, if someone really wants to be constructive and wants to come up here, I'll share this microphone with them. John and I, during the break, took out some of the questions that were duplications because we want to move along during the 45 minutes we have before lunch to ask these distinguished gentlemen to answer questions. Dr. Freemuth, why don't you take the first one and start from there. I have some up here, too.

**FREEMUTH:** If we do have a name on something and someone wants a clarification or followup of their question and I can get to you, I'll try. I'm not going to get to some of you because you're right in the middle of a row, and we'll have a disaster if I try to get there with a microphone.

Let me start by saying there are great questions here, all across the board. I'll start with a general one that probably any of our speakers might address. Then I will try to go back and forth with the three agencies in specific questions for all of the directors and the chief.

First question: "We've heard much today about using 'the best science' in analysis and decision-making. How do we decide whose science is best? Use of the best science does not reduce controversy. What else do we need to do to resolve conflicts, and how do we do it?"

**SHEA:** I should note that I was the world's leading expert on the genetic-based color preference of Rhode Island Red chickens for three months, and then I moved on to law school, which was probably a mistake. When I use the term "best science," I mean something that is

objective, capable of replication, and to which there can be no dispute. I think the question has a premise to it, and the premise is that we get into these dueling science situations where each advocate claims that their science is the best science. What that means to me is that we don't have true verification and details capable of replication. What we have is advocacy, and that's not science.

**STANTON:** I would echo Director Shea's observation. I think there has to be an openness to the application of science with respect to those scientists that are employed by the respective land management agencies or other agencies within the Departments of the Interior and Agriculture. But also we should reach out to peer sciences for review, and I would hope that out of the peer review process would come a recommendation that would enable the manager to make the best-informed decision. There will always, I think, be some exceptions to the basis of the decision, but if there is a consensus that evolves ultimately through peer review, that's the way we'd like to go.

**DOMBECK:** I'd just like to add that sometimes science tells us things we don't like to hear, whether it's medical science or biological science. Therein lies part of the premise of the question, and we just need to face that. The other part of science that is often overlooked is the social science aspects of what we do and the socio-economics. Marion Clawson, who was director of BLM from 1948 to 1953, said back then that we would pay a high price for not considering economic and social sciences in natural resource management over those decades, and I think we're seeing some of that today.

**FREEMUTH:** I'd agree with that as a social scientist. I like that. OK, here's a very pointed one from a county commissioner in Custer County here in Idaho. "Custer County is 95% public land. The 3,000,000 acres we have make our county larger than some eastern states. Our way of life is being destroyed by those who know nothing about public lands and wilderness areas. My question is: what does the future hold for us? Who protects us from the protector?"

**ANDRUS:** I said I was not going to get into the fed-bashing. Which one of you wants to respond? Mr. Secretary?

**ARMSTRONG:** He hands it to me. The key is that we've got to work together. We're all in this thing

together. I don't feel like a person who comes from Washington. I happen to have been a state person for 60 years of my life, and then I went to Washington. Most of the people who are in the Bureau of Land Management are from out here. They go to Washington, and they come back, so I think it's important that if you have a problem that encourages dispute, you ought to get the people who can do dispute resolution. That's the business that we're in right now, working to get partnerships and working to get the kind of collaboration we need to work this thing out together. I don't see you having a dispute with the feds. You ought to recognize that we're all in this together, and we ought to be working on the disputes that occur with the health of the land as the main goal.

**ANDRUS:** I have a question right here. Let me use this one because it's something that is controversial. I think half the audience would feel one way and half the other, but I'd like to hear from our land managers. Maybe you all want to take a shot at it. The question is simply, "Should locals who have a direct dependency on the public lands have more say in management decisions than distant politicians and other people? Do you weight someone's involvement in that system?" Mike, do you want to start off?

**DOMBECK:** I'll start off. One of the biggest challenges we have is what Pat Shea talked about, and that's dealing with enormous changes. That's really what we're dealing with. As I indicated earlier, none of us likes it very much, but it's a fact of life, and we have to figure out how to work our way through it. For agencies like the Forest Service, the Park Service, and BLM, the constituencies are changing tremendously, just like the face of communities have changed with the Sun Valleys, the Bend, Oregons, the Aspens, and the Tellurides. With that change comes conflict and to work out a balance is a tough thing. I've got to tell you that I believe one of the toughest parts of the job that I and many other public servants have is to balance the local and national interests. We're not very good at it yet, but we just have to keep on working at it.

**STANTON:** As I pointed out in my remarks earlier, I believe very strongly that there is a continuing obligation that we have in the National Park Service, and I know that Chief Dombeck and Director Shea share it with me. That is to be good neighbors. To do that, we must be engaged as integral parts of the community and develop very strong neighborly relationships.

Second, we arrive at our decisions through a number of planning processes that require public involvement. Certainly as we develop our general management plan, as we develop a number of environmental documents, we need to actively engage members of the community and their elected leadership, and we need to structure

that relationship so that local communities and local governmental entities are actively engaged. As an example, with respect to developing an environmental impact statement for winter use in the Greater Yellowstone/Teton, the states of Montana, Idaho, Wyoming, and surrounding communities will be active participants. They will help establish the database and will recommend a certain course of action that will ultimately be included in the environmental impact statement. So in short, the Park Service will be getting outside the park boundaries and will be active in developing these relationships.

**SHEA:** Governor, the answer from BLM's perspective is we will not weigh in favor of any particular individual or geographic location. I am a firm believer in the free marketplace of ideas. What we are looking for are good ideas and a commitment to get them implemented. Up until six months ago, I represented six different counties in Utah. I had the pleasure of suing the county attorney in Salt Lake and getting an injunction against him, for only the second time in the history of the country, because he had some bad ideas. There is no monopoly on bad ideas. They can arise in city government, county government, or state government. The admonition I would make to you is one my grandfather, who was a railroad engineer, made to me, and that was, "Remember, you put your pants on each morning the same way everybody else does." I don't think anybody, whether they are a county official or a state official or a federal official, has a monopoly on the right answer.

**ANDRUS:** This one I'll just handle quickly because it's more of a statement than a question. "Increasing cabin fees, leases, and use fees seem to lessen the access for many of those who can't afford it." The marketplace dictates, I assume, but does anybody want to elaborate on that?

**STANTON:** I don't have any firm figures in terms of the impact on visitation from the fee structure that we have in the national parks other than to say that when Congress authorized the land management agency to impose recreational or interest fees, it obligated us, in exercising that authority, to enlist from the public their views about the fee program. Out of that analysis will be some determination whether or not the fee structure we have at the entrance to some of the parks or campgrounds is, in fact, discouraging visitation. Should that be the case, obviously we will need to re-examine the fee structure because it's not the intent to discourage visitation to the parks.

**ARMSTRONG:** Let me tell you the fee structure is undergoing a lot of examination. When Secretary Babbitt went out to a national park in Washington, he stood at the gate and said, "How much would you all be willing to pay to come in this park?" Almost everybody said, "We don't want to pay any more." Then he asked a

different question, "How much would you be willing to pay if the money that you paid stayed right here in this park?" 80% of the people said they would be willing to pay more if it went to maintaining that park. So what we're trying to do is establish a fair fee schedule that takes into consideration that some of the money will stay in the park. The same is true for BLM land and other areas where we need to have that money stay there.

**SHEA:** Governor, I think the recreation fee is one that Bob adequately covered. I do think there are other permit fees. I've always wanted to do this, Mike, so I want to forewarn you. We've had a Forest Service permit at Fremont Lake, outside of Pinedale, since 1958. We have seen it go from a 99-year lease down to a five-year lease, then back to a ten-year lease, and we are waiting with baited breath for the Regional Forester to tell us what the new assessment will be. I want to make sure this is a public meeting, and I'm not asking for anything. But as Ron Brown, who was a good friend, said to me, "Do you feel my pain?" I want to make sure people in the audience understand, as the Governor indicated, that we all come from where you are. So we're not strangers to the process, but we have to make sure that we can fulfill our duties as managers of the public trust. So I would suggest to you to take a deep breath and make sure you're not arguing about some fee as if it were a right. Many times, where you are—and I put our cabin in this category—is a privilege.

**ANDRUS:** Do I understand you have a wild one down there?

**FREEMUTH:** Oh, it's one for the Chief, since he can't be here all day for us. "How will the roadless areas be protected in the next 18 months when major logging projects will continue with major road construction, such as in the Deadwood River roadless area here on the Boise National Forest?"

**DOMBECK:** Part of the issue with regard to road-building and other things is that it may be a contractual obligation issue that perhaps an attorney would be better qualified to answer than I am.

Let me say that in cases when you implement a new policy, there is a transition period. The question then is how to deal with that transition period. We have contractual agreements with people where they have purchased something that they have then a contractual right to go ahead and claim, to harvest that timber, to access that mining claim, to access that summer home site, or to move ahead with whatever kind of agreement we have with them. That is the question the person is trying to get at.

**FREEMUTH:** Here is a general one for everybody. "We've heard a lot of talk about the health of the land. Some people can argue that it's the health of the legal system that is more in jeopardy. Isn't it high time per-

haps that Congress conduct a full-blown federal land law review and appoint a commission as it did in the early 1970s?" That's for any of you or all of you.

**SHEA:** I'm not convinced forming another committee to study something that has been studied by other committees is the right answer. I think it needs a common sense approach. For the last six years, I spent my legal career doing alternative dispute resolution, particularly mediation and arbitration. What I found, particularly with mediation, is that when the parties come in good faith, seeking resolution, a very creative process goes on, and resolution can be achieved. If, on the other hand, they are interested in furthering a particular political agenda, then the legal forum will be the forum in which only lawyers and accountants will become rich.

**DOMBECK:** Let me add that we're continually in a period of change, but if you look at most of the legislation that I hear about, which was passed from 1964 to about 1980, and the regulations that were developed around that legislation, it seems to me that we're in a period now of adjustment. A tremendous amount of good has come out of that legislation, out of the Clean Water Act, the Clean Air Act, and others. So we're in a period now of seeing what some of the challenges are that we face and of readjusting. For example, the Forest Service is going through this with the revision of the our forest planning process. I have to tell you that nobody gets more frustrated with the cumbersome, detailed nature of the planning process than those of us that are involved with it every day. We've got to streamline it. We're looking at a variety of options and have a team of scientists making recommendations to us within the bounds set by law, but I think we continually have to try to streamline, to do things more cheaply, more efficiently, and more effectively within the bounds of the law set for us.

**ARMSTRONG:** Take for example FLPMA. I think the Federal Land Policy Management Act presupposes that there will be changes, and we're engaging in the Resource Advisory Council system. That operates very well under FLPMA. So, I would hate to see them get into a whole new panoply of what we could do with public lands right now. I think we have an adequate amount if we work with it.

**STANTON:** I think there is an underlying question that has to be addressed. We are continually addressing it on a daily basis, and that is the skill, proficiency, and educational level of those of us who are in charge of interpreting and acting upon the very statutes governing the management of public lands. We should not only be conversant with the letter and intent of our individual Organic Act but also with the Clean Water Act, the Clean Air Act, and all the other environmental controls. You cannot be a novice in interpreting those laws on a day-

to-day basis. The professional skill and competency level in managing public lands is far more demanding than it was ten or twenty years ago. We have an obligation to make sure we bring an appropriate level of proficiency to our public land management mandate.

**ANDRUS:** We have one question here that perhaps both Pat and Mike will want to respond to. "When land exchanges are made with big timber companies, why aren't the tribes allowed input, particularly if the lands are within or commingled with their lands? The big timber companies get the prime timber lands, then they close off the access to the tribes and to the public." Aren't they provided input into major land exchanges through the hearings process?

**DOMBECK:** My assumption is that they have the right, and if they don't, I don't know why not. The premise that I work on is that it's an open system. Now is there something I'm missing?

**SHEA:** I was talking to Jaime earlier because there are 555 tribes that are recognized as sovereign nations. The BLM has been undertaking, beginning with Mike and continuing with me, to write Memorandums of Understanding regarding nation-to-nation dealing. We have succeeded with 85, and I hope to triple that number in the next two years. Part of what we do in those Memorandums of Understanding is to establish clear, written rules as to how we will proceed. We do all of the oil, gas, and mining activities for the Bureau of Indian Affairs, and we are obligated, both because of contract and because of our trust duties to the Native American tribes, to consult with them. I hasten to add that has been sometimes been more word than practice. With this Administration and with the people you see here today, there is a deep personal commitment to make that work.

**ANDRUS:** On that question, I don't want to read the person's name because I don't have his permission, but it came from the Colwell Tribe, not from the Nez Perce. If there is a lack of communication, feel free to contact some of the local offices, and if that is a problem, then they'll work it upstream.

I forgot to mention to you also that we will keep all of these cards, and for those that are not answered here, if there is a name and address on it, we will do our very best to send you an answer later. We have a small staff, so it will take a while, but they will not be discarded.

**FREEMUTH:** As a kind of spinoff from Director Stanton's question, "How can our universities help both the debate and the discourse as well as the knowledge base over public land and resource management? Put in another way: what are we doing right and where are we not helping you in your jobs?"

**STANTON:** We're very proud of the relationship that we have with colleges and universities throughout the country, and we have a number of ways in which to fur-

ther engage the faculty and students of these universities. One is through various corporate agreements. The other is that the Park Service is authorized to accept donated services, so—did you pick up on that, Professor? That we can accept donated services? We also engage in a number of studies in the social sciences and natural sciences through corporate agreements. I think there is a tremendous opportunity to increase the level of participation of colleges and universities in the programs of the Park Service.

I'm very pleased to notice that we have Dr. Gary Machlis here, who is from the University of Idaho and who is working with the National Park Service in the social science area.

**SHEA:** John, one thing I would encourage is something that was part of growing up in the west, but I think it has been diminished, partly because of the nature of State Legislatures, and that is to have the universities and higher education facilities used as forums for public discussions about controversial issues. I do think we need, as a society, to turn back to a principle of civility in our public dialogue, and universities could play a leading role in establishing that with their student body, their alumni, and their surrounding communities. Second, despite the current environment in Washington, BLM is expanding its intern program, and I think we will get a lot of very good help there.

**DOMBECK:** I can't improve on that.

**ARMSTRONG:** And I wouldn't touch it.

**STANTON:** Lastly, we as a nation look to universities with the hope that we will have some of your students here just a few years out because I hope the universities will train and encourage young people to seek careers in public lands management. That's the major contribution that colleges and universities could make.

**FREEMUTH:** I understand there are intern applications at the back. Director Shea, focus question for you from a Resource Advisory Council member, "What is BLM's time line for implementing the standards and guidelines?"

**SHEA:** We have been asking each of the RACs, which we have in all the states except Wyoming, to come up with recommended guidelines and implementation dates, working with the state directors. Secretary Babbitt and I will be talking by television with the 23 different RACs located in each of the western states, and we will be talking about how we can come up with good time frames. The key component, in my mind, in implementing those policy guidelines is to make sure that the permittees feel comfortable that they can meet the obligations that some of these guidelines would establish.

**FREEMUTH:** A question for Director Stanton. "Will the Park Service and the Department of Interior be

supporting stateside funding for land and water conservation funding this next year?"

**STANTON:** What's the next question?

**FREEMUTH:** That's the question.

**STANTON:** I can't speak to fiscal year 2000, but our policy for fiscal year 1999, because of the tremendous need to continue to acquire properties within existing units of the National Park System—and I can't speak for the Forest Service, BLM, or Fish and Wildlife—is to increase the appropriation on the federal side of the Land and Water Fund. Again, beyond FY 1999, there may be an opportunity for the Administration to re-examine the relative priorities for the Land and Water Fund. There is a great deal of interest on the part of the leadership of Congress and certainly in the conservation community to reinstate a major appropriation on the state side, but that's not the case for FY 99.

**ARMSTRONG:** Let me support that answer. The source of the Land and Water Conservation Fund is from offshore oil and gas production. I never pass up the opportunity to mention that this year, that source is approximately \$4 billion. Those are lease sales, principally in the Gulf of Mexico. Half of it should go into the Land and Water Conservation Fund, but the problem is that they take that money and apply it to the deficit. Then we have to fight to get that money back. The thing about it is that you're selling an asset, and yet you're putting it down the deficit hole. We ought to do something to get more roads and more improvements. There are lots of things we could do. So I would say that we're working on it, and we would like to get more of that \$3.5 billion we put in there directed toward what it was supposed to be for instead of into the deficit hole.

**ANDRUS:** Mr. Secretary, I know the answer to this question, but I'm going to ask it of you anyway. Do you recall in which year the appropriation was the highest from the Land and Water Conservation Fund money?

**ARMSTRONG:** No, but I believe that you know.

**ANDRUS:** The authorization is \$900 million, but we got it up to \$690 million one time when Bob Stanton and I were working together back there. Then it went to zero, and it's had a tough climb back. But the Secretary's absolutely right. It's money derived from a finite resource that is to be used to acquire other properties or, as Yvonne Ferrell used to use the state's share, for acquisition of recreational properties, not development.

**FREEMUTH:** OK, a question for the Chief that will require you to be a diplomat and think more in those areas. "Do you believe the managements of the national forests are unduly constrained by federal laws like the Endangered Species Act, the Clean Water Act, and the Clean Air Act? Are the forests in some sort of gridlock?"

**DOMBECK:** One of the biggest challenges we have—and we're gaining on it—is the coordination

among agencies, and it ties back to the various pieces of legislation as we learn how to make those pieces of legislation work better. We've got a long way to go. One of the places we're applying many of the concepts and principles is the Columbia Basin, and we're discovering obstacles as we work through this.

Let me harken back to three or four years ago when we were dealing with a tremendous backlog of endangered species consultations associated with the northwest forest plan. There was a backlog of something like 1200 consultations. The consultations were taking anywhere from maybe 400 days to a couple of years. Leon Panetta ordered Jack Thomas, Molly Beattie, me, and several other people into a room and said, "Don't come out until you come up with a better way." The result of that was that we came out with a consultation process that took from about 120 days to about 260 days, and we wiped out the backlog in less than two years. That's the kind of progress we need to be making with the agencies working together.

**FREEMUTH:** Here is a general question, probably for all of you. "What does the concept of sustainable development mean to each of you?" It's one of those buzz word terms. What does it mean?

**SHEA:** I served on the President's Commission on Aviation Safety, Security, and Air Traffic Control. The Vice President was the chairman of that commission. He was also the chair of the President's Council on Sustainable Growth. What he meant by it and what I mean by it is that it establishes economies of industry that will go beyond the present generation. If we do not get into a mode of understanding that we have to sustain the economic activities that we have, then it seems to me we are going to be sowing bad seed for future generations. To me it means the ability to have it go on beyond the present decade in a way that it is as viable then as it is now.

**STANTON:** If you're talking about an infrastructure or about a facility, our focus is how it fits on the landscape, the types of materials that you use, and using materials that do not become a major consumption of our natural resources. It also relates to the operation of the facility itself with respect to energy conservation and energy efficiency. In other words, it's a usable facility that has limited adverse impact on other resources that are entrusted to the care of the nation.

**FREEMUTH:** This is a question for Director Stanton, one that probably he's had to deal with a little bit and probably could use an answer for the people who get a little concerned about this. "How many national parks are under the United Nations Biosphere Program, and what does that mean?"

**STANTON:** Absolutely none. The National Park Service and other management agencies, the states, and

their political subdivisions have participated in two major international programs: “The World Heritage” and “Man in the Biosphere.” The Heritage program is really a recognition of a natural or cultural resource that we as a world community have recognized and feel that in all circumstances should be protected for the good of humankind. Man in the Biosphere is primarily a way of identifying resources in the public domain and, in some cases, in the private domain that could be the basis of research, of collaboration, or what-have-you in terms of contributing to our knowledge base. Under no circumstances do I share on behalf of the United States the sovereign authority to manage our national parks.

**SHEA:** Could I make one observation by way of announcement? I told Governor Andrus this last night. The BLM has painted the black helicopters we have. They are now grey. I’m thinking about changing the uniforms from an earth color to a blue United Nations color. Having lived in the west all my life and being very proud of being a westerner, the one-world conspiracy theorists we have remind me of the people back in the 15th Century that thought the world was flat. We live in a complex world. The Hewlett Packards, the Microns, the Morrison-Knudsens are competing in a global marketplace, and it is folly to think a Bob Stanton or a Mike Dombeck or a Pat Shea is going to be a pawn of some international organization. Conspiracies don’t work, and global ones are fallacies.

**FREEMUTH:** OK, a tougher question. “We’ve heard a lot about collaboration and sometimes decentralizing decision-making to more local federal officials. How easy will this be to accomplish? Can you really, because of both political and legal constraints, hand down the authority in a fundamental way, or are you just getting people to talk better, but after all, you’re still the chief, you’re still the director?”

**DOMBECK:** I can start with that. The responsibilities that we have and all of our employees have are to implement the laws passed by the Congress and to abide by the appropriations laws by which Congress allocates money to us on an annual basis. That’s our job, and the bottom line is we can’t abdicate that job because, in essence, that’s what you’re all paying us to do. What we can do is make sure that there is an open decision-making process and that people understand the issues and understand the differences of opinion to the greatest extent we can.

**STANTON:** A point that was made earlier by either Pat or Mike is the notion of accountability. Certainly as I reflect on the organization of the National Park Service, I am personally responsible to the Secretary and to the President for the day-to-day management of the national parks, but I discharge my responsibilities through seven regional directors and five associates. Whatever deci-

sions we make have to be consistent with our Organic Act, consistent with the policies. The way that you ensure that is to provide some oversight to assure the accountability. But the most important ingredient of accountability is the motivation and the level of proficiency on the part of the employees. So if we have to invest in the development of our employees and provide the best supervision, then I think we’re a little more comfortable in terms of our decision-making and the resulting accountability.

**SHEA:** In 1983, Salt Lake experienced a flood epidemic, and one of the things I noticed then is that when there was a crisis, the true nature of the west emerged. Everyone came together, put sand bags up, and worked through the night, and it didn’t matter whether you were Mormon or Catholic or Jew or Protestant. We were all working to save the community. It seems to me that if we take the notion that when we put our shoulders to the wheel, regardless of who is going to get the recognition, we maintain the highest standards. In many instances, the federal statutes are the highest standards we can achieve. Obviously, there are going to be times when we are going to have to pull back from that because our partners at the local level are not fulfilling that standard. Then we have a duty, by the oath of office that each of us took, to maintain those standards, but I hope we can all look to putting our shoulders to the wheel and getting the job done.

**DOMBECK:** I think there’s one other important point that needs to be made. We talked about the panoply of legislation that has been passed since the 60s. I think we were in a period of centralization up until about 1985 or so, and now we’re slowly going the other direction because the decision-making processes that I’ve been involved in are more open today than they were ten years or twenty years ago. More people are involved, and, yes, more people are questioning government. Part of democracy is individuals reserving their right to question any of the decisions any of us make. We need to continue to involve more people, and sometimes it’s not easy.

**FREEMUTH:** We have time for one more question this round. “Are we heading toward the time where, because of the increasing recreation demands on all of our land managements agencies, we’re going to have to contemplate, however it may depress us, the notion of a dominant recreational use zone for certain users so the mountain bikers don’t get in fist fights with the joggers who get in fist fights with some other person who also uses the trail, or can we avoid that kind of situation?”

**SHEA:** Personally, I don’t think we can avoid it. City Creek Canyon, which is a 20,000-acre city park that I helped start, initially had an open-road policy with no cars but with bikes and hikers. We then had to go to

alternating days because of the number of serious accidents where bikers were coming down the canyon at 30 and 40 miles an hour and hitting people. We have gotten again back to Pinedale and to the trail into the Wind River Wilderness area called Elk Heart Park. In 1958 and 1960 when we used to go there, we had to go by 4-wheel drive. Last summer when I went there, there were over 300 cars in the parking lot, and giardia had spread through all of the lakes. We need to begin thinking, unfortunately, about how we're going to maintain that balance. That will mean, in some areas, restricting use.

**ARMSTRONG:** And all you have to do is look at the map and see the number of people that are coming and know that this is going to be one of our main prospective endeavors.

**FREEMUTH:** All we have to do here is look at the Boise Front to see some of it happen.

**ANDRUS:** Anyone else want to respond to that?

**STANTON:** There is really no easy answer to that. It presents a real challenge to us to provide for a multitude of recreational uses. My experience is that there are traditional recreational uses, but then in the past ten or twenty years, new types of recreational activities have emerged like snowmobiles and personal watercraft. Ten or twenty years ago, we weren't confronted with that. The new recreational uses are not displacing old traditional recreational uses, but there is an increase in the types of recreation taking place on the same piece of land. The question we're confronted with is how best to regulate or manage so that the new type of use as well as the traditional use can co-exist. I don't think there is a cook book answer. It has to be dealt with on an individual basis.

**ANDRUS:** Thank you very much. Remember the slides that Pat Shea put on the screen and Secretary Armstrong referred to just a moment ago about the public lands, the lands that we own. 80% to 90% of those are west of the Mississippi River, and the movement of population is in this direction.

We're going to break now for lunch. It will be a hockey puck lunch. We've held their feet to the fire in the morning, and we're going to put their feet on the ice at noon. Look at your program, and you'll see that we're scheduled to reconvene at 1:30. I'm going to try to beat that by a few minutes because, if you've read the paper, you know that Mike Dombeck has a subpoena that says he has to catch an airplane at 4:00 P.M. That means he has to leave the hotel at 3:00 P.M., and I want to get into the afternoon session and have him be able to be here as he wants to be.

The ushers out there will show you the way to the ice rink, and please come back up here right after we finish lunch so we can start the afternoon session.

Thank you. ❖





**THE FUTURE OF OUR PUBLIC LANDS:  
A Symposium on Federal Land Policy**

February 11, 1998  
Noon Luncheon

Address by:  
The Honorable Robert Armstrong  
Assistant Secretary for Land and Minerals Management  
U. S. Department of the Interior

**ANDRUS:** I'm going to introduce our luncheon speaker, an old friend of mine, ladies and gentlemen, whom I've known for more than 20 years. He was a member of the State Legislature in the state of Texas. He is a true cattleman, a lawyer although he said he took the cure and hasn't touched that stuff for several years now. He is an outstanding individual who was then elected to be the Land Commissioner of Texas. I was Secretary of Interior, and we got to arguing over oil rights offshore, who was doing what to whom, and how much money it was worth if we settled out of court, so I got to know him very well. You've seen his resume, which is included in your blue packet, so I'll say no more. But one of his greatest claims to fame is that he has a 13-year-old son who plays golf from the men's tees with a 3 handicap. Now Bob, you're a pretty good sticker yourself, but you can't match that.

Ladies and gentlemen, the Assistant Secretary for Land and Minerals Management for the United States Department of the Interior, Bob Armstrong.

**ARMSTRONG:** Well, this is going to be kind of loose. Cecil asked me to sum up some of the points that the presenters made this morning. He also asked me to say what I had to say, but I'm going to start off by saying that the people in Idaho are very lucky to have a former Secretary of Interior and former Governor who is devoting his current life to trying to find out what this state will be. We have a great deal of indebtedness to you, Cece, because you have called this group together, a group representing very many different viewpoints, to try to figure out what we're going to do. I talked to one of the BLM people, and I said, "What do you think of Cecil Andrus?" He said, "Well, you know all those other guys go off to Washington, get a lobby job, stay there, and forget us, but this guy came back to Boise." He is devoting himself to the betterment of this state, and I think, Cece, that you are entitled to a great hand for that kind of endeavor. [Applause]

Mike Dombeck said one time that the good players—and this is particularly appropriate for a hockey rink speech—go where the puck is, but the really great players go where the puck will be. What we've got to do is

try to figure out what's going to happen to the Department of Interior, BLM, the Park Service, and the Forest Service because we're going to have to be right there when the puck gets there.

Three months ago, I was seated in the East Room of the White House where Meriwether Lewis and William Clark met with President Thomas Jefferson in 1904 before embarking on their epic journey across America. I really felt the presence of those people in that room. Lewis and Clark returned to the East Room two years later, bringing back various things from the West, to report on what they found in the new American West. Settlers followed that expedition, attracted by the fertile lands that today are America's bread basket. Cattle and sheep men brought their herds and flocks to graze upon the expansive grasslands. Miners came, seeking the wealth that for centuries had lured the Spanish conquistadors. Woodsmen came to harvest the vast timber resources. The American West became a mighty economic engine for the emerging world power.

Americans believed that these endeavors were both good and necessary for the nation to assume its rightful place in the world, and I agree with them. Pat Shea spoke earlier of the changing demographics of the American West. Today, we're seeing a renewed movement of people to the west to enjoy the life they find here. For the most part, these people are not coming to the west to homestead, to mine, or to make a living in timber or ranching. They are coming west to participate in more modern businesses and to enjoy the opportunities offered by western land for recreation, scenic beauty, and in some places, just plain solitude.

They bring businesses like the company in Utah that makes a data storage system for personal computers. It's the largest technology business in Utah with nearly 3,000 employees. A payroll like that has a big economic impact, but it also has a big impact on the land. These 3,000 people and their families want to have access to recreation, hiking, biking, hunting, fishing, camping, and all the other wonderful things that the great outdoors has to offer. Here in Idaho, you have Micron, which I'm told is now the largest private employer in the state.

Micron produces microchips and other computer models. As a matter of fact, a Micron computer sits on my desk at home. According to the *Idaho Statesman*, the computer technology industry has become the top revenue-producing business in the state, surpassing the redoubtable Idaho potato.

Fortunately, one of the biggest potato growers is also involved in Micron. It's kind of like going from potato chips to microchips. Seven companies in Colorado are on the list of the fastest-growing high-tech companies in the country, according to the *Denver Business Journal*. Not surprisingly, among the reasons the Journal cited for high tech companies moving to Colorado is the overall quality of life – the clear air and water, mountains, lakes and rivers, the beautiful landscapes that are so common through much of the west. The public lands are particularly important elements in the choices people are making in where and how they want to live.

I was impressed recently to read the information western states have posted on their Internet home pages and to see what it reveals about our values and our lifestyles today. On the Wyoming home page, for example, there is a message about the common vision of the people there. "A place in the country undisturbed by pollution and urban sprawl with serenity and secure friendships. It's a good place to raise a family, and a wonderful place to vacation." Idaho's home page talks about "the attractive business atmosphere, exceptional quality of life, limitless recreation opportunities, and warm family environment." Montana's home page has this mission statement for the Montana Department of Natural Resources and Conservation: "To help ensure Montana's land and water resources and provide benefits for present and future generations."

Now think how universal that goal is and how it resonates with the beliefs of the agencies and organizations here today. The truth is we all want the same thing from the west: to help ensure the resources found here for the people who live here and for those of future and present generations.

Those early settlers, ranchers, miners, and loggers left a rich heritage in the west. Some of that heritage is worth preserving as a monument to their pioneering spirit, but the taming of the American Frontier has also left some scars. We, like you, want to heal these scars. Last week, Secretary Babbitt unveiled the proposed budget for the Department of Interior in the coming year, and he talked about the Administration's priorities. "This budget," the Secretary said, "clearly recognizes the importance of preserving America's natural and cultural heritage for future generations of Americans by linking the people, land, and water in the 21st Century."

How does that translate into things that make a difference out here on the land? In Idaho, that means an

increase of \$3.8 million for construction and maintenance of facilities to improve public access to national parks and BLM-managed public lands and to ensure the public a safe and enjoyable experience. The budget earmarks an additional \$6.8 million for the Interior Columbia Basin Ecosystem to restore riparian areas, to combat weeds, and to improve fish and wildlife habitat. Another \$6.5 million has been added for high priority projects to reduce environmental degradation.

One of the highest priorities in the Interior Department's budget is the Clean Water and Watershed Restoration Initiative, which will see an increase of \$16 million next year. That program helps reduce polluted runoff, restores watersheds, and promotes community-based partnerships for watershed management. Idaho is one of the states that will benefit from this initiative. The Clean Water and Watershed Restoration Initiative complements the Abandoned Mine Land Program that the BLM and the Forest Service already have underway.

Now I want to talk more about the Abandoned Mine Land Program for two reasons. First, it is a model partnership among federal agencies, state and local communities, and private entities. Second, it is one of those efforts aimed directly at healing the scars on the western landscape.

For those who are not familiar with the program, there are thousands of acres of abandoned mine lands on public lands throughout the west and many more on mixed federal, state, and private lands. Many of these sites present health and safety risks because of open mine shafts, unstable structures, dangerous gases, and explosives that have been left behind. Other sites produce acid runoff and heavy metals that can poison soils, streams, and lake and ground water. Many of the abandoned mine lands are on sites managed by the BLM, so the Bureau now faces the challenge of cleaning them up.

Let me give one example of how this program works. There is a place called Indian Creek in the Elkhorn Mountains of Montana, and it's the site of an abandoned mine operation. It's called the Park Mine. The Park Mine site ranked number 20 on Montana's priority list for cleanup because of its effect on downstream water quality. The Park Mine cleanup is a real case study in the power partnerships. First, the State Mine Waste Cleanup Bureau took the lead in cleaning up the part of the site that was on privately-owned land. The private landowners could never have funded that effort. The BLM and the Forest Service worked with the state to clean up the federal lands downstream that had been affected by the polluted runoff. BLM hired the Montana Conservation Corps to assist the stream rehabilitation on this part of the cleanup operation. The state contracted the construction and design of a mine waste stabilization site on private land, and the federal management agencies were

allowed to place the mine waste from their lands in that facility.

I visited the Park Mine site last September, and I can tell you the operation is impressive. Every partner in that effort has a right to be very proud of the job they've done. That was one of three watersheds that BLM targeted in Montana in fiscal year 1997.

With the first \$1 million allocation for the Abandoned Mine Lands allocation, the BLM instituted a second pilot project in Colorado, working with the state and Forest Service in the Upper Animas River. During the past year, a third project was added in Utah. In the first year of the A.M.L. program, federal funds were matched by non-federal funds at a ratio of 3 to 1. This fiscal year, the BLM received a total of \$3 million.

Now I am pleased to report that the Administration's budget for fiscal year 1999 calls for another increase in funding for this program. Under the proposed budget, the BLM would receive \$9 million in funding for A.M.L. activities under the Forest Service, and other agencies will also be increased. With that funding, new A.M.L. pilot projects can be launched in other states, including Idaho, California, Nevada, and South Dakota.

Will Rogers once urged people to invest in land because "they ain't making it anymore." That's right. We're not making any more of it, but by working together, we can restore land that has been taken away, land that has been placed off limits because of the danger of mine waste. The key to restoring the health of the land is restoring the health of the watersheds, making the rivers, streams, and riparian areas clean and healthy once again.

Water has always been critical for the west, but that is particularly so with the population growth that the west is experiencing today. At the BLM, the health of riparian areas has received special attention because these are vitally important in preventing erosion, purifying water, reducing flood risks, and providing habitat for fish and wildlife.

The BLM launched one of its most significant inter-agency partnerships when it joined with the Forest Service and the Natural Resource Conservation Service to form the National Riparian Service Team. The team includes water and range experts from all of these agencies. The work of the riparian team under the leadership of Wayne Elmore is helping communities across the west restore riparian areas that have been damaged by poorly-managed livestock grazing, mine runoff and the over-harvest of timber.

Wayne has a real simple solution to all of this. He says if you just slow the water down by sinuosity of streams, by planting willows, you get all of the advantages that you want to get. You get higher weaning weights if you're a cattleman; you get more trout if you happen to be a fisherman; you get more places that serve

as filling stations for neo-tropical birds that migrate through the area. All of it flows just from slowing the water down, and he can show you how to slow it. He's been working for twenty years, and I think all of you will have an opportunity to look at his vision for slowing the water down because it is one of the things that really works.

Initiatives like that and the Abandoned Mine Lands program are restoring the land and making it safe once again for public use and enjoyment. They are improving water quality with benefits to riparian areas, fish habitat, and downstream users, which include communities, industries, and agriculture. They are giving back the resources I spoke of before and the characteristics that attract people and the businesses that promise a strong economic future for western communities.

I've highlighted the riparian and the A.M.L. programs because they are excellent examples of how partnerships are producing direct measurable progress on the ground. The truth is I can't manage the 264 million acres under our jurisdiction, and neither can Pat Shea, unless we can rely on partnerships to help us do the things we do. Those projects I've cited are also models of how we work toward collaborative land management across the west and across the wide range of interests associated with public use and enjoyment of the public lands.

Another example is the work of the Bureau of Land Management's Resource Advisory Councils. You asked us today how we're going to establish the priorities. Well, you have to sit down and work them out. They've tackled the tough jobs of developing standards for rangeland health and guidelines for grazing practices, and they've done so with remarkable success. Now they are addressing an array of other concerns, such as recreation and tourism, endangered species, fire management, the streamlining of permit processes, mineral exchanges, reclamation projects, and land exchanges.

At one time, the president asked me what we could do to get these decision-making processes down to a lower level. It didn't make sense, he thought, to have one rule of thumb for Arizona that applied to Montana and Idaho. So we decided to put these RACs [Resource Advisory Councils] together and let some people set the basic ideas about grazing on their lands. We brought together all the people who were involved in grazing, mining, and recreation. We have elected officials, too, on those RACs, and I think they are an example of what's coming in the future.

I would say a word about land exchanges because, despite the fact that land exchanges sometimes generate problems, they remain an essential tool for federal land managers in western states and western communities. The Bureau of Land Management completes 70 land

exchanges every year. One reason we conduct them is that they allow us to change the checkerboard pattern of federal, state, and private ownership of lands in the west into consolidated areas. Those lands can then be managed more effectively and at less cost, but there are more important reasons. The exchanges allow the BLM to acquire the kind of land that is suited to public ownership, land with high conservation and habitat values, including those for threatened or endangered species. We talked today about an exchange with the Rocky Mountain Elk Foundation. In turn, state governments or counties or private developers can obtain land that is better suited for local management and that will serve the development and expansion needs of growing communities.

Still we know there is room for improvement, so the BLM is forming a National Exchange Team, and Pat Shea is going to look at how that improvement can be accomplished. By strengthening its land exchange policies and procedures, the BLM can continue to acquire lands with high public values while protecting the interests of American taxpayers. Indeed, because of the changing demographics of the west that we talked about before, land exchanges are becoming more essential than ever. Land exchanges are one of the tools with which we address the paradox of how to preserve the values that people find so appealing and yet accommodate the need for growth and development of western communities.

I'm sure Bob Stanton sees a similar paradox in the experience we've had with our national parks. The west has some magnificent national parks, and I've enjoyed many of them. It is interesting to note that we have the same number of people visiting BLM lands as visit the national parks. But this is not surprising because we have 264 million acres of land to show off, but that amount of visitation is going to be the continuing pattern in the west.

It's not too impossible to think that after all is said and done and all of these people move in, most of the private land will be sold off, and the only real open space is going to be the park system, the BLM land, and the national forests. So we've got to watch that, and we need to put that on our plate and see what it's going to yield.

BLM is focusing on the fact that, after all the public lands have to offer, most of them are right here in your backyard. So properly managed and developed, these lands can support robust local economies. Both of these objectives are important and both require that we join partnerships so we ensure that limited resources are used effectively and that our goals can be obtained.

Too often we become divided over small issues and forget that we have a common goal for this country that

we all love. We want to make it healthy again. Today we know that a healthy western landscape can be the basis of a strong and vibrant economy. A healthy landscape does not mean that there is no mining, ranching, oil and gas development, timber harvesting, or other activities that extract some of the resources of our western lands. We know that today many of these activities, properly designed and managed, can occur in concert with our desires to restore the health of the western lands. These are the things that we have to shoot for.

When I talked to Governor Romer in Colorado, I found that he spends three days of his work week handling problems but that he spends the other two days worrying about what Colorado is going to look like in fifty years. We should all adopt that attitude because if we don't, we are going to reap the whirlwind of all of the people that are moving in. We have to deal with the water and the complexities of land management. All of the things that we need to look at are here now. It's not that they're coming; we've got to deal with them right now.

I made a speech recently that I called "The Incredible Shrinking West," in which I mentioned that 757s now fly into Jackson Hole. They go into all of the ski resorts in the west. Mesa has ordered 158 planes whereas they used to have four. All of this combines to put the west into a very small pocket. What we've got to do is to preserve the qualities that have made the west something special for every generation of Americans since Lewis and Clark and the qualities that make it worth preserving for future generations.

I really enjoy this. I can't tell you how much I feel that there is no real difference between what people call "the fed" and the people that are here. Everybody that works for the federal government in Washington works out here at one time or another. With the airline business such that you can get on a plane and five hours later be in the west, that's not difficult to do. If you can't get on an airplane and go to see us in Washington, call us up. Maybe we'll come back out here. These are the things that have transcended what we used to call the "us and them" theory. We have a great many issues that we can handle together, and I think it's time we get on with handling them.

Thanks a lot.

**ANDRUS:** Thank you, Bob. Ladies and gentlemen, we are going to reconvene back in the convention hall. We have an outstanding panel, and they will respond to what we have heard this morning. We will start the afternoon session in just a few minutes. ❖

**THE FUTURE OF OUR PUBLIC LANDS:  
A Symposium on Federal Land Policy**

February 11, 1998  
Afternoon Session

Panel of Responders:

Robert W. Munson, President  
Rocky Mountain Elk Foundation

James M. English, President  
Idaho Forest Industries

Jaime A. Pinkham, Council Member  
Nez Perce Tribe

Laura Skaer, Executive Director  
Northwest Mining Association

Carl Pope, Executive Director  
The Sierra Club

Brad Little, President  
Little Land and Livestock Co.

**ANDRUS:** Just briefly, I'll tell you where we are and what we're going to do. We heard from your land managers this morning, and we're here with the panel of responders this afternoon. We had a dialogue with you and the land managers, and now we move into a very interesting and important part of the program in which we hear the responses from our panel. They will each make some brief comments, and our federal guests will be right here in front. Then we will have questions back and forth between the two groups and then with the audience.

I'm not going to go into detail in introducing the panelists because I don't want to take the time and because you have that information in your packets.

The first person on our panel is Bob Munson, president of the Rocky Mountain Elk Foundation. Bob really created the foundation himself, but it goes a lot further than his being just an elk hunter like me or Dick Meiers. He is concerned about recreation, the outdoors, habitat, and all the rest, so I will hand it over to you. Bob Munson, ladies and gentlemen.

**ROBERT MUNSON:** Governor, I want to thank you again for allowing me to represent sportsmen and sportswomen, those who recreate, hunt, and fish on our public lands, as well as those folks who are in mining, ranching. There is a great variety of interest here.

I would like to make one statement on behalf of those

folks, like me, who are pretty tired of solving problems by contentious litigation, high-priced special interest lobbying, and legislation that just promulgates more regulation. So I was pleased this morning to hear our keynote speakers again stressing the fact that their vision for renewed partnership and communication is really alive and well. Again, I really appreciate Chief Dombeck's challenge that healthy resources are what we really care about for future generations. We need to engage the stakeholders. We need to learn and work with better communication, and we've got to take the long view in order to leave a legacy that we all seek. We need to identify the problem and then team up to make it happen.

I've seen that happen today, and Mike mentioned it when we were talking about the Clearwater Elk Initiative, which is an effort to save a herd that's been reduced by about 50%. We need to look at restoring the health of the land, and it has to be a cooperative partnership. I see that cooperative attitude right here in Boise in an effort that you can see from the hotel when you look at the 8th Street fire area. 4,000 acres were reseeded by volunteers, BLM, and the Forest Service in a partnership that really means something. Again, collaboration makes it happen, and I appreciate that partnership we've had, Mike. You've gone out of your way in that leadership arena.

Director Stanton, I want to applaud your focus on

youth education because the youth of this country is going to sustain our natural resource values and determine how we care for those resources as we move into the 21st Century. In your discussion about Yellowstone management and the bison issue, I agree that we need to deal with Wyoming, Montana, and Idaho. We also probably need to take a look again at the park policy of natural regulation from a science-based research standpoint.

When I look at Director Shea's top priorities, I'm tremendously pleased to see that he is talking again about being a good neighbor to our local federal people, the individuals that we can relate to the public land users, ones that are responsive to us.

Good science-based decision-making is important, and so is promulgating multiple use. We support definitely your belief that no contradiction exists between conservation and development. They are, in fact, complementary. Mining, logging, ranching, tourism, and recreational opportunities can and, in fact, do go hand in hand. I also appreciate your emphasis on resource advisory councils, prescribed burn initiatives, noxious weed control, and open space because they are all solid, solid initiatives that we really care about.

The only challenges I have are ones I'd like to pass along so you folks can note them and so we can all put our shoulders to the wheel to make them happen. Number one is interagency cooperation. Mike said it this morning. Teddy Roosevelt said, "Natural resources know no boundaries." As government agencies, perhaps we should strive with more zeal toward tearing down the boundaries that exist by regulation and by law in terms of management of the agencies.

Number two is open space. It's tremendously important because as it disappears, so does our ability to access the public lands that we want to use. Access is a very important issue.

Number three is defining "highest and best land use." It's time to simplify the land-use planning process as well as the exchange process so that we can deal with what Pat knows is a very difficult checkerboard pattern of public lands.

Fourth is habitat succession and fire. This may be naive, but if you don't weed your garden, you're going to have a mess on your hands. So let's look at the importance of prescribed burns and habitat succession.

Last, I encourage you to actively support the wildlife diversity funding initiative, which, like the Pitman-Robinson funding, is in essence a user fee that leaves a wildlife legacy, which we're all seeking. On behalf of sportsmen and sportswomen, I want to thank you for being able to participate. I appreciate your candor this morning. Thanks.

**ANDRUS:** Thank you very much, Bob. Stay put, and when we finish with the panel, Yvonne Ferrell is going

to make some comments. I was rightfully criticized that we didn't really have enough pure, honest recreationists, but there is no way you can hold one of these seminars and put everybody on every panel. When you crowd it into one day, as we've done, there is no way we could put everybody on the panel that should be there.

But I think that criticism is justified, so I went to an old friend and colleague of mine, Yvonne Ferrell. I'm going to have her tag on the end, and she's agreed to do it and help out from the recreation side. But now we're going to move to Jim English, who is the president of Idaho Forest Industries and is representing the timber industry here today. He is well qualified to speak, and he speaks very, very well. Jim.

**JAMES ENGLISH:** I appreciate being here on behalf of the timber industry. I'm probably going to approach this a little differently than the rest of the people here.

Frankly, I'm a production guy. I'm not a politician, and I'm not a speaker. I'm used to working with people and providing a product. These issues that we have before us are, to me, very complicated and emotional. One reason they're emotional is that I have 650 employees that rely on a steady stream of raw material for their livelihood. Twenty-four to twenty-five thousand people in Idaho rely on timber to support themselves. In the good old days, prior to 1990, we could expect to get 40% of our raw material from the federal lands, about 15% from the state, about 10% from our own property, and about 35% from private lands. Today, that has changed. The federal lands are supplying about 10%; the state, 15%; our own land, 10%; and private lands are providing about 65% of our resource.

The emotional part is that none of us knows how long that can continue. Are we robbing Peter to pay Paul? That is a very serious concern because if our private lands can't sustain us in the future, then our industry is going to go south. I think the private lands are going to be injured, and I think that's disturbing and somewhat emotional.

No one working in our industry wants to injure the land. It is not in our best interests to have that happen. I listened to the keynote speakers here today, and like all of you, I felt that our interests are being protected.

What I'm going to say is directed mainly at the Chief because his area is much more important to me than the parks. I think the last time we took a log off the park was after the Yellowstone fire, and that was just for safety purposes. BLM, although it's important, is not as important as the Forest Service as far as we're concerned.

I listened to all the words. I heard "long-term productivity of the land," and that made me feel good. "Sustainable forestry" made me feel really good. "Best science" I think is a mystery. I agree with what the peo-

ple said earlier today. He even thanked us for building roads. Now that has never happened as far as I know. Then he said, "Roads are an important part of the infrastructure," and I really liked that a lot. Then he said he needed funding for roads, and I said, "That's simple. Just sell more timber. It's so easy to do."

But the problem is, in my mind, that all those words are meant with good intentions, but then you look at the fact that the federal government owns 74% of Idaho's forest lands, of which the timber industry is allowed to cut on only 40%. Another concern we have is that mortality on the federal forests is twice what it is on the private lands. That ought to give you some pause. The U. S. Forest Service has cut timber sales in Idaho by 75% since 1990. It used to be about 800 million board feet that we would take off the federal forests. Today, it's about 200 million.

When you realize that an average-size stud mill in the state of Idaho uses about 65 to 70 million board feet, the federal government today is only providing timber for three or four sawmills in the state of Idaho at this time.

Another concern is that the Forest Service, in one way or another, has eliminated the corps of its experienced land managers. The very people who were on the land and understood it are now gone. That's a cause of real concern for us about the management of the forests in the future and of course the ability to put up timber sales.

Another concern is that the Forest Service has spent years and millions of dollars studying the forest. I go back to RARE I and RARE II, all the myriad forest plans, and the revisions of those forest plans. Yet after all that study, we still have a new roadless policy being submitted that is going to lock up more land from the interests that I represent. The estimates of the roadless policy that has been submitted are that it is going to cost 12,600 jobs over the United States and about \$160 million in lost revenue. That is a real concern for our industry.

This may be a little harsh. I don't mean it to sound that way, but from the standpoint of those who work in forest products, it appears that the federal government is waging a war against our employees and our business. Their words sound good, but their actions do cause us some concern.

The problem, as we see it, is that our federal lands are being managed by politicians in Washington, D.C. Let me tell you no politician in Washington D.C. can or should be making land use decisions here in Idaho. That's insane. The new roadless policy appears to us to be nothing more than a political payoff to environmental groups. We who work and live here in Idaho are going to suffer the consequences of that. The solution as far as I can see is that we'd like to get the land management back on the land and out of the political arena. I think

that's what we really need to do.

The forests need help now. There's no doubt about it. The forests are not in good shape, and I'll tell you what—the industry is not going to take the blame for that. The American people need fiber. They need about 45 to 47 billion board feet a year, and federal lands should be supplying a substantial portion of that. Good on-the-land management of the federal forests will supply the forest products demanded by the American public, and I think we can do that while conserving and protecting the environment. We are able to do that on our own private lands, and there is no reason why we can't do that on federal lands.

**ANDRUS:** Thank you very much, Mr. English. And now, ladies and gentlemen, Jaime Pinkham, Executive Council of the Nez Perce Tribe, filling in for Ted Strong. Jaime, the floor is yours.

**PINKHAM:** Thank you, Governor. Let me apologize for Ted. I'm one of the commissioners on the Columbia River Intertribal Fish Commission, so I'm one of the delegates. We've got a full plate set out for Ted, and unfortunately, this conference began to overlap with the Pacific Salmon Commission meeting in Vancouver. That's where Ted is today. Ted asked me to take his place, and I didn't realize that I was going to have to perform for my meal ticket. I'm really happy to be here. The reason I didn't race up to the front and sit down is that I didn't want to make any confusion with Mike Dombeck because I didn't want him introducing the real chief when he walked in. [Laughter]

I just want to poke a little fun at Pat Shea. You ought to see our in-migration map. [Laughter]

With that, let me set my comments in a little bit of perspective because there's really a unique relationship when it comes to the Nez Perce Tribe and the federal agencies that are represented today. Indian people have always had a sacred bond, a very distinctive spiritual, physical, material relationship with the environment and with all the creatures that existed on the land. Our survival and our prosperity depended on the respect for and the use of those resources, whether it be plants, animals, foods, or medicines. So I guess from an Indian perspective, we practiced multiple use long ago.

One of our tribal leaders, back in 1877, in discussions that preceded the war with the Nez Perce Tribe, made this remark just before the war broke out: "The earth is part of my body. I belong to the land out of which I came. The earth is my mother." These words didn't just reflect an opinion but actually pointed to a way of life, a way of life that is still important to the Nez Perce people today.

The relationship between the tribe and the Forest Service and BLM is really cast by our treaties with the U. S. Government. As the government was making way



for the western expansion, you really had two options to acquire Indian lands. One was by conquest, outright war against the Indian people.

The second one was through acquisition with treaties, and so through those treaties the Nez Perce consummated—actually two treaties with the U. S. Government—we reserved a variety of rights on those lands that we ceded to the U. S. Government. We reserved the right to hunt, to fish, to gather, and to pasture on those lands, even though they went over to federal ownership. At one time, the Nez Perce had exclusive use and occupancy of over 13 million acres of land in what is now north central Idaho, southeastern Washington, and northeastern Oregon. So to us, the debate over natural resources goes well beyond the Organic Act over 100 years ago because actually the debate began with the signing of the Indian treaties.

Look at the variety of those laws that were mentioned this morning—the Organic Act, the National Forest Management Act, NEPA, the Clean Water Act, the Endangered Species Act. Those are pretty fundamental laws that the federal agencies follow in protecting and administering public policy on those lands. But to us, there is another very sacred and fundamental law that predates any of these acts, and that is our treaties with the U. S. Government. These treaties have the backing of the U. S. Constitution, and the Supreme Court has upheld those treaties as the supreme law of the land. We think those have to be addressed as fundamental laws in addition to the many others that the federal agencies have to follow.

Indeed, we must work within the confines of those existing laws, and I know Congress is working on ways to help streamline the process in addition to what the Forest Service is doing with the committee of scientists. One of the concerns that the tribe would have, though, is that when we start looking at trying to streamline the decision-making process—and we recognize the kind of resource conflicts that we have here in the state of Idaho—we might begin to shortcut what should be a very deliberative process in resolving resource management issues, especially issues that become socially, politically, and culturally sensitive. They have great impacts on communities like the Nez Perce Tribe.

The other one was the question of science. Even though I was educated as a forester, I've recognized in my career that really science is not fail-safe. We have made our mistakes with science, and we really need to be cautious. Although there is so much in science that we need to explore, there is still much to be learned about the care of our land. When we talk about sustainability, I don't think we can really define it with science because there are so many other things that we've been talking about today, like the social impacts that Jim is

facing when we talk about sustainable communities. It's just not a scientific question.

One of the things that I learned long ago was that scientific analysis and bureaucratic oppression don't always lend themselves to resolving resource management conflicts, and that seems to be where we are right now. We find ourselves going through appeals processes to try to shake loose the bureaucracy or to try to shake loose some definitions or some clarity on science.

So I hope that, when we look at streamlining things, we don't try to shortcut the process, the public participation. The Nez Perce community, because of our government-to-government status, has a special relationship with the federal agencies. I was glad to hear Director Shea refer to the fact of the government-to-government agreements and memorandums-of-understanding that he's doing with Indian tribes. Fortunately, we have agreements with the National Park Service through the Nez Perce Historical Park and also with the Forest Service. We have a memorandum of understanding that covers five national forests that overlap the tribe's treaty area.

We have a lot of successes that we can point to in the partnership. For example, with the Forest Service, the tribe moved in and committed our resources to help protect Mussel Shell Meadows, which is an important site because it is one of the last remaining natural sites where we see the camas, a traditional food of the Nez Perce, surviving today.

Another one was a place on the Nez Perce National Forest called McComas Meadows where we committed tribal resources to protect the streamside habitat because of its importance to the tribe in the fisheries recovery effort. We're working closely with the BLM as well, doing a lot of cadastral surveys to try to define more clearly the ownership of the Indian lands on the reservation.

It's easy for us to sit here and say we should try to provide balance between environment and economy. That's easy to say, but I recognize it's really difficult to do. I admire the three gentlemen who joined us this morning. They are here to make the tough decisions. To me, if it was an easy decision, it would be made somewhere else, so I appreciate the fact that the three of them have joined us today.

I recognize in some of the legislation that's being proposed, there is an opportunity for the state or some other entity to step in and manage the federal lands. That legislation has emerged because we want decisions to be made locally, and maybe this is one way of ensuring that. But I think we can never lose sight of what those federal lands are. They are a national asset. In addition, we can't lose sight of what those federal lands have yet to do for us. They're out there to provide sustainable

economies, but also we look to the Park Service, BLM, and Forest Service lands to work with the Nez Perce Tribe to help reverse the decline of those resources and species that are so vital, not only to the state, but also to the diversity of this state's heritage.

I thank you for this opportunity to respond to the presentations this morning.

**ANDRUS:** Jaime, thank you very much. Thanks again for filling at the last minute. It was very well done. Laura Skaer, our next respondent, is one of the newer people to our region although she is the Executive Director of the Northwest Mining Association with an office in Spokane, Washington and represents the Pacific Northwest in the area of mineral extraction. She is, as you can see from her resume, an attorney with many years experience in the oil and gas patch and as general counsel of a family-owned oil and gas production company. Ladies and gentlemen, Laura Skaer.

**SKAER:** Besides the awesome responsibility of representing the concerns of the mining industry with respect to federal lands, Governor, it looks like I also represent gender diversity on the panel. Thank you for that. Bob may be the only one in the audience that knows where I was born, and that's Kermit, Texas. My father was a wildcatter.

I think the mining industry is probably one of the most misunderstood and under-appreciated industries in our nation. To a great degree, that's our own fault because we've been spending our careers providing for the needs of this nation, providing the resources that the world demands without saying much about it.

Take a look around this room. The chairs you're sitting on, the lights, this microphone, the cameras, the computers you use—without mining, we'd have none of those. It's our public lands that happen to be the source of the minerals that enable all of this to happen, that enable this country to produce 26% of the gross national product. It's an industry that I'm here to tell you has an incredible commitment to environmental responsibility. It's an industry that produces the environment you live in, not only indoors but outdoors. It's an industry that truly protects the environment.

If you think about the environment and think about pollution and bring it to its logical conclusion, you'll have to share the viewpoint that the true polluter in the world is poverty. Poverty is the worst polluter. I heard the president of the Nature Conservancy speak about the relationship between the protection of our natural resources and an ecological hell. An important point he made is that ecological hell and economic hell go hand in hand. You can't have one without the other.

I'm honored to be here, and I appreciate what we heard this morning from the two directors, the chief, and Secretary Armstrong. I think the concerns of the mining

industry can be summed up by something my father taught me long ago: pay careful attention to the words but pay more attention to the actions. Unfortunately, the actions haven't matched the words that we heard today. The actions that we see coming out all have the appearance and result of denying access. When you think about the public lands and resource production—be it minerals, oil and gas, food, or timber—it all boils down to access. Without access to the resource, you can't produce from it and society can't benefit from it.

Pat and Mike, I really want to believe you. Our industry really wants to believe you, but we continue to see initiatives coming out of Washington, D. C. that are sending a different message than what we heard today. We see de facto wilderness creation going on in Utah, which was stopped by a lawsuit in federal district court. We see an attempt to do the same thing to circumvent the FLPMA wilderness process to create more. We see Congress saying no to a certain view of mining law reform, and we see a Secretary of Interior trying to impose a mining law reform through the back door through the regulatory process, through bureaucratic rule-making, and executive fiat, circumventing the will of the people as expressed through their elected representatives. Those are sending different messages than the ones we heard you deliver this morning.

Chief, we're concerned that in your speech this morning, you did not mention mining. You did not mention oil and gas. The mention of forestry was only in terms of sustainable forestry, but it wasn't described or defined. Really, there was no discussion of the role that mining has in the future of our national forests. There was no mention of multiple use. The forests are to be managed for multiple use as much as the lands of the Bureau of Land Management.

I think we are ready, willing, and able to sit down and solve these problems, but we have to do it in a non-adversarial setting. That means we have to learn to discern the wheat from the chaff and separate the rhetoric from reality. It has to be done in a non-adversarial fashion.

When I was in Colorado, I had the pleasure and the honor of chairing the state's Minerals, Energy, and Geology Policy Advisory Board. It was a unique board. It brought together local government, the environmental community, hydrologists, and natural resource producers in an effort to ensure that Colorado had a plan in place that guaranteed the long-term economically-sound development of its natural resources in an environmentally responsible manner. We need that same kind of effort with the federal lands because, as people move to the west, as the population increases, so do the demands for mineral resources, so does the demand for food, so does the demand for timber. We have to sit down together

er and learn to work together and ensure access. If we don't have access, then our society as we know it today comes to a grinding halt.

I want to say a few words about the Interior Columbia Basin Ecosystem Management Project or "ice-bump" (ICBEMP) as it has become fondly known. The mining industry is very concerned about this project because, while it involves 72 million acres of federally-managed land in a 140 million-acre block, mining is virtually ignored. The socio-economic analysis is fatally-flawed. 42% of the economic value from 72 million acres is due to the "non-use of the resources"? If you take that to its logical conclusion, the economic value of the Interior Columbia River Basin could go up if we shut everything down. I don't think that's logical. The natural resource production within the Interior Columbia Basin is given barely footnote discussion in an environmental impact statement that's about this thick. Yet, over \$18 billion of direct and indirect economic contribution comes from mining in the interior Columbia Basin. Mining is virtually ignored in the entire document.

We recognize that eco-system planning is a tool. We do need to think in terms of watersheds and ecosystems. You're right; they don't respect political boundaries. But Congress has mandated multiple use. It has twice rejected ecosystem planning as the law of the land, and what we fear happening is an attempt to replace multiple-use management with a new, nebulous, undefined concept that means whatever you want it to mean. So we have some concerns about that.

Mining has wanted to have a seat at the table to ensure that this process does utilize the good science, the science for which there is no dispute and which can help improve land management. The current system is broken and needs to be fixed, but I don't believe a new philosophy of management is the way to fix what's wrong with the current system. We need resources, we need local empowerment, and we need to allow the professional managers in both the Forest Service and the BLM, who know how to do the job on the ground, to do it without interference. We need to let the science be real environmental science and not political science. If we can come to that, we can start to learn how this wonderful resource we have—the federal lands in the west which contain awesome scenery, vast minerals, and clean water—can produce the minerals we need, provide the inspiration we desire, and the recreation opportunities we want. But most important, they provide the economic base for the local communities who depend on resource production to sustain the traditional lifestyles that they want.

We hear this talk about the new west, but when I travel into rural communities that are mining communities, I find that these people like being a mining community. They like the way they make a living. We saw a slide

about almost 4000 new service-oriented businesses versus 126 new mining businesses in the west. What that slide didn't tell us was the economic contribution of those businesses, the taxes that are paid, the wealth that is created, and the average revenue base. We're talking \$5-\$7/hour jobs in the service industry versus \$45,000 jobs in the mining industry plus the benefits. We've got to be realistic about the public lands, and we have to be cognizant especially of the fact that the history of the west has imposed an economic situation on the west and on the people who live there. The management of our lands must have due regard for the people who live there and who make a living there.

In conclusion, as we develop our federal land management policy in the future, I hope that the actions that we see in the future are more lined up with the words we heard today and that new actions will replace past action because our entire future as a society is at stake.

**ANDRUS:** Thank you very much, Laura. Our next responder is Carl Pope, executive director of the Sierra Club. Carl, as you can see from his resume, has been involved in working for and with the Sierra Club for more than 20 years. I think it goes back to the Alaska Lands Bill, which was the first time you and I met each other. Ladies and gentlemen, Carl Pope.

**POPE:** Thank you, Governor. I want to join the other panelists and everybody in the audience in expressing a real personal gratitude for the commitment you've shown over the years to this state and to the public dialogue in the west as we enter an era in which it sometimes seems as though we decide all of our business in the tabloids. It's really very reassuring to be able to gather together in a forum like this, and I want to thank you for your contribution.

I also want to step back a little bit. We heard presentations this morning from the three people who stepped up to the plate to do the impossible and manage the federal lands in a way that will satisfy all of their stakeholders. A number of the other panelists have mentioned how tough that job is. It is a tough job, and I think we're lucky as a people, given how we treat people in those positions, to have people still willing to do it. I would not step up to that plate, personally, and I think we all ought to express a little bit of appreciation to them for the sacrifices they're making in trying to undertake this job, and also to you, Mr. Secretary. All four of you have made a major contribution, and we've made their job harder. And that's what I want to talk about.

We've made their job harder by not being honest with ourselves about the fact that, before we can talk about processes or who has jurisdiction or whether we should follow this statute or that statute with regard to managing the public lands, we need to have a dialogue about values. We need to talk about not just what we want from

the land but about what the land means to us and what we want to give it. We want to be honest enough to admit that we don't agree necessarily, even within ourselves. We all have, inside ourselves, conflicting attitudes and values about land and what it means, and we don't all apply those values to the same parcel of land in the same way.

Everybody in the United States uses some commodities that come off the public lands. I daresay that everyone in the United States has some place that, in some sense, is very special and sacred to them and which they would fight very hard to preserve. I think everybody in the United States—certainly everybody in the western United States—has some part of the public land that they go to in order to express themselves, enjoy the outdoors, and recreate, and they are convinced that it has its highest and best use as a hiking trail or a biking trail or a ski trail. But the fact remains that the values we have about land can be and often are in conflict. I want to look quickly at three clusters of values.

The first cluster is *land as commodity* or, even in extreme forms in the last century, as a lottery. This was what Wallace Stegner meant when he talked about the “boomer tradition” in the west. They were people who came to the west to use it and move on, to make their fortune, to strike it rich. They were the '49ers in California, most of whom never planned to stay in California. Now I don't think we have very many individuals left who take that attitude towards the west, but it's unfortunately true that if you take a large multinational corporation and put it in the business of producing trees or mining or, from a distance, owning lots and lots of cows, it has a tendency to look at its bottom line. That bottom line tends to translate whatever the people involved want into treating land like a commodity. Plum Creek did not accelerate the cutting of its trees 20 years ago because they thought it was good for the land; it was what the stock market dictated. That's a reality. We do still have the use of land as a commodity going on because our economic situation puts corporations in situations in which that's the thing they do.

The second cluster of values is *land as home and livelihood*. This is the tradition that Stegner associated with the people he called the “nesters,” the people who came west to homestead with their families, to build a community, and to create ongoing jobs and livelihoods. That is still very much alive and well, and, in fact, the new people moving into the west, the people who were talked about this morning, are coming to the west to build families and livelihoods. They are coming to nest. So the new wave of immigration into the west is by and large a nester wave. Those are the values they bring to the land.

The third aspect of land is *land as temple or play-*

*ground*, land as a place to express the sacred or to experience a connection with nature. While there probably haven't ever been very many people in the west, except perhaps the first Americans, who mainly focused on that set of values, it's fair to say that set of values is growing larger in our culture. It's a set of values that those who don't live in the west but who are shareholders in the public lands and many of those who are moving to the west attach more importance to.

These values are not necessarily in conflict, but they are certainly potentially in conflict. I think there were really three ways we could have brought them together and resolved them. The first one was in 1492. We could have consulted the conservation biologists of the day, had they existed, and they would probably have told us that if we had taken the right quarter or a third of this continent and left it with the Nez Perce and their fellows, we would never have needed an Endangered Species Act because we would never have endangered any species. We didn't do that, we didn't take the opportunity, we didn't have the knowledge or, frankly, the desire to take care of the long-term when Europeans first came to this continent.

So we're now stuck with the situation in which we haven't set the right quarter of the land aside. A lot of the right quarter of the land, virtually all of it east of the Mississippi, is in private hands and has been subdivided into such small pieces that natural processes and wildlife almost don't have room to function.

In the west, we had a second chance, and I think we still, for a little while longer, have a second chance. That chance was to take the public lands and say, “There are enough of them that if we manage them right, we can preserve the natural systems, the wildlife, the spiritual values, the ecological values, and still be able to have homes and livelihoods and enjoy being in their vicinity.” That I think was the concept behind the multiple use mission. That was the spirit behind the federal land laws of the first part of this century and their reforms over the last twenty years.

I think it's pretty clear we haven't gotten there. We haven't gotten there when 40% of the national forests are facing a threat of a catastrophic fire. It's obvious that nobody ever wanted that. That was never part of anybody's plan or anybody's values, but we've made mistakes. We're not there when virtually every major fishery in the western United States is either gone, going, or in danger. We haven't been able to sustain a single major fishery in the western United States with the kind of multiple-use public land management that we've practiced for the last 100 years. And I don't think we've gotten there when after only 100 years of the U. S. Forest Service, we've logged 95% of our old growth, and many national forests have between 5% and 9% of

their timber base in late-seral stage old-growth conditions. That's not enough for a healthy ecology. That's not really sustained management of the forest.

We have an opportunity to turn that around now. The people we heard from this morning are the people who will be on the front line in doing that. I want to get back to Bob Armstrong's question about "Where is the puck going to be?" The puck in this country is going to be around a set of underlying values toward land that are going to mandate that we accomplish this mission.

I think Americans are basically mostly conservative. I know that Americans are, by and large, religious. Most Americans say that they are environmentalists. If you look at the values of those three traditions, they each have a very strong concept. It's stewardship in the religious tradition. It's piety in the conservative tradition; it's prudence; it's the idea of being careful and not assuming we know more than we do. And it's the land ethic in the environmental tradition. A realistic conversation about the future of the federal lands needs to at least take into account the likelihood that what the American people, who are the owners of this public estate, are going to insist on in the next century is that their public lands be managed in a way that meets that cluster of values about what we give to the land, about seeing ourselves as part of the land, not as the masters of the land. That's the values dialogue we need to have, and it won't be agreed to by everyone. There are still conflicts, and we need to lay them on the table and talk about them.

Thank you.

**ANDRUS:** Carl, thank you very much. Our cleanup hitter today on the responders, before we get to the question-and-answer part and some comments from Yvonne Ferrell, will be a member of a pioneer livestock family, the Little family, a leader in livestock politics and business throughout the history of this state, Brad Little. Brad.

**LITTLE:** Thank you, Governor. Carl, I thought I was going to have a big disagreement with you, and I don't. I guess that's my speech, and I'll leave. It *is* an issue of values, and I think that is the big question.

I've been involved in public land politics, as the governor alluded to, for quite a while these last ten years, and I've done everything. I've been the administration route. Both Mike and Bob and I have argued in several different forums over the last seven or eight years, and I haven't met with a lot of success. I was there when Secretary Babbitt rolled out his rangeland reform. I was on a land exchange group of interested people that met about land exchange. My good friend Jon Marvel and I tried to resolve the grazing fee incentive deal, and you're probably surprised that we didn't get that resolved. I was appointed to the Western States Public Lands Task

Force, and we didn't have very good luck.

So then the livestock industry tried legislation. We tried once and failed. We tried again, and we're doing fair, but I wouldn't bet the ranch on it. I've been the litigation route two different times, and that's high-centered somewhere. Then I thought I'd try collaboration and negotiation, and with several people in the room, Bill Meyers and I met with some of Carl's people and the National Wildlife Federation people, and we're still meeting. On the timber side, I've worked with Tom Nelson, who's here and who is a member of the Quincy Library group. As a matter of fact, just this week that group is rolling out proposals about five or six pilot projects to be tried in different areas of the forest to maybe change and streamline the administration.

But what we do agree on when I get with my friends on the environmental side of the issue is that it isn't where the puck is. It's that the puck is frozen; it's not moving. We want the puck to move. I think it's frozen because of litigation. There is a variety of reasons, but nothing is happening. There is this increased growth in population, and people with more disposable income and more time want amenities. Elk hunters want more habitat. The issues that need to be resolved are frozen, and my cowboy and shepherd friends and I are probably part of the problem. I think we're all part of the problem, but something has to happen.

When I have coffee at Emmett, Idaho in the morning with my rancher and logger friends, they are really unhappy. I don't know how it is out at Micron because I'm not smart enough to drink coffee there, but I know ranchers and loggers are unhappy with the change in rules. Somebody gave them a set of standards they had to meet. They met them, and now the standards have changed. They're unhappy with their lack of input. They're unhappy that we sent 40,000 comments opposed to rangeland reform, and we got rangeland reform. We're unhappy in Idaho because we didn't want grizzly bears. We're unhappy that when Cecil Andrus was governor, he said he didn't want wolves, and now we have wolves. We're unhappy with the low morale that exists with the agencies, both the Forest Service and the BLM, although not everywhere. I think it's because that puck is frozen. I'd hope that Governor Andrus is successful and that we can move the puck somewhere.

When Jack Ward Thomas was Chief of the Forest Service, we had a big meeting here in Boise and broke into those little groups where we sang Kum-by-yah and all that. I remember Jack, sitting at the table with his glasses down on his nose, saying, "One thing I know here: local, local, local." Well, then Jack left, and that's the last I've seen of the Forest Service except for the ICBEMP (Interior Columbia Basin Ecosystem Management Project), which is written from Walla Walla.

We don't see local, local, local here. What we did see—we didn't like it but we did it—was the RMP process on the BLM side. We saw the forest plan on the forest side. Now they said all that's frozen. We're going to bring you an 18-inch document which you're going to digest, and that's what you're going to get.

Another thing we used to have was one agency to deal with. We either dealt with the Forest Service or the BLM. Of course as the Endangered Species Act has come along, that's gotten to be a much bigger problem. My brother grazes cows, and Dad grazes cows in Bear Valley. The President has to have a cabinet meeting for him to be able to decide when to turn the cows out. He's got the Forest Service, which is the Department of Agriculture. He's got the National Marine Fisheries, which plays the big card, the Department of Commerce. He knows the Secretary of Commerce knows all about cows in Bear Valley. He's got the Fish & Wildlife Service, which is Interior. He's got the Army Corps of Engineers, which is in the Department of Defense. He's got the BPA, and I don't know where those guys are from. He's got the Idaho Fish & Game. He's got the EPA, and now we have the tribe managing the wolves there. Now that is a puck-freezing situation if there ever was one.

Steve Mealey tried to preach to me passionately how good this ICBEMP was when it first came out, but—not that I don't always believe the director when he talks to me—what we've gleaned out of it is that there are 166 new standards, 399 new guidelines, and two additional levels of analysis when it comes out. Now maybe Boise Cascade or Coeur d'Alene Mines or a consortium of big ranches or maybe the Rocky Mountain Elk Foundation can figure it out, but the guy that goes up there and hunts elk, the guy that runs a few cows, and the guy that does casual mining are not going to be able to cope with that. Somehow we have to localize the administration of that problem. I think, Governor, that the question for the future of public lands is how do we do that? That's the problem that I see.

The faith that's out there in the rural communities is pretty shattered at this point with what exists out there. Secretary Armstrong talked about the riparian areas and the open space—you know there is an enormous amount of riparian area and open space that is on private land—but as our margins are squeezed on public lands—you heard about the timber cut—we're going to have to get more production off those private lands. The public land I run onto has way more restrictions on it than our own private land. I lease a little ground from Boise Cascade. They don't have nearly the restrictions on their private ground that are on the adjacent Forest Service land.

But I think we're probably all guilty because we've sued them from hither and yon. I passed my favorite leg-

islation—I used to be able to but I'm not very good at it anymore—and some of you passed your favorite legislation, and it's frozen the puck.

Fire control has gotten to be an incredible expense. Now all the ranchers are afraid to take their disk out and disk out across a place for fear they might damage some cheat grass plant, and ranchers don't do the firefighting they used to do. As a result, the taxpayers of Missouri and Vermont are paying more and more for it. We need to get the local people involved.

Chief Dombeck talked about the Henry's Fork. You need to read the story about the Quincy Library Group. It's still tenuous at best, and it still has to get through the Senate, but I look at the situation in Idaho. People are discouraged about the fact that they can't get things done. Locally, they're afraid things aren't getting done. They've got a build-up of old growth timber; they don't have enough money. That's the exact climate that existed in northern California in those three forests when those 20 people started meeting in that library. They met 50+ times, and then they had to go to Congress and get legislation to get it done. Surely we don't need 500 Quincy Library groups all over the United States. That's still tenuous. Something has to be done. I hope there will be some way to allow the local people to resolve some of these issues.

We graze a few sheep up on the Boise front on land operated by the Idaho Fish and Game. I have trouble with some of my livestock colleagues, and I tell them it's the best landlord I've got. They know where the puck is. They know that they want to create more forage for deer over there; they know there is going to be increased wildlife; they know they want bird habitat up there. But they know where the puck is going. Right across the fence on BLM ground, the puck is frozen. Maybe we need to give all the ground to the Department of Fish and Game. Maybe we need to give it to the Ada County Fish and Game League. Maybe we need to give it to the Boise Front Coalition. But somebody has to get it and get the puck going. I hope that's the future, but it's not very good out in the country where I am right now.

Thank you, Governor.

**ANDRUS:** Thank you very much, Brad. Ladies and gentlemen, I've just received a note that another one of our panelists has to leave. I'm going to use a little bit of executive privilege here and alter the program you received in your packet because of the fact that the subpoena was never lifted. Therefore I know that the Chief has to leave here in about 15 or 20 minutes, and Carl has just received a phone call that he has to leave and get on a plane. I'm going to ask you four gentlemen to move up to those chairs on the stage if you would, please, and we'll get some dialogue going among us. Yvonne will make some comments and ask a question; then we'll go

to this group who can ask anyone a question and vice versa. Then we'll have our break when they have to leave.

Yvonne Ferrell, long-time friend of mine, director of Idaho Department of Parks and Recreation for the state of Idaho, a super manager, and a great lady.

**YVONNE FERRELL:** I am not on your program. I complained, and that's why I'm here. Let that be a lesson to you. I have two comments, and I'll try to be brief. They are very pragmatic and both of them deal with funding and are mostly directed to Chief Dombeck and to Director Shea.

Idaho has the largest percentage of recreationists per household of any state in the nation. Whether they are kayakers, hikers, skiers, snowmobilers, or boaters, nearly everybody in Idaho recreates. Contrary to what our neighboring coastal states might think—they refer to us as a dry state—Idaho has more registered power boats than any state west of the Mississippi.

Access to our public lands is near and dear to all of us, to our hunters, our fishers, our recreationists. We hear a great deal of rhetoric about the importance of recreation on public lands. We read it in the paper, but we are not seeing it supported financially. Our agency collects the fees from those recreationists through dedicated funds. The majority of those dedicated funds goes to provide recreational facilities on Forest Service and BLM lands, but the Idaho recreationists cannot continue to do it all. Right now, I feel that the Forest Service especially, with growing demands for recreation and public access, is receiving diminishing recreation budgets. Trails cannot be kept up. We're hearing it all the time.

The surveys done by BSU and the University of Idaho tell us that the number one priority for Idaho residents is access to the public lands, whether they hike or do other forms of recreation. Yet I don't think it's getting the fiscal attention that it should. I'm not asking for a comment back on that, but I think you need to know how we feel here.

The other pragmatic fiscal issue is the model fee program that you are initiating on your federal lands. I am certainly not opposed to that. We have been charging fees in Idaho for use of public lands for eons. The public is very willing to pay those fees if they know the fees are going back to take care of the lands that they're paying to use, but I don't sense that at the D.C. level and the regional levels, there is awareness that there are other public land managers who also have fee systems. If we continue to jerk the public around with a multitude of fee systems, we're all going to lose because we have to have some kind of a consistent fee structure for residents and visitors to public lands, a system that makes sense to them, or pretty soon it gets too confusing, and people just throw up their hands in frustration.

Please think about the impact of these model fee programs and talk to the states about how we can work together to devise a sensible approach to establishing fees on the public lands that need to have them. That's all I have to say.

**ANDRUS:** Yvonne, thank you very much. ❖

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Keynote Speakers, Panelists, Conferees

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**ANDRUS:** Dr. Freemuth is going to move around out here in the audience, too. I'm going to give my friends from the federal government, the three land managers, the chance to ask a question of the responders who responded to them. Then I'm going to go back and forth here, and Freemuth will find someone out there who wants to shoot at both of you. Friendly. Friendly fire.

**DOMBECK:** Since I have to leave in a little while, I'd like to ask a question of anyone. As I have approached my job for the last several years, one of the things I do is look continually for zones of agreement where we can move forward and make progress. I have heard many times what Brad has said and have been very concerned about it. Somehow we seem to drift and spend a lot of time in the zone of adversity. Why is it that we can't spend a lot more time in the zone of agreement where we can move the puck forward?

One of the things I'm very concerned with is just the efficient use of our organizational resources, the dollars, and the people. We are spending too many of those resources in the areas of gridlock. Maybe we just don't talk about the successes enough—the various partnerships; Trout Creek Mountain; the things we've done with Rocky Mountain Elk Foundation, with Trout Unlimited, with the various tribes; our partnerships with the industries; even some of the successes in land acquisitions; the fact that the mining industry is a key player in Nevada, and things like that. How can we move to spend more time and organizational energy in the zone of agreement or at least the zone of partial agreement?

**ANDRUS:** Who wants to take a shot at that?

**MUNSON:** Let me take a shot at that. I think, quite honestly, there is a disenfranchisement from the people here who are the users. We have model projects, and they are good projects. They definitely capture the ownership of the people involved and the players involved. But I see sometimes so many management requirements that are placed on district rangers and area managers in both BLM and Forest Service that those people are pulled away from the people in the communities. There is a tremendous need for a bottom-up rejuvenation so that the communication at the local level can take place and so that the district rangers and the area managers can become friends of all the constituents here. You accomplish that through leadership at the top level that encour-

ages the bottom-up leadership so that they meet in the middle and things get done.

**ANDRUS:** Carl, you have to leave, so do you want to respond to that?

**POPE:** There are two sets of feelings of disenfranchisement. There is obviously one in the communities that are close to the federal lands, but everyone in the room needs to be aware that millions of Americans feel very disenfranchised from their ability to influence what happens on the public lands. There is anxiety that the reason local processes are being sought is so that the values of the majority of the people, who own the public lands and who don't live close to most of them, will really not be represented. For these processes to work, we have to find a way to represent those values at the table. Again, that is a challenge. But unless all of the values of all of the stakeholders are part of the process, that process will be challenged both politically and in the courts. That's just a reality, and it works both ways.

**ANDRUS:** Anyone else? Laura?

**SKAER:** Yes, I really agree with Bob about the need to get it back to the local level and away from this top-down command and control. I know we're not here to do federal-bashing, Governor, but since I know you've taken a couple of shots at her in the past, I'm going to, too. We've got to stop this top-down command and control. Katie McGinty's management philosophy gets imposed on the land managers at the local level where they are spinning because the law and the policy tell them one thing, but they are getting political directives to do another. If I were a federal land manager, I would feel like a ball in a tennis match that keeps getting batted back and forth. We've got to empower them.

The other thing we need to do is to bring accountability to the appeals process. Asarco is now in the tenth year of a permitting process at Rock Creek in Noxon, Montana. Sanders County is the poorest county in the state of Montana. It has the highest unemployment level. The people there are crying to go to work at a \$10 million/year payroll; yet, this process gets appealed and delayed and protested at every step of the way, and there is no accountability. It doesn't matter how frivolous the appeals are. It's a crime that it's taking 7, 8, 9, 10 years to permit a natural resource project in an area that has been an historic mining district.



We have to find some way, whether through the posting of bonds or the payment of costs for frivolous appeals, to bring some accountability so that the resources aren't tied up in the litigation side and the appeals side but are handled through professional, on-the-ground, land management decisions.

**ANDRUS:** Laura, I don't mean to be discourteous, but some of these speakers have only a few minutes, and I want to give Pat Shea a chance.

**SHEA:** I recommended one book, the *Atlas of the New West*. I'd like to recommend another. The author is here, the former mayor of Missoula, Dan Kemmis. It is *The Community and Politics of Place*. I would heartily urge everyone to read it. It talks about the ability at the local level to incorporate a process that is not federal, not state, not local, but is community. It creates a sense of trust in a decision-making process that goes forward.

And Laura, you've got to get your facts straight. You talked about the lawsuit in Utah stopping a wilderness proposal. What that lawsuit did was stop an inventory that was two weeks away from being done. When I go back there and BLM has to restart it, we're going to have to spend hundreds of thousands of dollars because of your silly lawsuit. If we're going to talk about this, let's also talk about the Pegasus Gold Mine in Nevada that has now gone into bankruptcy, and we're going to spend millions of taxpayer dollars to get that corrected.

When you talk about 3809, let's get that straight, too. That is a proposal that is going to go out and is going to be discussed publicly. Just because you can't make a deal behind the scenes doesn't mean it isn't good public policy.

**ANDRUS:** OK. Laura, I can't let you hit back right now because I don't have time, but you'll get another chance. Carl?

**POPE:** I have a question for Mike, which I think follows on Laura's theme. We are currently in a lawsuit before the U. S. Supreme Court in which we are trying to say that the appropriate place for us to do litigation with regard to the Forest Service is at the level of a forest plan where we can do it one time for the whole forest plan, settle the issues, and move on. Now in fact the Clinton Administration has taken the position that we shouldn't have that right. We should have to wait and have to sue over every timber sale. What would you suggest as a way that we could enable everybody to have one day in court but only one day? I think that's probably something the people on this panel could agree about. How can we get there since we seem to be in a kind of shell game; you can't sue here, you can't sue there. So...when do you sue?

**DOMBECK:** I think what we have is a system where people are looking for as many levers as possible to work on the system. Natural resource management by

litigation is probably the most inefficient thing we do. Think about the owl issue, for example. If we had spent the amount of money through the years on the land that we spent in litigation and the appeals process that ultimately ended up in shutting down the entire timber programs in some of those areas, we'd be a lot better off. Now I'm not an expert on litigation, but I had many of the same reservations you did concerning the issue that's before the Supreme Court today.

**ANDRUS:** Ladies and gentlemen, two of our people have to leave. I regret very much that I couldn't get that subpoena lifted, enjoy Mr. Dombeck's presence today, and let him go on to Oregon tomorrow where he is committed to meet with Governor Kitzhaber and some people over there. He has to go, and Carl, too, has to leave. We'll take a 15-minute break for coffee and cookies, and then we'll come back in. Then the audience will get involved with the three survivors on this side and the five over here.

Mike Dombeck, thank you very much, sir, for your participation. It was a hot seat. Thank you.

**SKAER:** In response to your comment on Pegasus, it is in a financial reorganization—it's a Chapter 11, not a Chapter 7. The mine is still operating, and there are financial assurances posted, as you should know, with both the BLM and with the Nevada agency. There is no evidence and I have no knowledge of any environmental concerns or any reclamation concern that isn't within the confines that would not be addressed by those financial assurances. That mine is still producing.

The problem with 3809 is that there is no proposal. The mining industry has been asking for over a year now, where is your proposal? Where is the statement of need? Where is the NEPA process? We're still looking for a proposal. When we see a proposal, then we'll be able to comment. It's very difficult to comment when there is no proposal, just a continuing set of signals from the Secretary that says our mind is already made up.

**ANDRUS:** OK, Pat. You want to fire back or leave it there?

**SHEA:** Laura, if you were in my position, would you feel comfortable—assume for a moment that Chapter 11 moves to Chapter 7—that the “financial assurances” that are in place would be sufficient to do the cleanup?

**SKAER:** I have no reason to know that they are not. I don't know that there is any evidence that they are not. There is no evidence of a problem that's out there.

**SHEA:** You have worked around the acid leach cleanup problems there?

**SKAER:** I'm aware of the acid rock drainage issues. I'm also aware that the mining industry has developed the technology to deal with those issues. The technology is available. There are financial assurances in place, and I think we're speculating now over what may or may not

happen. You and I, as we sit here today, don't know where Pegasus is going to go. We don't know whether someone is going to acquire them.

**SHEA:** Just one observation. If I as a homeowner could get away with insuring my house for the same level as the financial assurances that you keep saying are meant to cover the cleanup, I'd be a very happy camper because my insurance rates would go down significantly. The idea that these financial assurances are going to have the effect they're meant to have is daydreaming, in my judgment.

**ANDRUS:** OK. I'm going to stop the sparring right there. Those two who were just talking are both lawyers, you need to understand. They are. They're both lawyers. That reminds me that we have some C.L.E. attorneys here. Make sure you leave your card with an usher at the door or you don't get credit for the continuing education benefits. To our friends, the members of the Bar, make sure you drop it off.

We're going to spend two minutes here with Dr. Freemuth, who will tell you about a recent survey conducted, not by the Andrus Center, but by Boise State University. Then we go back to dog-eat-dog.

**FREEMUTH:** I was talking to Brad briefly at break. I think a better analogy for the frozen puck is that we've got 45 pucks on the ice, and we don't know which way to hit any of them or which one to hit. That may be a lot of our problem.

The other thing is we're not going to get to a lot of your comments today. The written comments had a lot to do with political management and how bad it is that these agencies have political management above them. How many of you really are opposed to top-down management? What you really want is your top dogs to be doing the management. Think about that one.

Anyway, this survey data I'm going to give you are eight quick questions. The people of Idaho were interviewed in November of 1997 as part of a bigger survey BSU does every year. These are current views of Idahoans on issues related to federal lands. This is going to disturb some of you, make some of you happy, and confuse a lot of us.

653 people were interviewed. The margin of error here is 4%.

**Question 1:** Timber harvesting is an appropriate use of the national forests in Idaho. 77.4% agree with the statement. 19.7% disagree; 2.9% don't know.

**Question 2:** Livestock grazing is an appropriate use of the national forests and BLM lands in Idaho. 80% agree with the statement; 17% disagree; 2.3% don't know.

**Question 3:** Idaho currently has enough congressionally-designated wilderness within the state. 77% agree with that statement; 17.9% disagree; 4% don't know.

**Question 4:** Recreation uses should take preference over resource extraction activities on the federal lands in Idaho. 40% agree; 50% disagree; 8% don't know.

**Question 5:** This question is about whether or not all these ideas about transferring certain federal lands to the states resonates with Idahoans. 14% support transfer under any conditions; 60% will take a look at transfer only if a state management agency must comply with all existing federal environmental laws; 21% do not support transfer under any conditions; 3% don't know.

**Question 6:** Do you support amending the Endangered Species Act to provide incentives to private landowners to protect species on their property? 66% support; 28% do not support; 5% don't know.

**Question 7:** The Park Service should protect park resources even if it means curtailing the number of visitors to the parks. 76% of Idahoans support that; 22% disagree; 1% don't know.

**Question 8:** I support the policy of greatly limiting automobile use in the national parks, such as Grand Canyon and Zion. 73% agree; 23% disagree; 3% don't know.

It's a mixed bag; that's a lot of status quo among Idahoans. No survey question is perfect, but that's a snapshot from late last year on those particular questions. Draw whatever conclusions you want to draw. I'm not going to get into the business of interpretation.

**ANDRUS:** Thank you. Director Stanton, speaking of transportation in the national parks, are we in fact going to take the automobiles off the south side of the canyon and have mass transportation in the Grand Canyon?

**STANTON:** That's our objective. We have a plan along those lines in the development stage. In addition, we have a similar plan on the way for Yosemite Valley and for Zion National Park. It's not to persuade people not to visit the park but rather to take an alternate way of traveling through the park in lieu of their individual automobiles. The systems that are being planned will provide for a parking facility with adjacent visitor facilities—restrooms, restaurants—and then a mode of transportation on a light rail bus or what have you through the interior of the park.

**ANDRUS:** Bob, you mean alternate without being mandatory? And then two years later you're forced to make it mandatory? And then you can say we tried?

**STANTON:** That may be the case. I'm not ready for a dog fight right now.

**ANDRUS:** Any questions for our distinguished guest? OK, Mr. Shea.

**SHEA:** John is going to do a longitudinal study for us by including on the questionnaire—recreation uses vs. resource extraction. I would say that's a system in flux, and at least for the BLM, we're going to do that.

Mr. Hahn, where are you? Would you stand up? And

Debra Hennessey, where are you? Meet Mr. Hahn. We're going to try to do an alternative dispute resolution, and I'd like you two to talk afterwards. We're just doing a little business here.

**ANDRUS:** We're starting to get to know each other on a first-name basis. Craig Gehrke, are you still here? Joe Hinson, you still here? The only way we got the water quality regs through is that those two men got together, not exactly as friends, and they came into my office—I had a different job then. Now I'm unemployed. In those days, I was Governor. They came in and said, "We can't get along; we can't write these regs." I said, "Well, I've got the regs from the Wilderness Society and the ICL group, and I have the regs from the timber industry. Whichever one of you leaves the table first, I'm going to implement the other side's regs." That's a true story. Mr. Gehrke will tell you. He looked at me as though I had just crawled out from under a rock, and you know, they started going to lunch together. They started talking and came back to the table. You may not think that the water quality regs are perfect, but at least we have them. Those two men learned that the other one didn't have horns. I think they went to lunch dutch; I don't think either one of them ever broke down and bought the other lunch.

That's where we are today. So Brad Little can pick up the telephone, call Pat Shea, and say, "Patrick, let's have lunch."

Back to you, Professor.

**FREEMUTH:** OK. Let's hear from you. I'll give people up here the opportunity to ask you a question. If you ask them a hard question, they get to respond and maybe back to you. I'm looking for hands. I'm not letting go of this microphone. No polemics. You may have to come to me, and I'll hold it for you while you ask your question.

**QUESTION:** This is for Director Stanton and for the Forest Service. It has to do with the bison issue at Yellowstone where the traditional wintering grounds, where bison may have been 150 years ago, are now taken up by national forest land and private land adjacent to the park. Is there any discussion within the Park Service and the Forest Service of extending the boundaries of the park or entering into common management arrangements to permit bison to enter into lands which they would have used traditionally as wintering areas so that we don't have to have the continual slaughter of our wildlife?

**STANTON:** I appreciate your question. The question was relevant to the management of bison and perhaps expanding the winter range. Two fronts. One is that there has been agreement between Secretary Glickman of Agriculture and Secretary Babbitt, working jointly with the leadership of Wyoming and Montana, to develop an

environmental impact statement that would provide for the long-term management of bison inside and outside of Yellowstone National Park. I'm pleased to announce that there is funding available this fiscal year to acquire properties on the north boundary of Yellowstone National Park, lands that will significantly extend the winter range for the bison. We hope that acquisition will be in place for next winter. So we're very optimistic that the circumstances that occurred last winter will not occur again in the history of bison management in Yellowstone.

**QUESTION** (Gary Garrison, NW Timber Workers Resource Council):

I had a question I thought of as rhetorical, but I've changed my mind. I want an answer. I feel like I'm under double jeopardy when I go onto park land or on Forest Service land, and I want to go for a hike. I have to pay a fee in some areas, and from what I hear, it's going to be fees all over the place.

My question to you is: Are you willing to accept fees as your sole source of income?

**STANTON:** No. In brief, I am convinced that there will always be a need for appropriated funds to carry out the responsibilities of the National Park Service. Plus, implicit in the fee-demonstration program that Congress authorized a year ago is an opportunity for the users of the parks to provide revenues that are in addition to the normal Congressional appropriation and not in lieu of. So combining the direct appropriations with the fee revenues, private sector donations, public service donations, in-kind services, and what-have-you will enable us to achieve the level of maintenance, preservation of resources, and quality of visitor services that the American public expects. But never will parks be self-sufficient in terms of fees only.

**SHEA:** If I could answer on behalf of BLM, we have a budget of \$1.3 billion. \$500 million of that is a pass-through. One of the things I want to make sure everyone understands is that this year, the President has authorized a 15% increase in the PILT [Payment in Lieu of Taxes] payments to the counties. So I think we have a real convergence of interests there.

If you're saying to me that fees mean oil, gas, and mineral rights, I'd be happy to switch over and run it as a business where I get a royalty rights instead of, in many instances, giving it away.

At the end of the battle in Congress over the 1872 Mining Law—and I think Laura and I might agree on this—people were so close to an agreement that it was tragic that a calm head like Governor Andrus couldn't have been there to say, "Let's make this work." His example of the water situation in Idaho is a good one because it is inexcusable to me that someone can go out and literally get millions of dollars by paying the annual

work assessment on it. That's the way the law was written in 1872, and that's the way it's written in 1998. I think we need to come up with a different system, but in my lifetime, you're not going to see BLM run solely on a fee.

**FREEMUTH:** Isn't it another dilemma with fees, just to expand on this, that the people who pay the fees then begin to think they should have more say on how things are run, or that parks have to promote more visitor use because of fees? Then other values might get short-changed.

**SHEA:** In Mike's absence, let me say on the road question that part of the reason he announced that policy is that with the decline, for whatever reason, in the harvesting of timber, the money available for roads was getting less as time went on. So I think a fee base does create a certain policy direction that you may not like in the end.

**STANTON:** I have not experienced any increased expectation on the part of the visitors who are paying a higher fee to enter the park or to make use of recreational resources. The point that Secretary Armstrong made earlier is that Congress has given us, for the very first time, the authorization to retain the fees and apply them to upgrading facilities in the park. The visitors, understanding that, say that's fine.

We've had donation boxes in a number of our visitor centers, and it was anticipated that once the fees went up, visitors would stop donating. The interesting thing to us is that the American people have a tremendous love for their natural and cultural heritages, and they continue to donate in anticipation that those funds will be used for expanding educational and visitor services. It's an interesting phenomenon.

**FREEMUTH:** This would be opposed to the IRS, which doesn't have too many collection boxes.

**QUESTION:** I would like to address a question to the group at large, including the folks on the panel. The 1990's in America seems to be the decade of super-sizing, everything from Big Macs to sport utility vehicles to larger houses. Yet we talk a lot about meeting the demands of the American public, so I have two questions.

No. 1: Are those demands within sustainable limits?

No. 2: If they are not, what is our responsibility as land managers, agency and industry reps, and concerned citizens in addressing that issue?

**ENGLISH:** From a wood products standpoint, the demand will increase. We're talking 45 billion board feet today, 47 billion feet on a good market. We talked earlier today about the population increases throughout the United States. People demand fiber. They demand shelter, so you build houses. They demand paper and all the products that are produced from the federal timber.

It's not sustaining. We have to figure out how to grow more timber so we can supply that demand. That's a concern that I have.

**LITTLE:** I'll give my perspective on the recreation side of it. Give the wilderness to the Wilderness Society, and let them do whatever they do to maximize the capital out of it. I disagree strongly with the way the question was worded, that all these laws are great. Everyone thinks the law's great that protects them. We ranchers think the Taylor Grazing Act is right next to the Bible. Jon Marvel thinks Section 303(d) of the Clean Water Act, or whatever he sues us under, is the Bible. Everybody likes their section of the law, but until you get it into the hands of those who can maximize that capital and maximize that resource, nothing is going to happen.

**SKAER:** From a mineral standpoint, if it can't be grown, it's got to be mined. Without access, it is not going to be grown or cut or mined. Yes, the resources are there, but they are more difficult to find. The issue is, are we going to be allowed access to get to those mineral deposits to produce the minerals that go into the products that society is demanding?

The second part of your question is about whether we have an obligation as land managers or as leaders of businesses or trade associations or whatever to determine whether those demands are sustainable. I don't even begin to pretend to have that ability or that vision, but in studying 225 years of American history, I have learned to trust that the American people are smart enough to figure it out. If it gets to the point where things need to change, it will be changed at the ballot box where it ought to be in a democracy. It should not be dictated from the top down or by business or by government officials. I have an awful lot of faith in our system of democracy and the ability of the American people to rise to the occasion.

**PINKHAM:** My concern is that too often when we talk about sustainability, we take too narrow a view of what is sustainable. When we talk about whether forest products are sustainable, to the Nez Perce Tribe, when we talk in our terms, does that mean that traditional foods and medicines are sustainable? It's a dog-eat-dog world, Governor, but we don't eat dog, we eat salmon. We're concerned—is the salmon sustainable? When we try to define these things, we take a too narrow view of what sustainability is.

**ANDRUS:** I see a few executives from the Fish & Game Commission, seated out here. Now is a good chance if you want to ask a question. You're already exposed—you're here. Be thinking about it. No pressure at all, gentlemen, none at all.

**QUESTION** (Jim Trenholm, Retired Forest Service): Chief Dombeck said, "How do we come

together?” It seems to me we have a terrible problem. I remember a sign on the wall of the public affairs specialist of the Payette Forest about ten years ago. It said, “The greatest problem in communication is the illusion that it has been achieved.” We use the same words to mean different things. The words “closed road” mean to most Forest Service people getting rid of the road. The real definition, by law, is to put up a gate but the road still exists. Yet we don’t seem to do that. In the Interior Columbia Basin Ecosystem Management Project EIS drafts, the definition of an interstate highway is called “major road.” The definition of a road is actually a functional classification. No wonder we don’t understand each other. Then the harder we try to explain to each other, the further apart we get.

**FREEMUTH:** Does anyone from the Forest Service want to speak to this? Is Mike gone?

**ANDRUS:** That was more of a statement than a question, a darned good one. Would anyone like to elaborate on it? or just take it to heart?

**QUESTION:** (Scott Reed, attorney, Coeur d’Alene): Laura and Brad talked about local, local, local. We have to make decisions at the local level. My question is who decides what’s local when the locals can’t agree? Jim English and I went through that with some Audubon people, talking about Forest Service appeals and could we reach some kind of agreement about limiting or doing something like that. We got nowhere. In a community like Coeur d’Alene or McCall or Boise, you have strident groups of tree-huggers and strident groups of loggers. What’s “local” and who decides what is local?

**LITTLE:** In some of the instances—since Carl’s not here, I’ll represent the Sierra Club [laughter]—we talked about the values. He talked about a religious connection with the land. We’ve got it—we call it work—but there are some of the communities, particularly the real rural communities in Idaho where those people are really non-existent. There is a problem there, but as you look at the map of the population of Idaho, that will get to be less and less of a problem, faster than I care to think about.

It’s like a pressure cooker in my mind. Nothing happens until the pressure valve on the top comes up. On the Boise Front, until the motorcycles had just decimated it and torn it all up, the community didn’t come together and say, “This is what we’re going to do. We’re going to close these roads.” But after it happened, they went to the county commissioners and said, “We want law enforcement up there.” In Quincy, they were afraid the whole thing was going to burn down, and nobody could cut a tree. Local control doesn’t happen until the top comes up on the pressure cooker.

Where I’ve been in Idaho, the top is about to come up in a lot of places. I think it’s going to happen, but there has to be a certain amount of pressure from both sides

before everyone will get together and spend the time where it needs to happen. But I think it’s happening here.

**SHEA:** One thing I would observe, Brad, is that California may well be a foreshadowing of something that will happen in Idaho and in Utah and in Wyoming and in Montana. They went through proposition 13, the tax rebellion. There was a great deal of animus and a great deal of political posturing. Now, under a Republican governor with two Democratic senators, they have come up with a statewide biodiversity council, they have regional plans that include building and use restrictions, and that was what I was trying to demonstrate with the demographic facts this morning.

We simply have to start thinking on a regional basis. There is a wonderful book called *Nine Nations*, which was written in 1982 and talked about the different ethnic and cultural traditions of different regions of the country. The idea that we somehow are bound in making political and economic decisions by arbitrary lines that were drawn in the 19th Century doesn’t make sense. Corporations don’t function that way. You’ve seen that with the consolidation of many of the banks and a lot of the corporate power today. So I think the political part needs to begin thinking in terms of ecosystems, and river basins. Those are the natural lines of commerce and, in many instances, the cultural lines that need to be recognized.

**QUESTION:** I’d like to ask Director Shea to update us on the management of the Grand Staircase-Escalante National Monument and the management plan you’re developing. I wonder if the state of Utah and the affected counties have joined with the BLM in participating agency status. If not, how could that happen? If so, how is it developing?

**SHEA:** Thanks, Mom. [Laughter] Is Bill Lamb here? He is our state director in Utah. I think the process, after a very rocky start, is off and running. I don’t think they yet are a participating agency. Governor Leavitt has put five of his professionals, who are still on the state payroll, in Cedar City, working with Jerry Meredith. We have had a number of bumps in the road, mostly dealing with lawsuits.

It’s very interesting, when I go back to Utah, a number of people say, “I want to talk to you.” These are the very people who have sued me. I’ve been a lawyer for 24 years, and I know that if you’re sued, the only place you talk is in court. So I said, “Look. You drop your lawsuit, and we’ll talk for the rest of the day, the rest of the week, the rest of the month, however long it takes to solve the problem.” They haven’t dropped their lawsuits, so we are caught in this situation and the inventory question. We’re bound up in this legal process when we ought to be involved in a community-based decision-making process. But I predict that in five years, the visi-

tations to the Grand Staircase-Escalante National Monument will more than cover—it will triple—the amount of money those communities were making in the “good old days,” and there will be prospects that will allow us to educate all the population of the United States about the beauty of that land where I grew up.

**ANDRUS:** OK, now we go to Robb Brady.

**QUESTION** (Robb Brady, retired publisher, Idaho Falls *Post Register*): I would like to address this question to Laura Skaer. If you agree that the 1872 Mining Law should be reformed, what changes would you concede in that reform?

**SKAER:** I think the mining industry has actually been the lead in coming to the table on this issue to reform the 1872 Mining Law. We’ve made it quite clear; in fact, Senators Craig, Murkowski, Bryan and Reid have a bill that has been introduced in the Senate, SB1102, on which there will be hearings probably next month, a bill that the mining industry supports. It provides for a 5% net proceeds royalty, based on the Nevada model with all of those funds going into the abandoned mine land cleanup fund, which Secretary Armstrong mentioned at lunch today. The fund would go back to the states and allow the existing state reclamation programs to take care of the abandoned mine land issues.

The mining industry is ready to pay fair market value for the surface of the land that is mined. We’re ready to come forward on a patenting to provide a reverter so that if the land is no longer used for mining purposes, the Secretary would have a right to reclaim the land. If that law had been effect, we wouldn’t have the Sundance Ski Area in Utah today.

The mining industry is also ready to make the claim fee permanent and have both funds go into an abandoned mine land reclamation fund. To address the abandoned mines—most of which are not an environmental problem, they’re just not very pretty to look at from the side of the road—there is a voluntary effort going on within the mining industry now for industry funding to start to solve those problems.

When we look at constructive reform of the mining law, one of the things that the bill does is codify the existing 3809 regulations and provide assurance that those become law. They’re working well. In fact, Governor Andrus was Secretary of the Interior when the 3809 regulations were promulgated. Seventeen years later, because of their flexibility, they have stood the test of time. So we’re ready to codify those into laws.

When we talk about the money here, let’s not lose sight of the fact that in 1995, the mining industry in the United States paid \$80 billion in state, federal, and local taxes. So the myth that mining accesses these minerals for little or nothing is really a myth because you have to

look at the whole picture here. But we’re ready. The problem is that we’re waiting for the Administration to come forward and sit down at the table with us.

**ANDRUS:** Thank you very much, Laura.

**QUESTION:** Governor Andrus mentioned earlier that there are no Congressional representatives here. My question is a broad one to Assistant Secretary Armstrong. How much does the appropriation process, your submitting a budget to Congress, affect the policies you implement? One gets the impression that if you reach agreement with these folks, you can just do it. Please briefly address the effect of the appropriations process.

**ARMSTRONG:** Well, the Department gets \$8.2 billion. I have long had a theory that your budget is your operating plan. But it goes so many ways. Let’s take for an example the Land and Water Conservation Fund. They have upped that, but the appropriators said, “We’ll up it, but we want you to put so much of it into repairs.” That was good. I would go along with that, but as a practical matter, we’re doing fairly well with appropriations.

I have a problem with the parks because—and I don’t remember who said it—the way you take care of your parks is the test of a civilized society, and I think we should have more money in parks because of that test. But, for some reason or other, we have a Congress that just doesn’t want to give it to parks. So we have to fight for every bit of it.

You have to remember that we have come way down in staff. When I talk to people in the state directors’ offices, they are really crying for people to do things because we’re shoveling it off on the Columbia River Basin. It’s always a tight fight with a short stick, but I think we’re on the way up as opposed to on the way down. I think we’ll be able to do more things than we could at this time last year.

**SHEA:** It’s February, and in our budget process, we’re in our fifth month of the fiscal year. Martha Hahn here in Idaho could not tell you how much money has been spent because of the way the budget is put together. We are putting in place a management information system that will give the managers at the local level an accounting process that will tell them within a week where their budget is, so I think we’re improving there. We have a strategic plan that Congress has required us to do, a plan that we’re tying to our budget, so I think we’re going to have better performance standards here. But the idea that the budgets of some five to ten-year projects that Bob or I undertake can be re-examined every year in the appropriation authorization cycle doesn’t lend itself to good management.

**ANDRUS:** I think Steve Mealey, Director of the Idaho Fish and Game Department has a question for Bob Munson.

**QUESTION** (Steve Mealey, Director, Idaho Department of Fish and Game): I will make an observation. The future of our public lands is a great theme, and I happen to believe the future resides in partnerships. I was delighted to hear the chief affirm a partnership to restore elk to the Clearwater. Bob, you're sort of the grand master of partnerships, so having taken the Elk Foundation from virtually nothing in 1985 to one of the greatest partnership organizations in America, could you talk about your sense of the future of partnerships through this kind of continued action?

**MUNSON:** In deference to Pat and Laura, I'm an elk hunter with a liberal arts degree, but still qualified to answer that. In listening to the semantics and the discussion about what is local and what is sustainable, I think we all need to sit back and realize that one of the words that needs to be a part of all of our vocabularies right now is "compromise." That's not necessarily a bad word; it's a word that comes of recognizing that there are other people at the table. There are other interests involved as we deal with these resource issues.

We have a real simple, straightforward philosophy at the Elk Foundation. It is based on volunteerism; it's based on ownership and really believing that those public lands are ours and that we can impact them. So when you get down to the local level, to me that means some 7,000 volunteers that work for the Elk Foundation. Why? Because they own it. They do that through 28 chapters here in Idaho, and they know their resources, both financial and time, result in a product that we can see, touch, and feel, one that's tangible. And that's my philosophy.

**ARMSTRONG:** I want to take a cut at that because it had to do with what I said. I regaled you with too many partnerships, but I really did it because I wanted you to know that they are out there and that they are working.

I have a study in a law journal in which they asked me what I thought BLM would really be like in 50 years. I said if I had to do it in two words, it would be partnerships and the water that I talked about. Beyond that, we have to have partnerships in order to prevail. I think we're going to have more of them, rather than fewer. We have to do all of things you say in terms of compromise.

**SHEA:** I would encourage all of you to think about public service. It is a very important thing to do. The Senate Committee had me resign from the board of the Nature Conservancy where I had served for twelve years but allowed me to stay on the Friends of Utah Golf board.

**QUESTION:** To BLM. Is the wilderness study program still in progress, or is wilderness a dirty word?

**SHEA:** It's certainly not a dirty word with me, and it's certainly not a dirty word with BLM. We do have

wilderness study assessment areas that, until the delegations of the respective states act, will remain as assessed wilderness areas. One of the disputes we're having in Utah, which I keep thinking somehow we will resolve, is how we deal with the wilderness areas in the Grand Staircase. Congressman Hansen and I talk on the phone once a week, and we have put together a possible trip during the August recess during which he and I are going to go out on the land by horseback and on foot to see if we can't come to some agreement, person to person. No, it's not a dirty word. Somebody actually made the distinction in Reno about wild horses, that we ought to have "wildness areas." That's an interesting play on the word in the sense of facilitating a particular kind of habitat and habitat use.

**ANDRUS:** OK. We have one more question back here, and then we have some procedural things to handle.

**QUESTION:** I have a question for Mr. Shea and then I'd like Jaime Pinkham to comment on it. As the Chief said this morning and as Steve just mentioned a little bit ago, we lost 50% of our elk herd from winter kill in the Clearwater, finest elk herd in the country. That's not a natural disaster. It's a disaster because the habitat hasn't been taken care of, and that was not because the Forest Service didn't plan to. It was in the Forest Plan. It's not because they didn't want to, but every decision that involved timber harvest in that habitat has been appealed and litigated for years. There's a settlement agreement that virtually shut down the Clearwater. Why do we have to wait for some disaster like this and then palm it off as something that was natural? What are we going to do about it in the future? How do we get ahead of these things instead of waiting for some disaster to draw attention to it?

**SHEA:** Let me just make a general observation. It seems to me that we have become a world of specialists. I'm the first in my family to have gone to college. My father was very insistent that I go to college, and one time, I asked him why. He said, "I want you to have the self-confidence to be able to talk to anybody." Now I'm not convinced that an educational degree does that, but I think we have become too bound up in the legal process as it's represented in litigation and in the courtroom. What we need to do, in my judgment, is have enough self-confidence to stand up and say, "We, as individuals, can come to resolutions that we can live by."

One of the reasons that I asked Mr. Hahn and Ms. Hennessey to talk together is that I'm interested in trying to stop an appeal to the I.B.L.A. [the Interior Land Board], which will take at least two years to come to resolution, and to see if we can't use a facilitator from another agency, the Forest Service, to come to some acceptable resolution. Now I'm sure the Solicitor's

Office will be on the phone with me shortly, admonishing me that I am not a lawyer anymore. I agree with them, but that doesn't stop me from trying to seek a solution.

So I think the Clearwater is a great example of the kind of ecological disaster that could be avoided if we began to have more self-confidence and to move ahead. With Mike Dombeck, Bob Stanton, Jamie Clark, myself, and others in the land management area, you're beginning to see that kind of effort.

**PINKHAM:** Another thing we need to focus on—and I know this has been a frustration around Indian country—is to elevate the status of our relationship with agencies like the Forest Service and the BLM. In the past, the most frustrating letters for me to get from the Forest Service were those that began “Dear Neighbor” or “Dear Forest-User.” The purpose was to try to reach consultation with Indian tribes or consultation actually with any of the groups out there.

What we've done in the past year is try to elevate that discussion to a negotiation process. We were successful in getting crafted a secretarial order on how to harmonize the Endangered Species Act with Indian treaty rights. That was hailed as truly a government-to-government relationship. The Fish and Wildlife Service, the National Marine Fisheries Service – the players were the same, but the roles were different. They didn't come to consult with the tribes to seek their input. They came to the tribes looking for somebody to assist them as co-managers of resources and also to negotiate on the principles and the issues. As we start to emerge and elevate those kinds of things, we can start heading off problems because of the old relationships of consultation, which really were not effective and led to these concerns.

One thing I'd also like to point out, since we were talking earlier about Yellowstone and the issue with the bison, is that the Indian tribes want to step to the table and be a part of that solution as well. In the past, the bison, were obliterated off some of the tribal reservations in the plains, off their homelands, so the tribes are looking for an opportunity to restore the traditional source of food. I know the tribes were working on developing a quarantine facility to try to safeguard Montana's brucellosis-free status. If we can do a quarantine facility, we can start relocating those not affected by the disease and building bison populations back on our reservations.

**FREEMUTH:** We're going to have time for a couple more questions.

**QUESTION:** (Gerald Tews): I have a question for Director Shea. As I and many others of us here in Idaho see it, BLM is being squeezed, choked to death by lack of funds for on-the-ground projects, on-the-ground management, maintenance of the land that we've worked so hard for. They're cutting their labor force, and inflation

is eating up their budgets, just like it does for the rest of us. Of this \$95 million, how much will go on the ground for range improvements, which benefit wildlife and everything, or is it all just going to go for water quality and other things.

**SHEA:** Mr. Tews, we met in Bozeman, and one of the things I will be doing is sending you a copy of our strategic plan, which outlines how the additional funds are going to be used by the BLM.

I have to admit I did something that some of the state directors were not pleased about. I withheld some of the money that they had expected to have returned to them, called the carryover, to create a fund I can use as director to fund special projects. I have guaranteed them, however, that if I haven't used it by May, they are free to make call on it.

But I want to tell you one thing I've observed in the six months Bob and I have been in the federal government. Some of the more radical elements of Congress did not achieve in the '92 and '94 sessions what they wanted to achieve: to cut the budgets. Personally, I think we are better off that that did not happen. But what they did do, with the government shutdown, is give federal government employees a feeling of being completely unwanted. Imagine for a moment, those of you who are not government employees—and I include in that state, local and county employees—what it would be like to work for 20 or 25 years and then one day when you show up be told, “You're not essential.” That has left such a lasting impact that as a manager, I'm having to find ways of telling people, “You really are worthwhile. You really are essential.” One of the things I've asked the public to do here is, when you see a federal employee—for instance, when you go to a national park—be sure to tell that employee, “Thank you for the job you're doing.” When you see a BLM employee in a restaurant, buy him a cup of coffee. As long as it's under \$25, we don't worry about it.

It's time that we used the western sense of good neighborliness and applied it to those people among us who work for the federal government. They are not the enemy. They are your neighbors, and it is unacceptable to have the kind of finger-pointing that sometimes goes on from very high places in this state.

[Applause]

**ANDRUS:** All right. Ladies and gentlemen, just to wrap up, a few comments. First of all, I would like to advise you that we looked back through the annals of history and tried our best to find out where and when, if ever, the three major land managers had appeared together on this type of a program. Yes, they meet in their offices in Washington, D.C., but not out with the public. We could not find any example where that has happened. They came to the western United States today



because this is where the people, the problems, the real estate, everything is located.

I would like to express my personal appreciation to Secretary Armstrong, Pat Shea, Bob Stanton, and Mike Dombeck for giving up basically two days of their lives to come out here. Also to our panelists, thank you very much for your participation and involvement.

What happens next? We will have a white paper that — I don't know why I called it a white paper, let's just call it a paper—

**STANTON:** *Thank you!* [laughter]

**ANDRUS:** You are bad! He got me. Did you see that? Wham! I'm going to tell Harry Thomas on you.

**STANTON:** Don't do that.

**ANDRUS:** I guess I'll just eat the microphone. Thanks a lot, Bob!

Anyway, the paper will be prepared, and it will be shared with all of you we have on our mailing list. It will be shared with the public. The principal author is the doctor who is seated right in front of me here. He will have help from some of his colleagues and from me. You can expect to see it in about six weeks.

One year from now, gentlemen, we hope you will come out here. We're going to have the paper, and we're going to sit down and ask, "Where are we?" Did we actually accomplish some of the goals of communication, cooperation, and resolution that we've been talking about, or has it all been a farce? We will see. A lot of it will hinge upon Congressional action and appropriations and the things that are necessary. You heard the road-building program dollars that Mike Dombeck talked about here; you can't run a grader over a road or even scarf it and re-seed it if you don't have a budget. So those things will have an effect.

Again, I want to express my appreciation to the volunteers who helped us today, to my staff, to our guests. For you attorneys, don't forget to turn your card in for C.L.E. credit.

**STANTON:** He's your Governor. He's my Secretary. I had the pleasure to work with Secretary Cecil Andrus during the Carter Administration. I was in the national office of the National Park Service. I know that I speak on behalf of all the panelists when I say we have a great sense of indebtedness to you for pulling us together, and there is one thing I've observed in the deliberation and inter-action here. While we have different points of view about how our public lands should be managed, there is no question in my mind that there is an abiding love for the nation's heritage on the part of all who participated here today.

Secretary Andrus, I want to pay a salute to you on behalf of all the panelists. There is an expression that sums it up, and it goes like this: "I am certain that when the dust of centuries has passed over our cities, we, too,

will be remembered, not for our victories or defeats in battles or in politics, but rather for our contributions to the human spirit." You make those contributions in the tradition of John F. Kennedy. Thank you very much.

[Applause]

**ANDRUS:** Thank you very much, thank you, ladies and gentlemen. You're very kind. Thank you for attending. This conference is now concluded. ❖

**THE FUTURE OF OUR PUBLIC LANDS:  
A Symposium on Federal Land Policy**

Presented by: The Andrus Center for Public Policy  
Boise State University

Wednesday, February 11, 1998  
The Grove Hotel  
Boise, Idaho

PARTICIPANTS

**Cecil D. Andrus:** Governor of Idaho, 1971 to 1977; Secretary of Interior, 1977 to 1981; Governor of Idaho, 1987-1995. During his four terms as Governor of Idaho and his four years as Secretary of Interior, Cecil Andrus earned a national reputation as a “common-sense conservationist,” one who could strike a wise balance between the often-conflicting conservation and development positions. That reputation resulted in part from his pivotal roles in the passage of the Alaska Lands Act and the National Surface Mining Act of 1977 and the creation of the Frank Church River of No Return Wilderness Area, the Snake River Birds of Prey Area, and the Hell’s Canyon National Recreation Area. He grew up in logging country where his father operated a sawmill, and he attended Oregon State University until his enlistment in the U. S. Navy during the conflict in Korea. Following his return to Idaho, he worked in the northern Idaho woods as a lumberjack and helped operate a sawmill in Orofino. He was elected to the Idaho State Senate in 1960 at the age of 29. During his years in public service, Governor Andrus has championed local land-use planning laws and protection of wild and scenic rivers, and he helped engineer a comprehensive agreement between industry and conservation to assure the protection of Idaho’s water quality. He elected not to run again in 1994 and subsequently established the Andrus Center for Public Policy to which he donates his service as chairman. The Center is located on the campus of Boise State University.

**Bob Armstrong:** Assistant Secretary for Land and Minerals Management, U. S. Department of the Interior. Mr. Armstrong was appointed to his present position in May, 1993. In this capacity, he exercises Secretarial direction over the Bureau of Land Management, the Minerals Management Service, and the Office of Surface Mining Reclamation and Enforcement. Key programs include total management of over 270 million acres of public land, operations management for minerals on the Outer Continental Shelf to the outer limits of the United States’ jurisdiction, and the regulation of

mining and reclamation activities. Armstrong was educated at the University of Texas where he received a bachelor’s degree in 1958 and an LL.B. in 1959. He then served as an ensign at sea with the US Navy. He is a native of Austin, Texas and served as a member of the Texas House of Representatives until he was elected in 1970 to manage 22 million acres of Texas public land and mineral ownership, a position to which he was re-elected unopposed for the next ten years. He played a key role in the state’s decision to purchase 212,000 acres in the Big Bend. That single acquisition doubled the total park acreage of Texas. He is a recipient of the Field and Stream Conservation Award, the Nature Conservancy President’s Public Service Award, the Chevron Conservation Award, and the Nature Conservancy’s Lifetime Achievement Award for 1997.

**Michael P. Dombeck, Ph.D.:** Chief, USDA Forest Service. Dr. Dombeck is a native of Wisconsin where he worked for 11 summers as a fishing guide. He earned undergraduate and graduate degrees from the University of Wisconsin and the University of Minnesota. He was granted his doctorate in fisheries biology from Iowa State University and is noted for research contributions on muskies and lake habitat management. He taught biology, chemistry, science, zoology, and fisheries management at public schools and universities. He spent 12 years with the Forest Service, primarily in the Midwest and West. In his last Forest Service post as National Fisheries Program Manager in Washington, D.C., he was recognized for outstanding leadership in developing and implementing fisheries programs and forging partnerships. He was named Acting Director of the Bureau of Land Management in February 1994, and in January, 1997, he was named Chief of the USDA Forest Service.

**James M. English:** President, Idaho Forest Industries. Jim English is a product of Idaho, having attended the University of Idaho as an undergraduate and also its law school, from which he received a Juris Doctor degree in 1973. From 1966-1970, he served in the U.S. Navy as a crew member on an F-4 Phantom Jet.

He practiced law in Coeur d'Alene from 1973 to 1979 at which point he joined Idaho Forest Industries as corporate counsel. He was named vice president in 1985 and president in 1995. He currently serves his industry as president of the Intermountain Forest Industry Association and as an executive board member of the Western Wood Products Association. He is immediate past president of the Children's Village in Coeur d'Alene and a member of the Board of Directors of Mountain West Bank. Mr. English describes himself as a "15-handicap golfer and a 7-handicap fly fisherman."

**John C. Freemuth, Ph.D.:** Senior Fellow, Andrus Center for Public Policy and Professor of Political Science and Public Administration, Boise State University. Dr. Freemuth's research and teaching emphasis is in natural resource and public land policy and administration. He is the author of an award-winning book, *Islands Under Siege: National Parks and the Politics of External Threats* (Univ. of Kansas, 1991) as well as numerous articles on aspects of natural resource policy, including two recent publications: "The Emergence of Ecosystem Management: Reinterpreting the Gospel" *Society and Natural Resources* (1996) and "Ecosystem Management and Its Place in the National Park Service" *Denver Law Review* (1997). He is currently working on a paper on the limits and opportunities of collaborative stewardship, stemming from his work with the Forest Service, and a book-length manuscript on ecosystem management for Kansas. He has worked on numerous projects with federal and state resource bureaus, including the Forest Service, Bureau of Land Management, and National Park Service at the federal level and the Departments of Fish and Game, Parks and Recreation, and Division of Environmental Quality of the state of Idaho. He has been a high school teacher and seasonal park ranger. While a ranger at Glen Canyon National Recreation Area, he wrote "Wanderer for Beauty: Everett Ruess in the Glen Canyon Area", a park interpretive handout. He holds a B.A. degree from Pomona College and a Ph.D. from Colorado State University.

**Brad Little:** President, Little Land and Livestock. Mr. Little owns and oversees an extensive cattle, sheep, and farming operation in southwest Idaho. In addition, he has found time to devote his talents and a large amount of time to a great number of civic, business, and charitable enterprises. He is currently chairman of the American Land Resources Foundation, which educates the public about the biological, economic, and cultural benefits of livestock grazing; vice chairman of the Idaho Foundation for Excellence in Higher Education; and a director of the American Sheep Industry Resource Council, the Public Lands Council, and the Idaho Association of Commerce and Industry. He is a past director of the Idaho Heart Association and a past chair-

man of the Idaho Business Week Foundation and the Public Lands Committee of the American Sheep Industry. He has served as a member of the National Wild Horse and Burrow Study Committee, the University of Idaho Vet School Advisory Committee, the Idaho Fish and Game Bear Management Task Force, and the Public Land Law Review Committee of the Western Governors Association. In the last four years, Mr. Little has spend a considerable amount of time meeting with national livestock, political, and environmental leaders to resolve the current grazing controversy. Mr. Little graduated from the University of Idaho and lives in Emmett with his wife, Teresa, and his sons, Adam and David.

**Robert W. Munson:** President and CEO, Rocky Mountain Elk Foundation. Originally from Illinois, Bob Munson attended the University of Montana, receiving a bachelor of arts degree in 1964. In February, 1965, he married, and the following year, he attended officer candidate school and spent four years as a captain in the U. S. Army. After six years in the construction industry in Illinois, he opted for the simpler way of life in Troy, Montana. In Troy, Bob helped start Homestead Realty, which later lent a back room of its offices to the newly-formed Rocky Mountain Elk Foundation. Mr. Munson, along with his brother Bill and friends Charlie Decker and Dan Bull, founded the Elk Foundation in May 1984. Since then, Bob has led the organization through 14 years of phenomenal growth and conservation achievement. In the fall of 1994, he received the "Distinguished Alumni Award" from the University of Montana. He currently serves as vice chairman on the board of directors for the Wildlife Habitat Council. In February, 1998, Bob is assuming the duties of President Emeritus for the Elk Foundation, passing the reins of president and CEO to Executive Vice President, Gary Wolfe. Mr. Munson will re-direct his talents toward fundraising to support major conservation initiatives and ever-increasing habitat conservation needs across the country.

**Jaime A. Pinkham:** Nez Perce Tribal Executive Committee. Mr. Pinkham was elected to the NPTEC in 1996 and currently chairs the Budget and Finance Subcommittee. He has been president of the Board of Directors of the Intertribal Timber Council since 1994 and serves on the Governor's Council of the Wilderness Society and on the Columbia River Intertribal Fish Commission. Past board service includes the American Indian Science and Engineering Society and the American Indian Education Foundation. He worked formerly for the Washington State Department of Natural Resources and was staff forester in fire management for Oregon, Washington, Idaho, southeast Alaska, and western Montana for the Bureau of Indian Affairs. He holds a B.S. degree in forest management from Oregon State

University and completed a two-year leadership program at the Washington State Agriculture and Forestry Education Foundation.

**Carl Pope:** Executive Director, the Sierra Club. A veteran leader in the environmental movement, Mr. Pope has worked for the Sierra Club for the past twenty years and was appointed executive director in 1992. In that time, he served as Associate Conservation Director, Political Director, and Conservation Director. In addition to his work with the Sierra Club, Mr. Pope has had a distinguished record of environmental activism and leadership and has served on the boards of the California League of Conservation Voters, Public Voice, National Clean Air Coalition, California Common Cause, Public Interest Economics, Inc., and Zero Population Growth. Among other major accomplishments, Mr. Pope co-authored California Prop 65, the Safe Drinking Water and Toxic Initiative, in 1986. He graduated summa cum laude from Harvard College in 1967. He then spent two years as a volunteer with the Peace Corps in Barhi Barhi, India. He now lives with his family in Berkeley, California.

**Patrick A. Shea:** Director, Bureau of Land Management. Mr. Shea became the 15th director of the Bureau of Land Management in August, 1997. The BLM Director has policy and administrative responsibility for 270 million acres of surface land and over 570 million acres of mineral estate with an annual budget of more than \$1 billion and a work force of about 9,000 employees. Shea is a prominent Utah lawyer, educator, and businessman. Along with practicing law in Salt Lake City and the District of Columbia, Shea was an Adjunct Professor of political science at the Brigham Young University Law School. In December 1996, he was appointed by President Clinton to serve on the White House Commission on Aviation Safety and Security. Prior to his private law practice, he served as General Counsel and Assistant Secretary for Standard Communications, Inc. in Salt Lake City. In 1979-80, he worked as Counsel to the U. S. Senate Foreign Relations Committee. A native of Salt Lake City, Utah, Shea earned his undergraduate degree from Stanford University and was named a Rhodes Scholar in 1970. He received a master's degree from Oxford University in 1972 and a law degree from Harvard University in 1975.

**Laura Skaer:** Executive Director, Northwest Mining Association. Ms. Skaer has seventeen years of management, operations, legal, and government affairs experience in the natural resource industries in Colorado, Nebraska, Wyoming and Nevada. From June, 1979 through May, 1995, she served as vice president and general counsel of Skaer Enterprises, Inc., an independent oil and gas production company. She served as

Regional Vice President of the Independent Petroleum Association of America from 1989-91 and as President of the Independent Petroleum Association Mountain States in 1991 and 1992. In 1992, Governor Roy Romer appointed her to Colorado's Minerals, Energy and Geology Policy Advisory Board. Ms. Skaer earned a Bachelor of Science degree with honors in business administration and a Juris Doctor, cum laude, from the University of Missouri. Prior to working in the oil and gas industry, she was an associate and partner in the Kansas City, Missouri law firm of Blackwell, Sanders, Matheny, Weary & Lombardi. She received the Colorado Oil & Gas Association's Distinguished Service Award in 1990 and the University of Missouri Faculty-Alumni Award in 1991. She was appointed to her present position in November, 1996.

**Robert G. Stanton:** Director, National Park Service. Mr. Stanton began his federal career as a seasonal park ranger in 1962 at Grand Teton National Park. He took a full-time position with NPS in 1966 as a public information specialist in the Washington, DC office. He was appointed Superintendent of Virgin Islands National Park in St. Thomas in 1971, and in 1974, he became Deputy Regional Director of the Southeast Region in Atlanta, Georgia. In 1976, he returned to Washington, DC and became Deputy Regional Director for the National Capital Region. In 1988, he became Regional Director of the National Capital Region and, in that position, was responsible for 40 park units, which attract more than 38 million visitors annually. He was appointed Director of the National Park Service in August of 1997. Stanton, a native of Fort Worth, Texas, earned a bachelor's degree in 1963 from Houston-Tillotson College in Austin. He did graduate work at Boston University and George Washington University and has completed numerous courses, seminars, and workshops in management and executive leadership. He has received many honors and awards and, in 1987, received the Interior Department's highest award, the Distinguished Service Award. Mr. Stanton is the 15th person to serve as Director of the National Park Service since the agency was established in August of 1916. He is the first African American in the history of the 80-year-old agency to hold that position. ♦

