

TRANSCRIPT

THE FUTURE OF

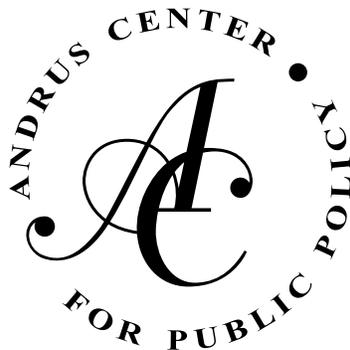
OUR PUBLIC LANDS II:

A Second Symposium on
Federal Land Policy



*Presented on March 24, 1999
By The Andrus Center for Public Policy
Cecil D. Andrus, Chairman*

*Student Union
Boise State University
Boise, Idaho*



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CONFERENCE PROGRAM

THE FUTURE OF OUR PUBLIC LANDS II:

Our Second Symposium on Federal Land Policy



Wednesday, March 24, 1999

7:00 AM	Registration and credentialing continue in Jordan Ballroom Lobby, Student Union	10:45 AM	Response and Question Forum Discussant: The Hon. Bob Armstrong, Former Assistant Secretary for Land and Minerals Management U.S.D.I. Moderator: Cecil D. Andrus, Chairman, Andrus Center for Public Policy
7:30 AM	Coffee, juice, and rolls available for conferees in Jordan Ballroom Lobby, Student Union		
8:15 AM	Opening gavel for: The Future of Our Public Lands II Jordan Ballroom, Student Union Opening remarks and introductions by: Cecil D. Andrus, Chairman Andrus Center for Public Policy	Noon	Luncheon: Jordan Ballroom Remarks by: The Hon. Patrick A. Shea, Deputy Assistant Secretary for Land and Minerals Management
8:20 AM	Welcome by: Dr. Charles Ruch, President Boise State University	1:30 - 3:00 PM	Panel of Responders: James M. English, President Idaho Forest Industries, Inc. Yvonne Ferrell, Director Idaho Department of Parks and Recreation Brad Little, President Little Land & Livestock Co. Jaime Pinkham, Executive Committee Nez Perce Tribe Carl Pope, Executive Director The Sierra Club Laura Skaer, Executive Director Northwest Mining Association Gary J. Wolfe, Ph.D., President and CEO Rocky Mountain Elk Foundation
8:25 AM	Opening keynote speech: Michael P. Dombek, Chief U.S. Forest Service		
8:50 AM	Second keynote speech: Robert G. Stanton, Director National Park Service		
9:20 AM	Third keynote speech: Thomas A. Fry III, Acting Director Bureau of Land Management		
9:45 AM	Fourth keynote speech: Jamie R. Clark, Director U.S. Fish and Wildlife Service		
10:30 AM	Refreshment break	3:00 - 3:30 PM	Refreshment break
		3:30 - 4:50 PM	Question-and-Answer Forum Moderators: Cecil D. Andrus and John C. Freemuth, Ph.D.
		4:50 PM	Closing remarks by Cecil D. Andrus
		5:00 PM	Conference adjourns

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At the Student Union, Boise State University
Boise, Idaho

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**THE FUTURE OF OUR PUBLIC LANDS II:
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Presented by: The Andrus Center for Public Policy

**Wednesday, March 24, 1999
8:15 AM Opening Session**

Presentation:

Cal Groen, Regional Supervisor
Idaho Department of Fish and Game

Keynote Speakers:

Michael P. Dombeck, Chief
U. S. Forest Service

Robert G. Stanton, Director
National Park Service

Thomas Fry, Acting Director
Bureau of Land Management

Jamie R. Clark, Director
U. S. Fish and Wildlife Service

Bob Armstrong, Discussant
Former Assistant Secretary
Land and Minerals Management
U. S. Department of the Interior

CECIL D. ANDRUS: Good morning. I'd like to take this opportunity to welcome you. I look out around the auditorium here, and I see many familiar faces of friends, adversaries—well, I'm not in that business anymore—all friends. I do welcome you here, and I hope that today will be meaningful for all of us.

Let me make a couple of introductions. There is Pete Cenarrusa, our Secretary of State, an old sheepherder from Carey. J. D. Williams, our Controller, is here. One gentleman I'd like to introduce to you is Joel Connelly, co-author of the book we have written. Joel was kind enough to take my ramblings and put them into a form in which they could be read. Joel, thanks for coming over.

The next thing I want to do is introduce the President of Boise State University. The Andrus Center is housed here, and we're a 501(c)(3). We function with our own money. There is no taxpayer money involved. It's not a state-supported organization, other than the fact that we are housed here.

So with that, President Charles Ruch will honor us with a welcome.

PRESIDENT CHARLES RUCH: Governor Andrus, ladies and gentlemen, welcome to Boise. We're pleased that many of you have returned for the second seminar. For those of you for whom this is the first visit, a special welcome.

I welcome you particularly to the Boise State University campus. You're in the Student Union Building, which is in the middle of the campus, and the campus runs along the Boise River in either direction.

We're delighted you're here. As Governor Andrus said, the Andrus Center is housed on the campus. Activities like this one serve to enrich and expand the intellectual quality of our programs. We are particularly pleased to have you here on the campus because we believe that your deliberations are similar to the kinds of deliberations that go on in the universities as we try to understand new knowledge, apply it, raise questions about where to look for even further knowledge, and disseminate new findings to other individuals.

We are pleased you're here. We hope your meeting will be successful. If there is anything that I or the SUB or university staff can do for you, please ask. There are

many offices and phones around this building. You simply need to pick up one of those phones or stop any employee, and they will be glad to respond.

So welcome. We hope you enjoy our campus. We know you will have a very productive meeting. Welcome to Boise State.

ANDRUS: I'd like to thank the people on the back of your brochure, the sponsors. They are listed there, and I won't take time to read all of them. There is one more, who came in after we went to print, and that's Thompson Creek Mine. Those sponsors are the people who help make this possible.

With that, I want to introduce Cal Groen. He will make a presentation in just a moment. Ladies and gentlemen, I will remind you that, last year, we heard a lot of talk about being neighborly. We heard talk from both sides. People said we had to collaborate; they said we had to sit down at the table with one another to work out these problems. That's, frankly, the feeling we're trying to generate here.

There is a success story that Cal is going to tell you, one that really started here a year ago. That will set us off as we start with our first speaker this morning, who will be Mike Dombeck. But first of all, let me introduce to you the Regional Supervisor from the Clearwater Region of the Idaho Department of Fish and Game, Cal Groen.

CAL GROEN: Thank you, Governor Andrus. As he acknowledged, this began at the first symposium on federal lands last year. What I'll be talking about is the Clearwater Elk Initiative. Chief Dombeck of the Forest Service acknowledged the Clearwater elk problem and also made a commitment to help solve this problem.

I'm going to have some overheads that will parallel my talk, This is a process that started here last year, and I'd like to recognize some of the early innovators: Jim Caswell, Alex Irby, Bob Munson, Steve Mealey and Joe Eichert. The idea for the Clearwater Elk Initiative came up at a meeting at the first conference. Immediately afterward, the Forest Service assigned Michelle Craig to coordinate this effort.

The objective is to develop and implement an elk habitat recovery plan through a coalition of partners. This began in Orofino. Here's a picture of Orofino [slide] where the Chamber of Commerce had a meeting, and several hundred people showed up. A memorandum of understanding was developed, and a charter was signed.

Here is a list of cooperators [slide]; it's a wide list. Most of them are agencies or organizations or landowners or statutory authorities. Even more exciting, we have many many public partners in this initiative. Right now, we have over 200 concerned citizens that have signed on to this initiative.

If you look at the area we're talking about, it's going to take a lot of effort. We're talking about 6 million acres in north central Idaho, and it is made up of a variety of land managers and owners.

The Clearwater elk herd is one of the most famous and studied elk herds in the nation. These elk are declining, and they are in trouble. As a matter of fact, when I was a child and my mom said I was in big trouble, that was really serious. This elk herd is in big trouble.

Boy elk have declined 37% in the last five years, and, more alarming, calf elk numbers are down 43%. For an example, at Lolo there [slide], we have six bulls per hundred cows. The Idaho Fish and Game has set a standard of 20 bulls for the quality we're seeking. We're down to six bulls. If you look at calf production, we like to see 24 calves per 100 cows for a stable population. That ratio has declined from the 40s to the 30s to the 20s, and now we have 6-11 calves per hundred cows.

So the Fish and Game Commission took some aggressive action in trying to address this problem. These included restricting hunters through zones, which requires hunters to choose a zone where they are going to hunt; A-B tags, which define a time they hunt and the equipment they use; and capping the Lolo zone. We used to have 4500 hunters. It was capped at 1600 hunters. This reduction is significant because the outfitter-and-guide industry is very strong in this area, so that industry had to cut its clients by 50%. They were willing to do it because they want healthy elk resources in the future.

We hear a lot about healthy bear and lion populations. We've expanded those seasons for 30 days. We're talking about reducing tag fees and, in a research study area, going to a second tag.

Along with a dramatic change in the elk numbers, we see a dramatic change in the habitats that are in the landscape. Our brush fields and our forage productivity are declining. It's going into conifers and dark timber. The normal disturbance patterns that evolved with the landscape have changed. We've been very successful in excluding fire for the last 35 or more years.

In this table [slide], from 1910 to 1949, 2 million acres in that area burned. In the last 27 years, only 35,000 acres burned. So we've gone from an average yearly 4400 acres down to 400 acres. So in this initiative, we're going to re-establish the primacy of ecological process, and we're going to try to get back to the way it was. That means habitat disturbance. We like to see a mosaic of different succession stages and a more naturally-functioning fire-dependent ecosystem.

It's interesting to see the effort here by the Rocky Mountain Elk Foundation. I heard this morning that already \$100,000 has been raised for these projects. \$200,000 is targeted in 1999. There is even a brochure,

which says they are doing a raffle, and it's called the Clearwater Elk Initiative progressive raffle. If you win, you get a bear hunt or a rifle. The proceeds are going to help this effort in the Clearwater to create elk habitat

We are taking a large-scale approach. We're putting a team together to look at the North Fork of the Clearwater basin. We're talking about 100,000 acres here. This EIS team is composed of the Forest Service, George Harbaugh; Fish and Game people, Dr. Tim Cochnauer; a fisheries biologist, Dr. Dale Toweill. They will be heading up the team, and this 12-person interdisciplinary team will be sequestered in the basement of the Clearwater supervisor's Orofino office. Their names will be taken off electronic mail; they will be there for six months. We call the area where we're putting them "the war room." We're serious; we're going to really work hard on this EIS and look at all the interactions, including bull trout, fish, elk, the whole gamut.

We're going to focus on ecological regimes, and we're going to be using prescribed fires in combination with timber harvest. If we're going to get that disturbance back on the landscape, we might be talking 25,000 to 50,000 acres. Timber harvest right now is only 1500 acres; prescribed fires, maybe 1500 acres. So we have our task cut out for us.

Our sleeves are rolled up, we're excited, and the work is beginning. We invite you to join this process. We think it's extremely important to re-establish this premier elk herd, and I want to thank Governor Andrus for giving us a forum to present this vision and also to present the Clearwater Elk Habitat Initiative.

Thank you.

ANDRUS: Thank you very much, Cal. Ladies and gentlemen, if you're going to take on a project of that magnitude with the sensitivities of the situation, all of the people have to cooperate. And they are, in fact, all involved—the timber industry, the Chambers of Commerce, conservation groups, the Elk Foundation, and all the others. So Cal, to you and your crew up there, thanks for that presentation.

We'll follow the schedule as closely as we can. We'll go through the principal presenters we have listed there, and then we have a little break. Then we'll get into some questions and answers and dialogue. This afternoon, we'll get into the panel and the other group.

Each of the people I'm going to introduce to you this morning is the leader of a federal land management agency. I noticed this morning's *Statesman* said we had 12 billion acres in the lower 48. It's a little off, but that's the *Statesman*. Last time I counted, it was about 2.1 billion acres, and we had about 760 million acres that were managed by public agencies or about 1/3 of the lower 48.

The key word is "managed by," not "owned by" the federal agencies. The land is owned by all the citizens of America. The land managing agencies have been directed by the Congress of the United States to manage with certain criteria. All of these people are sincere, honest, just plain nice, professionally-qualified people. We might have a difference of opinion on the methodology from time to time, but I would vouch for each and every one of them. I have had the opportunity to work with them in the years past.

The first person, the lightning rod I'm going to present to you this morning, is Mike Dombeck, Chief of the Forest Service, former director of BLM, a man who has been around the system for a lot of years. He's exceptionally well-qualified. Chief Mike Dombeck.

MIKE DOMBECK: Thank you, Governor. I want to start by commending this book to all of you if you haven't read it. The Governor only makes a dollar a copy. At any rate, it's wonderful reading. In fact, I'm going to use a couple of quotes, and I want to start by reading you one: "My one-time legislative ally, 1966 gubernatorial adversary, Perry Swisher, has said of Idaho's boom that it was my contribution. 'It was on his watch. He had the opportunity screw it up, and he didn't.'" I've got to say that for some of the rest of us, the jury is still out.

It is a real pleasure to be here in one of my favorite parts of the country. I come to Idaho often, and I have for a long time. In fact, I spent part of my honeymoon at the Big Pine campground up on the St. Joe. I get back there often, hunt in Idaho and other places in the west, and have a wonderful time here.

I'm honored to be here with my former boss, Bob Armstrong, my colleagues from the other agencies, and with all of you. I'm delighted to see so many of the people here who work where the rubber meets the road. I'm also flattered that you invited me back for a second year, Governor. My thanks to you, John, and your staff for putting a conference together that is very very important because the public lands, all the lands, are the wealth of the nation. The quality of life that we enjoy is inextricably tied to the land.

I've been in this job now about two years. I've had the opportunity to be right in the middle of the evolving controversies, the evolution of public land policy of the Forest Service. If you look back at the history, things have not changed all that much with regard to people's views on public land management. In fact a century ago, Gifford Pinchot, the first Chief of the Forest Service, was faced with controversy after controversy, issue after issue. The thing that our conservation leaders have stood for in the past and that we need to continue to stand for is the very values and principles that ensure the health of the land and ensure an continuing legacy for generation

after generation.

Oftentimes some of the things we have to do are not popular. The fact is, if we look back, they are important. In fact, over the last two or three decades, there has been a significant change in how society views public lands, national forests, and natural resources. Many people have ceased to view the national forests as a warehouse of outputs to be brought to market. Instead, they have begun to place greater value on the positive outcomes of land management: water, fish and wildlife habitat, recreation, quality of life, principles of ecosystem management, and others. In fact, the result of such change is that we find ourselves caught in the middle of competing interests. Some look to the Congress for legislative fixes; others, pushed to the limit, look to citizen appeals to either stop an activity or move their agendas forward—whether it's producing timber or stopping timber or concerns about other issues, whether they be commodity-related, recreation-related, or whatever. Others ask the court system to focus on land use policy, and litigation ensues.

My belief is that we shouldn't be waiting for someone else to solve our problems. We need to move forward, and I think we are moving forward in a spirit of collaborative stewardship. We've got some tough issues, but a lot of progress is being made at the local level. I thank Cal for pointing out the cooperation that occurred right here in Idaho in applying scientific principles to something that is very important to this state and many states. That's the quality of our wildlife habitats. I thank the staffs of the national forests, the Rocky Mountain Elk Foundation, and others that are involved in projects like this one.

The bottom line, though, is that the health of the land is what will sustain us, generation after generation. The controversies are there, but I have to tell you that the American public is there also. Last November's elections brought good tidings for those interested in conservation. In fact, 125 municipalities passed initiatives to promote land and water conservation and to protect open space. Arizona voters, for example, decided to authorize \$20 million annually to purchase state trust lands for conservation. The people of Minnesota dedicated \$50 million for local parks and conservation. Nationwide, in total, in the last election, American taxpayers asked for well over \$5 billion of their money to be used to promote and enhance conservation of natural resources in the United States. I believe that's a tremendous statement of how people feel about the land and their ties to it.

Our challenge is to focus on areas of agreement, to move forward in the debate, but as Cal pointed out and as Aldo Leopold pointed out in one of my favorite quotes: "The only progress that really counts is that on

the landscape of the back 40." I'm glad to see we're making progress on that landscape, and I commend you for that.

One of my favorite Gifford Pinchot quotes is that we must "always prefer results to routine." We seem to be in an era of routine, and we need to break out of that as much as we possibly can, channel more energies to activities on the land, and adjust to changing times. The fact is that this country is littered with agencies and businesses that went belly-up because they couldn't adapt to changing times. It's visionaries like Governor Andrus, Frank Church, Aldo Leopold, and many others that set a higher standard. That standard included bringing people together in harmony with the land and the water.

We do have lots of challenges. One of the things that we are taking a look at in the Forest Service is the incentives that drive our programs. What are they? Do those incentives promote long-term ecological sustainability? Our Committee of Scientists' report was just released. I think many of you know that Secretary Glickman, about a year and a half ago, appointed a committee of 13 scientists to make recommendations to the Forest Service regarding where we need to go with our too complex and time-consuming planning regulations. They focused on three points: to focus our planning efforts on long-term sustainability of watersheds, forests, and grasslands and on the ecological, economic, and social benefits they provide; to more effectively link forest planning to the budget and funding priorities; and to practice collaborative stewardship through the use of diverse and balanced advisory groups and adaptive management based on well-designed monitoring.

We in the Forest Service know we have to bring greater accountability, more public scrutiny and transparency to all of our financial transactions and processes. For example, we're financing a significant portion of our cost through timber-related trust funds that are not subject to annual appropriations. A decade ago, who would have predicted that timber harvests would fall by 70%? Now we know that method of financing much of the organization is unsustainable. We have to find predictable, sustainable ways of making investment in the land.

Historically the Forest Service's success was measured and funded by outputs from the national forest system, whether they be board-feet of timber, animal unit months, recreation-visitor days, and other such activities. But we really need to be focusing on the long-term outcomes, the health of the lands, and in fact we are moving forward to implement land health performance measures, which evaluate things like clean water, wildlife and fish habitat, forest health, soil productivity,

soil stability, and other things. That doesn't mean that we're going to stop tracking our traditional outputs of goods and services, but we know that whether it's recreation, whether it's mining or logging—all the traditional activities need to occur within the limits of the land.

We must demonstrate the imperative of making investments to the land. We must champion that and talk about it. We've got to understand that sometimes these investments are not going to be yielding dividends for some years. We shouldn't even be talking about below-cost timber sales. We ought to be talking about our objectives and goals, the desired future condition of the landscape, and then ways to get there and to apply the best science.

When people ask me what I believe are the two or three major forest management challenges nationwide, my response is (1) our problem with invasive exotic species, both plant and animal; (2) some of the forest health issues: the urban-wildland interface, which includes the fire and insect disease risk, largely in the Rocky Mountain West, and (3) education. The fact is that 80% of the population of the United States lives in cities and towns today, and that's where they grow up, further removed from the land than where you or I grew up. These are the very decision-makers, and the Congress is an urban Congress. Education is exceedingly important.

It's important that when a citizen of Salt Lake, Los Angeles, or Missoula turns on a water tap, he or she connects the value of that water with the importance of land and forest management. When someone takes his daughter fishing in Vermont on a national forest, he needs to realize the value of that legacy. When a small operator sends twice as much wood fibre to market from a single tree as the result of investments made in research and technology, it's very important to the long-term health of the land and to the efficiencies in the way we use our resources. When a private landowner in Illinois leaves 20 acres of healthy productive forest land to his daughter, that's a conservation legacy.

The other day, I saw something I hadn't seen before. I saw a bottle of water, and on that bottle, it said, "This water celebrates the fact that the Blue Ridge Mountains in Tennessee's Cherokee National Forest provide some of the cleanest and purest drinking water in the area." I point this out because it speaks to the fact that the cleanest and largest amount of surface water runoff in the nation comes from the forested landscapes in our national forests.

A Forest Service retiree, Jay Cravens, drove me from Bob Jacobs' house recently (Bob is here somewhere. He's our Regional Forester in the eastern region)—and Jay is not known as one who doesn't have opinions—a little like

Cece. I said to Jay, "Well, how am I doing? I've been in this job about a year and a half." Jay said to me, "If we take care of the soil and the water, everything else will be OK." I think that's a tremendously profound statement and exemplifies the importance of what we do.

In fact, since I've been in Washington, I haven't quit fishing. I spend a fair amount of time on the rivers—the Shenandoah, the Potomac—and it's interesting. I was amazed when I saw how much the Potomac has been cleaned up since I first saw the river a few decades ago. Some of the best fishing I've had has been on some of these rivers. Some of the Bassmasters best tournaments are within sight of the Jefferson Memorial. That's a tribute to some of the legislation that was passed in dealing with point source pollution.

The fact is that a large portion of the drinking water in that part of the country comes from the Potomac River today. Our national forests truly are the headwaters of the nation, replenishing our groundwater table, recharging our aquifers. The riparian areas, the coastlands, the wetland areas are essential for this nation's drinking water supply. Those of us that are involved in forest management need to be proud of that fact; we need to be taking our hats off for that fact and to be making sure that the public understands that fact because if there is going to be an issue that this nation will face—and not just the arid west—it's going to be water.

I'm amazed when I go to Florida, and I see water rationing. You can only sprinkle or wash your car on certain days of the week. The concern is the salt-water intrusion coming under that state. Water is a challenge wherever we go.

We have a tremendous legacy. You get to do some fun things in this job. It isn't quite as bad as Jack Ward Thomas warned me it would be—at least not all days—and I got to participate in the 13th International Flyfishing Championship on the Bridge Teton. The Forest Service, along with some other agencies, was hosting that event. When Bob Armstrong and I joined the team, the Forest Service was 8th out of 8. When we finished, we came in second. We just felt it was inappropriate for the host to come in first. In fact, it was that long-distance release that Bob did that really kept us from being embarrassed. My point is that this was the first time the International Flyfishing Championship was held in the United States. It was the first time they fished for native fish, and it's amazing that they would fish on public lands. It's a credit to the people in the local communities, the long-term stewards of the land, that we have fisheries like that in the United States. I was fishing with an individual from England, who told me that he pays 750 pounds a year for the fishing rights on about a quarter mile of one side of a stream. Maybe we don't have it so bad after all.

We have to protect this resource, and we have to restore the rest. We've got to accelerate the use of sound science in making informed decisions. We've got to continue the use and application of scientific assessments. We've got to understand how the systems function. In fact, it's my hope that forest plans in the future will maintain and restore watershed functions like flow requirements and provide a wide variety of benefits from fishing, groundwater, recharge, drinking water, forest products, and the broad range of uses of the public lands and national forests. We need to be conducting assessments that characterize the condition of the land and make the informed decisions on the best science possible. We've got to monitor to be sure we accomplish our objectives, and we must be flexible and adaptable as we move forward.

The best science includes social and economic sciences. It includes working with local communities, tribal governments, states, and other interested parties as partners as we move natural resource management into the 21st Century. We've got to provide sound linkages, social linkages, economic linkages to communities.

In the State of the Union, the President mentioned that 7,000 acres of farmland are lost each day. I find it fascinating and somewhat sad that the tract size in the United States is diminishing at the rate that it is. From 1978 to 1994, the number of tracts of forest land fifty acres or less has doubled. We have 9.9 million private woodland owners. It's interesting that only about 5% have professionally-developed, scientifically-based management plans for their own property, whatever the objective—whether it's firewood, old growth, hunting, fishing, Christmas trees, timber production, you name it.

We in the United States have the best science and technologies in the world. We need to better connect with the landscapes than we do. In fact, the state and private forestry program of the Forest Service is one that's often overlooked, particularly in the west, because of the size of the national forest system here. But we're working hard on that program, and I commend the staff for the work they've done. In fact, this year's budget proposal includes working with an additional 800 communities in urban areas. We have 60 million acres of urban forests in the United States. Look at the Boise, right here in the city of trees. Let's not forget the importance of the urban forest.

We're asking for significant increases in research and technology. We need to do the work required for forest health monitoring. In fact, we're requesting funding this year to do about 75 million acres in forest health detection and monitoring, and this will keep us on the track to accomplish that task by 2003. We need to move forward with that as quickly as we can.

Of all the areas I deal with, I see no area where there

is more unanimous agreement in applying these technologies than forest health monitoring and forest inventory and analysis. We just need to continue working on that.

I have another litany of requests and things that we hope to work on, and I'll just mention a few since we started somewhat behind schedule. We're asking for money to do an additional 7,000 acres of lake habitat work, rehab on about 1100 miles of streams, restore about 100,000 acres of aspen stands, and make additional investments to slow the spread of and exotic pests and weeds.

I want to spend a few minutes talking about recreation, the fastest-growing program for the Forest Service. 40% of all outdoor recreation in the United States that occurs on federal lands, occurs on the national forest system lands. My partners that are here in front of me share the rest of that workload, and that workload is increasing at a tremendous rate as people want to spend more time outside. The very quality of life is tied to the quality they see on the landscape. The fact is that 70% of outdoor recreation occurs within 1/4 mile of a lake, a river, a stream, or a coastline. Our job is to meet people's demands in a way that doesn't impair the health, productivity, and diversity of these lands.

I tell the outdoor recreation industry that there are some lessons to be learned from the past. Whoever thought that timber harvests from national forest system lands would decrease by 70%. There is a lesson to be learned there. With partnerships and some simple principles, the recreation industry can help solve some of the challenges we have with forest management. I believe those principles are: nothing should ever compromise public ownership of public lands; our overriding objective must be to maintain sustainability, long-term health, and productivity of the lands; and all uses must occur within the ecological sideboards of the lands.

We also need to realize that recreation is a wonderful way to connect people with the land, to educate children, and to educate people in urban areas as to why this is important. They need to work with us and with local communities so we understand the importance of diverse economies. I see some real challenges in front of us, but we need to work these out together.

I was very reluctant to talk about limits till I heard a speech by the individual that designed sea world. He said he got his degree in marine biology in 1960. Never, not once, when he was in college did anyone talk about the limits of the ocean. Yet, here we are today, three or four decades later, and virtually every major commercial fishery in the ocean is under stress. This really is about limits. There is not enough to go around for everyone to

have all of what they want, so we have to share. Sometimes that's complicated, but it's the balance we need to look for as we share the wealth of resources and protect those resources for the use of future generations.

I want to just mention a few words about roads. I talked about roads a lot last year, but we are moving forward with development of a long-term policy. In fact, Dale Bosworth, who is the regional forester in Montana, is heading up a team that is doing that. There are three or four important principles that I just want to mention. We're developing new analytical tools, synthesizing the information we have, and making sure those tools are available when we determine when and where to build roads, where they should be located, what kind of road to build, etc. We need to work with local communities to decommission roads and to determine what we are going to do with our road system since we know we have more than we can afford. Do we turn them into hunter/walker trails, hiking trails, biking trails; decommission them; or make them part of a permanent system and make sure the commitment is there to fund the program?

Frankly, the problem with the Forest Service roads program is that there has been no commitment to fund it, and we're left holding the bag. We have an \$8.4 billion backlog. It's tough for me to justify building more roads when there isn't any support to take care of the roads that we have. We have 7700 bridges, and we ought to be replacing several hundred a year. We're replacing less than a hundred. This also is local jobs. In fact, I view the roads restoration program of the Forest Service as one of the best local jobs programs in the country.

Multiple use management is alive and well in the Forest Service. I want to say a few things. Half of the spawning and rearing habitat for salmon in the Lower 48 is on our national forest. 80% of the nation's elk, wild sheep, and mountain goat habitat is on national forest land. 22 million acres of habitat supports nearly a half a million turkeys and provides the largest amount of breeding habitat for neo-tropical birds. We had about 30 million hunter visits last year and 35 million angler visits. We have a \$30 billion infrastructure, 383,000 miles of roads, 74,000 land uses, 23,000 developed recreation sites, 35 million acres of wilderness areas, tens of thousands of dispersed recreation sites. Last year, there were 81,000 wildland fires in the United States, and the federal firefighting family, which, by the way, is the best in the world—I know some of you sitting here in the room are working out of the fire center here in Boise—put out over 98% of them in initial attack. It's an incredibly efficient program, and we need to thank these people for it. We processed 800 mining permits last year. We've got 3,000 energy and minerals operations on the national forests, which produce over \$2 billion of raw materials. We'll be preparing about 3.5 billion board feet

of timber for sale. We've got 5.8 billion board feet of timber under contract and 8.75 million AUMs. Multiple use is alive and well. Achieving that balance is one of the most challenging tasks we face in natural resources. But it's important that we do that and that we communicate with one another.

I want to close with another quote from *Politics Western Style*:

"I was eventually driven from the Boise phone book when news of my listed number began to reach the bars around town and I began getting late night calls from town drunks. Before that, however, an out-of-the-blue evening phone call led to one of the most rewarding experiences in my tenure as Governor. 'My grandson is going to die,' a woman's voice said over the phone. I asked her to come to see me at my office the next day. Her daughter had a nine-year-old son, thin and pale, with a heart deficiency. He needed an operation and the family had no health insurance. I knew some people at the Children's Hospital in California, got on the horn, and had the boy admitted as a patient. I took Scotty and his grandmother to the airport, the boy looking very small and vulnerable in the back seat. The nurses gave me a pessimistic assessment just before the operation, but his stay at the hospital was successful. Scotty survived, and I found myself on a happy drive back to the airport to pick up the family. The little guy came off the plane with a rolled up piece of paper. It was a child's picture of Idaho with big snow-capped mountains, an animal with a horn, and streams everywhere."

Thank you.

ANDRUS: Thank you, Mike. I still have that painting, by the way. It's framed and in my home.

As you can see, we're running behind time, and we're going to move right along. If anything can really come out of these meetings, all of the principals are here today. They are going to be here all day, and there is going to be dialogue from you to them. Remember your little question sheets in the folder you have there. They will be collected at the door when we have a break.

The Andrus Center and this symposium had to be representative of all the user groups. We simply could not say the conservationists could meet with their favorite person here or that the timber industry could meet with the Forest Service. But Mike has taken it upon himself to schedule a roundtable discussion with some of the interest groups after this conference is completed. You'll have an opportunity to visit with him beyond the question-and-answer period here today.

The next person I will introduce is an old friend of mine, a man who, when he graduated from college, went to work for the National Park Service. I won't say how

many years ago, Director Stanton, that you graduated from college. He's done every job in the National Park Service that you can imagine. He served his agency well, and then he retired. While I was Secretary of the Interior, Bob was Deputy Director in the Park Service. He had gone up through the ranks and was the only true professional in the higher echelon. About six months after he retired, an election was held in America, and the director position opened up. A lot of politicians throughout America wanted that job. Some of us thought that Bob Stanton, who didn't have a political history you could point to but had a professional history that anyone could point to with pride, should come out of retirement and be the director of the Park Service. The professionals within the Park Service also thought that was a good idea, and, frankly, his tenure to date has proved us right. Let me introduce to you the Director of the National Park Service and a friend of mine, Bob Stanton.

ROBERT STANTON: Good morning. Thank you very much, Governor Andrus, for that very kind introduction. You're still my Secretary Andrus. To President Ruch, to former Assistant Secretary Bob Armstrong, Deputy Assistant Secretary Pat Shea, my fellow panelists, distinguished faculty and administrators of Boise State University, the officials of the state of Idaho, ladies and gentlemen, friends, and all, it is a pleasure to be with you again to participate in this important symposium on public land policy.

I must tell you, Governor Andrus, that you, as a former Secretary of the Department of the Interior, remain an inspiration to the men and women of the National Park Service, and we hope that in some small measure, we'll continue to build upon the rich legacy that you gave us in fostering the development and appropriate use of our public lands known as our National Park System. So Mr. Secretary, we're still indebted to you for your contributions.

I also want to thank the citizens of Idaho for their support of the National Park Service areas and programs in this state. Our Deputy Director for our Pacific West Region, which includes Idaho, is with us this morning, Bill Walters, along with other members of the Park staff. Some of our superintendents and regional staffmembers are here with us this morning.

I particularly want to applaud the fine partnership that the National Park Service enjoys with the Idaho Department of Parks and Recreation under the able leadership of Yvonne Ferrell, whom I have known and worked with for some years. I'm pleased to inform you that Ms. Ferrell has been recently appointed as a member of the National Park Service's Development Advisory Committee, which advises the Director on all major design and construction projects for the national

parks throughout our country. Ms. Ferrell, my colleagues in the National Park Service and I are very grateful to you for your willingness to assist us in this major undertaking.

This symposium is a work in progress. As the agency whose mission it is to preserve our natural, cultural, and recreational heritage, the National Park Service is again pleased to be a part of this outstanding symposium. Truly, it is a work in progress. Our heritage and history are not static. They are always evolving.

As a reflection of that fact, the national park system continues to grow. I was with you one year ago this month. As a result of continuing efforts on the part of the American people, as manifested through their elected officials to the United States Congress and their elected officials in the executive branch, the 105th Congress gave us new authorities and added two new units to the National Park System. Those two units are the Central High School National Historic Site in Little Rock, Arkansas and the Tuskegee Airmen National Historic Site at Moton Field in Alabama, commemorating the greatest achievements and contributions of Tuskegee airmen during World War II.

The 105th Congress gave us some broad new authorities, including the extension of the Highway Transportation Act, better known as the Transportation Equity Act, which doubled the National Park Service's annual allocation for road and bridge improvement from roughly \$83 million to \$160 million annually to care for our roads and bridges throughout the National Park System. We suffer a similar fate as that described earlier by Chief Dombeck.

Congress also gave us broad authority under the National Park Improvement Act. Through that act, we are now reforming the way we manage our concession management program. Also, the 105th Congress gave us the Underground Railroad Network to Freedom authority, which commemorates that important chapter in our nation's history.

The work in progress has indeed progressed over the years. Today the National Park System includes not only the sites that commemorate the glories of our history but also commemorates the difficult periods in our history, such as the Trail of Tears Historic Site and the Manzanar National Historic Site in California.

The question that we often pose to ourselves and that is posed to us by our friends and foes alike is: What kind of National Park Service do we need to guide us in the fulfillment of our mission into the 21st Century or into the new millennium? Let me reiterate, as I did a year ago in this great city, a threefold vision for the National Park Service.

First, the natural, cultural, and recreational resources entrusted to our care must be maintained with

the highest standards possible. This must be done by highly skilled, dedicated, motivated, and diverse staff, using sound business practices, sustainable design, state-of-the-art technology, partnerships, and intergovernmental and community relations.

Second, our programs and facilities must be available for the benefit of the broadest spectrum of park visitors possible with assurances that our services are available for the benefit of our youth and fellow citizens with disabilities.

Third, the Park Service must continue to improve its efficiency in the use of the resources given to it and to take measures to achieve timely and high-quality delivery of services to the American people.

In response to the challenges facing the National Park Service and opportunities for improvement of our stewardship responsibilities, I've established the following priorities:

- protecting park resources through inventory monitoring and the application of sound science in our decision-making;
- improving the level of awareness and appreciation of the values of parks on the part of the broadest spectrum of the American public, instructing those who visit the parks as well as reaching out beyond the park boundaries;
- ensuring the safety and health of visitors to our parks and of our own employees;
- improving the recruitment, development, and supervision of employees and volunteers;
- increasing diversity in the work force;
- delivering services to all Americans;
- expanding the involvement of youth in the National Park Service's programs, such as the Classrooms Program, the Youth Conservation Corps, and other educational activities;
- increasing our partnership with tribal governments in government-to-government relations, state and local governments, conservation organizations, and neighboring communities. Many of you here this morning represent those organizations.

Again, these priorities have not changed, but I am happy to report that we are making progress in pursuing them. Today, the National Park Service is responsible for 378 areas from the South Pacific to Maine and from Alaska to the U. S. Virgin Islands, encompassing 83 million acres and serving over 260 million visitors annually. It operates with a staff of approximately 20,000 permanent, temporary, and seasonal employees with an annual budget approaching \$2 billion.

That sounds like a lot of resources entrusted to our care to administer your national park system and your national parks programs. They *are* a lot of resources, and as you can well appreciate, it is only through

partnerships that we can preserve our nation's treasures. As managers, those assisting land management agencies, residents of western communities, and environmental advocates, you above all understand the importance of our engaging in a two-way dialogue with neighboring communities, state and local governments, tribal governments, civic and business leaders, and residents.

For instance, here in Idaho, we are very proud of our partnership with the South Central Idaho Tourism and Recreation Development Association [SCIT], which is a non-profit partnership organization, dedicated to the management of tourism in a 13-county area in a manner that will enhance long-term protection of cultural and natural resources. Truly, it is a collaborative effort, designed to integrate the mission of the private sector and public lands, including state parks, the National Park Service, the Bureau of Land Management, and the U. S. Forest Service. SCIT is working with Jerome County on a public-private partnership to reserve 8,000 acres along a nine-mile stretch of the Snake River. Our hope is that this area, which includes unique resources like Shoshone Falls, will be managed as a recreation area and open space. SCIT also has a very important educational role. It has developed a program, partially funded by the National Park Service, for fourth graders to learn about our natural and cultural resource protection. This program is being used by 59 schools throughout these counties.

Another project that I hope you will hear more and more about in Idaho is the expanded partnership to commemorate the upcoming bicentennial of the journey of Lewis and Clark. The National Park Service is very pleased to be one of many federal agencies, including those represented by my colleagues today, who have agreed to work together with state and tribal governments— particularly the Nez Perce but other tribal governments as well— to recognize the 200th Anniversary of the travels of the Corps of Discovery.

Of course, the management of City of Rocks National Preserve is entirely a cooperative effort between the National Park Service and the Idaho Department of Parks and Recreation. We can draw upon the expertise and resources of both agencies to creatively manage the park. The important thing that we do is to focus on protecting the natural resources entrusted to our care.

I'm proud to announce that this year is the 75th anniversary of the establishment of the Craters of the Moon National Monument. Superintendent Jim Morris, who is here with us, and his staff have developed an outstanding listing of commemorative events for this year, and I want to encourage you and your neighbors and friends to participate and join with the National Park

Service in celebrating the 75th anniversary of this magnificent monument here in the state of Idaho.

In the new millennium, resource stewardship does not mean standing at our borders, guarding against intruders. Instead, it means engaging our neighbors and the public at large in a joint effort to preserve the resources. We are not an isolated presence; rather, we are a piece of a complex connected system: national parks, state parks, county parks, city parks. We have several new projects that we believe will further our efforts toward joint resource stewardship.

Among this country's public lands, the national parks are given a very high level of protection. They provide unparalleled opportunities to understand the complexities of nature while ensuring that future generations can enjoy and learn from them. As the new century dawns, America needs to recognize the national parks as great national libraries and museums where people can learn in diverse ways. As an example, some visit and enjoy the scenery; others take lessons from a national park web site; and professors, graduate students, and other academics conduct research in the parks on a range of disciplines.

We are certainly committed to improving the management of the national parks through a greater reliance on data provided through scientific research. The natural world is comprised of millions of species, many still unknown to us. The inter-relationships among those that are known remain puzzling and mysterious. Preservation of the national parks requires development of a basic data set, an inventory of the natural resources as well as monitoring the condition of those natural resources and the changes in those conditions over time.

In the Great Smokey Mountains National Park in Tennessee and North Carolina, we're involved in an unprecedented partnership to identify and catalogue all life in the park. This program is developing an inventory of approximately 100,000 species found within the Great Smokey Mountains. The project goal is to share information that is useful in resource management, science, education, and recreation. In particular, the project organizers wish to make the detailed information on the natural history and ecology of all species available to the wider, non-specialized audience. Truly, to understand and preserve these resources is the core of the National Park Service's mission.

We're also committed to managing the national parks in such a manner as to protect their inherent qualities and to restore natural systems that have been degraded. To this end, we are continuing our efforts to restore damaged ecosystems and environmentally-threatened areas. In the Florida Everglades, we are engaged in a major inter-agency cooperative effort to

restore the natural flow and improve the quality of water into the Everglades.

When the floods of 1995 hit Yosemite Valley, we could have seen only calamity. Instead, we saw an opportunity to make sensible decisions to improve the circulation of visitors and the way in which we restore destroyed facilities. In Sequoia Canyon National Park, we are reversing policies that encouraged commercial developments right in the sequoia groves. Now we are restoring sites within Giant Forest.

But these high-profile projects alone are not enough. In addition to relying on scientific knowledge and decision-making and working to restore degraded natural systems, our strategy to protect the natural resources of all the parks includes targeting invasive species, working to protect air and water quality, complying with all environmental laws, and applying the highest standards of environmental stewardship to the day-to-day operation and management of our parks.

Another item of particular interest to you in state and local governments is the President's recently-announced Lands Legacy program. As you know, the Land and Water Conservation Fund has been an outstanding example of federal, state, and local partnership and has contributed magnificently to both state and local systems throughout the country. Unfortunately, in recent years, that program has been short-changed as limited federal funds have forced us to focus on other priorities. Today, with a strong economy and a budget surplus, there is renewed hope for the Land and Water Conservation Fund. Thanks to grassroots efforts throughout the country—many of you participated in those efforts—there is an important momentum to ensure that Congress and the Administration agree to funding the land and water program. The President has responded to that need by proposing the Land Legacy initiative, to, as he puts it, "reserve places of natural beauty all across America from the most remote wilderness to the nearest city park."

At the Department of the Interior, the National Park Service has been charged with implementing a large segment of the Lands Legacy program. Along with the other departments—the U. S. Forest Service, U.S. Fish and Wildlife Service, and BLM—we will acquire critical open spaces with the use of some \$413 million in federal land and water conservation funds. Most of these acquisitions will help us fill out national treasures, such as the Everglades and the hallowed ground of Civil War sites.

In addition, we will work with the state and tribal governments and with local communities to preserve the beauty and character of our communities. We lose approximately 7,000 acres of farmland and open space

every day. Under the Land Legacy program, the National Park Service will be responsible for distributing \$2 million for communities, tribal governments, and others to create open space plans. To carry out those plans, \$150 million in matching grants will be available to states, tribal governments, and local governments to help protect greenways, views, and the beautiful lay of the American landscape.

Importantly, President Clinton has committed to working with Congress to ensure for the future a permanent funding level for the Land and Water Conservation Fund. I would encourage you to participate in what surely will be a debate that will take place during the coming months. I urge you to listen carefully to the various proposals that are being advanced and to participate fully in the efforts to revitalize the Land and Water Conservation Fund. I encourage you to express your concerns but also to let your elected officials and others know those things you support and those you do not support. As always, we may not be able to get everything we desire, but certainly we need to be a full player in all of the discussions that take place. Most importantly, whatever comes out, we need to make sure we do it right to ensure strong and ongoing grassroots support for recreation and preservation opportunities throughout this nation.

Again, I would like to refer to our work in progress. As our history unfolds, we're always at the crossroads between our past and our future. In addition to preserving our natural heritage, the National Park Service is a steward of the nation's cultural heritage, a responsibility we share with many of you represented here. In this area, our First Lady, Hilary Rodham Clinton, has encouraged us to "honor the past, imagine the future", the theme of our millennium program. She has made an outstanding effort on behalf of the millennium grant to the Save America's Treasures program. She leads us in an effort to preserve our cultural treasures, including documents, monuments, and other historical structures. The National Park Service, the National Trust for Historic Preservation, and other organizations have compiled catalogues of very needed and worthy projects. We were successful in receiving funding from Congress for this year's program, and we are seeking additional funding in the new fiscal year.

The National Trust for Historic Preservation and the National Park Foundation have been active in eliciting private sector participation in the administration's Save America's Treasures program. As an example, the General Electric Company recently donated \$5 million toward the preservation of the Thomas Edison library and laboratory in West Orange, New Jersey at the Thomas Edison National Historic Site.

Like the First Lady, we must speak loudly about the importance of historic preservation. Preservation is not just about buildings and structures. It's also about preserving the values of the community and the diversity that links us with the heritage of our predecessors and the legacy of our ancestors.

Who will be the stewards of the future? It will be the youth, who may be having his or her first experience in a park this year, that will ultimately become the superintendent, the regional director, the chief of maintenance, the chief ranger, the director of the Park Service, and, yes, the Secretary of the Department of Interior. For that reason, I was very pleased to announce last June, along with Secretary Babbitt, formation of the Public Lands Corps. Through this program, we were able to offer to 1,225 young men and women the opportunity to work in national parks last summer. The young people, aged 16 to 24, earned minimum wages to work on our backlog of maintenance projects. In Idaho, a Public Lands Corps member worked to rehabilitate trails at the City of Rocks National Reserve, restore native plants at the Craters of the Moon National Monument, and restore park sites at the Nez Perce National Historical Park. I am very happy to report that we plan to expand this program as we move toward the new work program for this spring and this summer.

The great philosopher/educator, Matthew Arnold, observed that "education is not a getting and having but rather a growing and becoming." Through these kinds of programs, our youth will indeed become the stewards of the public lands, a responsibility that you and I, individually and collectively, share today.

Our Project Classroom, which actively engages young people in experiencing firsthand their natural and cultural heritages, accommodated over 4 million young students throughout these parklands last year with the assistance of some 70,000 teachers. We hope over a period of time to double that level of involvement by young people in becoming acquainted with the resources for which they will ultimately be responsible.

As we survey the great conservation challenge and opportunity that lies before us, I am reminded of Abraham Lincoln, who said, "You cannot escape the responsibility of tomorrow by evading it today." I am proud that the National Park Service and the men and women thereof are accepting every day our responsibility for preserving the nation's heritage and that these resources are for all Americans.

In closing, let us therefore be reminded that our national parks and, in my view, all public lands provide opportunities and experiences that awaken the potential in each of us to become better stewards.

Thank you very much.

ANDRUS: I just asked Bob how many visitations

there were in the national park system, and he said 285 million. So you see the impact of us humans, tramping upon the things we love, whether it be recreational land, national parks, or national forests. There is a challenge there.

This man is doing an outstanding job. One of the reasons he came back as a professional was to try to reinvigorate the professionals in the Park Service, and he has done that. Bob, I thank you, but 285 million visitations? That's a tremendous impact. But you wonder about the impact that we might have with the visitation from the leaders of our agencies. He mentioned Yvonne Ferrell being put on the national advisory board. That helps tremendously. I said publicly when I was governor of the state, and I've said since that if I had four more Yvonne Ferrells, I wouldn't need the rest of the directors. She is a hard-working, outstanding professional, and to have her on the national board is going to enhance our position here.

That didn't just roll off his tongue when Bob was talking about Shoshone Falls; remember, this is a good water year so take a look at Shoshone Falls when it starts to roll. There is always a rainbow. That type of activity helps us, and we thank you.

The next individual that I want to introduce to you is another lightning rod. Everybody loves Bob Stanton because he takes care of the beautiful places for us, but when the cowboys start arguing about the AUMs and when the wildlife-lovers, the hunters, and the fishermen get to ganging up, one of the recipients of that abuse is the director of the Bureau of Land Management. The Acting Director of BLM is here with us today, Tom Fry.

You ask what we gain by getting together like this? We had a discussion yesterday about the new grazing regs and the interpretations of interested parties and other things that come into being in those regs and what it does to the transfer of AUMs and management plans that we have on the land. I can say to you that Tom has that in his head now; he knows that some of the implementation may not be exactly the way they envisioned it when they created it. I would suspect, to give the guy a chance, he is going to find out that some of those things will be clarified.

Another one of our lightning rods today and a principal speaker, Tom Fry, Acting Director of BLM.

TOM FRY: Governor, thank you very much for having me here. The Governor said some nice things about us, acted as though we're kind of smart or something. I have to tell you a quick story. Right after I came to BLM, I became the Deputy Director and have since become the Acting Director. I was talking one day to one of our field managers, and what she said was, "You know, in BLM, we have a saying: the further you get from the land, the more stupid you become." Well,

that's pretty true. The hard stuff is done on the ground. Course it took me two weeks to realize that she had told me I was the stupidest person in BLM. So Governor, here's what you've got.

Lucky for you today, though, the smart people from BLM are here. We have used this opportunity to bring all of our senior leadership of the bureau together here in Boise. We have every state director in BLM here plus all the senior management of BLM, so with the Governor's permission, I'm going to ask very quickly that all the BLMers that are in the audience stand up. Great.

After I get through talking, if you want the real answers, now you know whom to ask.

It's also a pleasure to be back here in Idaho. As many of you probably know, Bob Armstrong, Bob Stanton, and I are all from southern Idaho; you can tell by our accents. It's that southern part called Texas. But it's great to be back in Idaho. We've had the opportunity to come on numerous occasions. It's a great place to visit, and, as I said, we took the opportunity to bring our entire team here so they could experience all the wonderful things that Idaho has to offer. Again, thank you for allowing us to be here.

I'd like to start off by quoting one of America's most respected politicians, someone who really has the right stuff, somebody who has been able to reach across the political spectrum and deal on both sides of the aisle, somebody who has looked at the process and at how we do business. He recently told a western newspaper, "The people have forgotten that politics is the art of compromise." That's quite a thought, isn't it? This straight-shooting westerner also understands the special appeal of the west. He put it this way: "I've always said the reason so many people live back east is that they don't understand that you need to make a living first, but then you have to have a life that's worth living." Isn't that the truth? All of us who live in west know that to be the truth.

Today, what I want to do is spend some time talking with you about a topic that has been in the forefront of the papers lately, the whole subject of urban sprawl and open space. You've heard some comments thus far, and I'm going to elaborate on that today. It's an issue whose time has come.

Why is it important to land management agencies? First off, it's talking about great places to live. One of the biggest factors people take into account when they decide where to live is open space. It's the public's desire, really its demand, for open space because the amount of open space is shrinking in the west. As cities get larger, they encroach more on federal lands, and pressure starts to develop. All you have to do is go out and look at the foothills here in Boise, and you will see that there is movement on federal land, and the open

spaces may well come from federal land that abuts many of our cities.

When we think of the west, we think of places like these. We seek places where you can go out and find some solitude, where you can be alone, be your own person, where you can make your own way without the interference of anyone, where you can enjoy the beauty of the land and the abundance that the land has to offer. But more and more, what we're seeing is urban sprawl.

But growth isn't just urban or suburban in nature. Some rural communities with high resource values are experiencing rapid growth also. Take the example of St. George, Utah where BLM has started to work in a collaborative effort with the local community to protect some key open spaces. In the St. George area, two small towns have entered into a cooperative agreement with BLM to prevent the destruction of significant petroglyphs along the Santa Clara River and to open up trail heads for people to use. The purpose of this project is threefold: first, to protect critical habitat; second, to protect sensitive fish species; and third, to provide for community open space. It's planning for the future. So growth has been at the forefront of issues in the west.

Another place where people are starting to talk about growth and urban sprawl is in the legislatures. Last year, Utah passed the Utah Quality Growth Act of 1999. Kevin Garn, Republican majority leader of the Utah House, calls this a bipartisan issue and said of the bill, "It's about enhancing and preserving the quality of life that we've all grown to know and love in the state of Utah." How many of us who live in the west would say the exact same thing about the place we live?

Representative Bill Becker, a Salt Lake City Democrat, who helped get the bill through the House, said, "There is a saying that you don't miss the water until the well is dry." The same thing can be said about open space. When it comes to open space, you only get one chance to do it right.

In managing activities, such as grazing, energy development, hiking, and fishing, it's important to keep in mind that all of these activities require open space. So that means that preservation of open space is an inherent part of the BLM mission.

The Administration has a number of initiatives to try to deal with the question of urban sprawl and open space. As Bob Stanton mentioned, there is the Lands Legacy initiative. It calls for Congress to allocate over \$400 million to preserve America's national treasures. What will that money go for? Some of it will go to buy land in the desert in California, 450,000 acres. Other money will go to the restoration of the Everglades, enhanced protection of the Lewis and Clark Trail, and the purchase of land in areas where we need to block up land in order to protect open space for the future. So

those are some of the things that money would go for.

The initiative would also allocate \$588 million to state and local governments to protect private trust lands and to other non-profit organizations to protect open space. So it's not just a federal initiative. It will also involve state and local governments.

The Administration's second major effort is the Liveability Agenda for the 21st Century. It calls for a \$10 billion five-year program for state and local communities to preserve green space and improve water quality, a recognition once again by the Administration of the need for this to be locally run and locally developed. Vice President Gore has aptly described the federal role in this growth issue in this way: "The federal government's role should never be that of a beauty commissar. It is our job to work with the states to support their remarkable smart growth effort."

So where do the federal land management agencies fit into this scheme of things? As most of you know, BLM has a multi-use mandate. That means that anything that can happen on the land will happen on BLM land. It doesn't matter what it is, whether it's invasive species, marijuana-growing in California, meth labs in the desert. It doesn't matter what it is. If you can think of something that can happen on the land, it's going to happen on BLM land. It doesn't mean that all of those things have to happen in one place, so with a multiple-use responsibility, we have to decide.

I hesitate almost to tell you this, but I was approached recently by a man who thanked me for the gathering his organization had held recently on BLM land. I said I was happy we were able to work with him and asked him what organization he was with. He said, "The National Nudist Association." So anything that can happen on the land will happen on BLM land.

Of course, that's a big challenge and big mission for us, but it's one we really believe in and are very proud of. In fact, given the dispersed nature of the BLM lands and the diversity of the terrain—from rangeland to mountains to tundra—we are the open space agency. Just by managing for multiple use, we foster open space and livable communities.

Rangeland, where ranchers graze their livestock, gives us open space. Pristine wilderness areas where hikers refresh their spirits—those give us open space. Vital habitats for endangered animals and plants to regain a foothold give us open space.

Are there challenges to this? Absolutely. In 1976, Congress passed the Federal Land Policy Management Act, commonly known as FLPMA. Things were different then than they are now. There were lots of things that we didn't take into account when we first started trying to manage for multiple use. The first area is that of planning. That's the first challenge. Our role in

this effort will be to support state and local planning efforts to manage growth, not to direct them. Many of our planning efforts took place before anyone anticipated that we would have the urban growth explosion in the west, so as we look to the future, we have to look at those plans and determine how they will deal with the increased recreation Mike Dombeck talked about and how we can rework those plans to be relevant in the 21st Century.

The second challenge for us will be wildfires. Again, we only have to look at the Boise Foothills to see what we're talking about. What will be our role? In the past, BLM has been part of the federal government's firefighting team, and we go out and fight wildfires in the countryside. But these fires are now coming close to people's homes. What will that mean for us? Will that mean new equipment? Will it mean new ways of fighting fires? Will it mean setting new standards for fighting fires? Will we have to form new partnerships with local communities in terms of dealing with fires in the west.

The third challenge is how to make land management decisions. In the past, we've worked very hard to improve our cooperation and coordination with local communities, state governments, and tribal governments. The BLM will meet stewardship responsibilities in this area; we will also continue to support joint planning, shared decision-making, and respect for the local planning process. Example: Over in Montana, we've entered into a cooperative agreement with the Montana Association of Counties, one dealing with firefighting. We've gone in together and done prescribed burns to protect areas around homes. That's an example of some of the collaboration that will have to take place as we start to make decisions.

The question must come up: is all this wonderful bureaucratic introspection necessary? I think the answer is yes, as evidenced in *Money* magazine, which published its 12th annual ranking of the best places to live in America in 1998. They talked about what things people look for when they look for the best places to live. The five top factors in choosing a place to live were clean water, low crime, clean air, good public schools, and low property taxes. Those are the things we find in the west, and those are some of the things that are provided by open spaces and federal lands.

As Mike mentioned, the vast majority of the water in this country comes off Forest Service land. That's where the clean water will come from. As I look at BLM's mission, our responsibility is to allow for commodity use and also to make sure that we have clean water, clean air, and I like to say "dirty" land. We need to have all three.

So for those of us who live and work in the west, we

already knew about those things and about those challenges. In fact, open space is basic to the west's history and is essential to our quality of life. I believe that BLM and the other federal agencies are uniquely positioned to provide open spaces, to work with local communities, to limit urban sprawl, and to provide for an environment where clean water, clean air, and dirty land can thrive.

I'm going to take a very short opportunity to talk to those of you here today who are young people. I think the opportunities presented now today by federal service are unbelievable. The average age of people in BLM today is 47 years old. We're going to turn over the work force by 50% in the next ten years. If you're interested in urban sprawl, open space, endangered species, this is the place to be where you can jump in, be a participant early on, and if you choose to, you can follow the example of Bob Stanton and become the director of a bureau someday. This can happen quickly for people because of the changing work force. Talk to some of the BLMers, talk to some of the Forest Service people who are here because federal service is a wonderful opportunity today.

I began my remarks by quoting from that successful western politician, who understands the need first to make a living and then to have a life that's worth living. The man understands the challenges and what role open space plays in that.

Thank you, Governor Andrus, for 35 years of public service and for having a program like this one.

ANDRUS: Thank you very much, Tom. Ladies and gentlemen, our next speaker is Jamie Clark, who is the director of the U. S. Fish & Wildlife Service. Jamie, I know that when you finish, they are going to move to the door, so before you speak, I want to give them some ground rules. I don't want you to be late coming back, because we're going to get into some of the fun of this and ask questions of these astute professional people, who are willing to be here today.

Let me introduce you to the director of an agency, whose heavy responsibilities many people do not understand. If you don't think the responsibilities of the U. S. Fish and Wildlife Service are heavy, look at the Endangered Species Act, look at the sage hens, look at any of the wildlife that we have, including grizzly bears, wolves, and everything else, and see how that relates to the water quality and to the effect of the water quality on them. So let me introduce to you the director of the U.S. Fish and Wildlife Service, Jamie Clark.

JAMIE CLARK: Thank you, Governor. Like my colleagues, it's a real delight to be here with this audience. For me, it's great to be back in Boise as well. Like Bob Stanton, I'm a longtime career federal employee, but my career actually started with the

military as a wildlife biologist, working with the National Guard Bureau and then the Army for a short time before transferring to the Fish and Wildlife Service in the late 1980s. I had the opportunity to spend a fair amount of time here in Idaho, working with the land right outside Boise, the Orchard Training Area, and dealing with the wildlife challenges and opportunities.

So for me, it is a thrill to be back here, but I am amazed to see the growth and the sprawl that some of my colleagues were talking about as Boise has certainly grown over the years. I'm also delighted to be joined by some of my colleagues in the Fish and Wildlife Service. Ann Badgley, our regional director, is here. She oversees this part of the world for the Fish and Wildlife Service. Many of her colleagues in our agency are here as well. So get to know them, and I'm sure they'll be able to respond to some of your questions.

A little bit about the Fish and Wildlife Service. Certainly, I'm here to talk about our public lands and our contribution to collaborative stewardship. The Fish and Wildlife Service is, indeed, a very eclectic organization. We do have some notable statutes that I'm sure ring a bell in this part of the world, like the Endangered Species Act and the Migratory Bird Treaty Act, but a significant part of our agency also deals with grants to states under some of the hunting and fishing excise taxes. In addition, we have a significant program in fisheries and many other partnership programs. So while we do have a spectacular land base that I want to talk a little bit about today, certainly some of our other authorities seem to make headlines more often than does our refuge system.

The month of March is a very important one for land stewardship. Not only does it mark the Department of Interior's 150th Anniversary, but it is also the 96th birthday of the world's largest collection of lands set aside specifically for the protection of wildlife. Of course, I'm referring to America's National Wildlife Refuge System. We have 516 refuges, covering a little over 93 million acres, which are all habitat for thousands of species, including many that are endangered or threatened. We join with our other federal land bases in providing a safety net, a home for many of the species that are on the brink of extinction and that we are desperately trying to recover.

Our refuges are spread across the nation with at least one in every state, and many within an hour's drive of a major city. That is significant when we talk about the changing demographics in this country today, when we realize that many of our young folks today are not growing up in the ranching and farming communities of the past but are growing up in our cities. So these wildlife refuges are more and more becoming education centers, places where we can teach the conservation

ethic, where we can reach out to the community, and where we can talk about what's right with the land.

While we don't match the Park Service for visitation, we do indeed have almost 35 million people visit our refuges every year. That number is growing exponentially every year as people become more aware of the refuge system. Many people come just to observe and enjoy wildlife. Many come to hunt; many to fish. Each year, the number of visitors is rising.

The Fish and Wildlife Service is the only federal agency that has as its principal mission the conservation of animals, plants, and their habitats. We rely heavily on our national wildlife refuge system to carry out our conservation mandate. At refuges, we support at least 700 species of birds, 220 species of mammals, 250 species of reptiles and amphibians, more than a thousand species of fish, and countless species of invertebrates and plants. It's a system that, from my perspective, does not even have an adequate biological inventory.

So it's becoming obvious, particularly with issues like urban sprawl, particularly with the demand on the landscape, that places like our national wildlife refuges are increasingly important. They are, in fact, essential to the long-term conservation of our biological heritage.

Nearly one-fourth of all of our threatened and endangered species are found on refuges, and it's here that they often begin their recovery or hold their own against extinction. Today's United States list of endangered species is about 1200. That's nothing to brag about from my perspective, but it certainly is a signal that something is not right with the landscape. More and more, we're focusing on our refuge lands, our other federal lands, and partnerships with many of our colleagues outside the federal land base to prevent the extinction of many of our precious species.

As we look forward to the new millennium, we see refuges continuing to play a central role in the health of our wildlife. Clearly our refuge system is a work in progress, helped along and supported by many of our constituencies. To prepare for the challenges of the future, the entire Fish and Wildlife Service has dedicated itself to strengthening and renewing the refuge system. If you think about urban sprawl for a minute and you think about the future, it's instructive to look at a number of statistics. The Census Bureau, for instance, says that by the year 2050, we will have the equivalent in this country of 20 more New York City's worth of people. If you've ever been to New York City, one more is enough to overwhelm you. But twenty more, spread across the landscape—most of it here in the west because there isn't much room left in the east—are something that we need to prepare for. We don't need to wait till it hits us, and we're scrambling to figure out how to balance the needs of the economy with the needs of the

environment. We must continue to look for ways to blend and to allow them to work hand in hand. People are depending more and more on having places to recreate, having places to appreciate, and having places to enjoy our biological heritage.

The National Wildlife Refuge Improvement Act of 1997, coupled with recent budget increases, forms a solid foundation on which we plan to build the system's future. When I became director almost two years ago, it was right at the height of the debate on the first organic legislation for the refuge system, legislation to dictate the mandate of the system. This system was first brought into being in 1903, so imagine 500 pieces of land that went without a specified mandate for almost 100 years. It took 95 years to get organic legislation for the refuge system, and we feel very responsible for bringing our land base together as a system and charting the course for its future.

Last October, we had an amazing and historic gathering of Service leaders and many of our partners in Keystone, Colorado. For the first time ever in the history of the National Fish and Wildlife Service, we brought together our key leadership to talk about our land base. From that gathering emerged a framework for charting the future of the system. The report is entitled *Fulfilling the Promise*, and it should be finalized and released within the next few weeks.

I'd like to share with you a little bit of what the report advocates. The report certainly honors the colorful history of the refuge system, but it also provides guideposts for an even brighter future. It calls for a system of lands where wildlife comes first, where the lands and the waters are healthy, and where the best science is used in their management. It recognizes the importance of concepts like biological diversity, ecosystems, and landscapes. It envisions a system growing strategically in the next century, not just growing for the sake of growth, but growing strategically.

The report acknowledges very clearly that refuges are gifts for people. They are gifts we've given to ourselves, simple gifts that are unwrapped each time a birder lifts his or her binoculars, an angler casts on the water, a hunter sets his decoys, or a volunteer lends a hand. *Fulfilling the Promise* also renews our commitment to the people who care for the system, our own employees, through leadership development, training, and the recruitment of a diverse work force, made up of the best and brightest. I'll join my colleagues in talking about the importance of public service, of taking care of our land, and of recruiting the best and the brightest to chart the course for the future of conservation.

As we look to the future, I intend to highlight a

strong refuge system as I fulfill some of the promises I've made to myself as director. I want my tenure as Director of the U. S. Fish and Wildlife Service to be marked by progress in three extremely pressing wildlife management issues of our day: the invasion of exotic species, the plight of our migratory bird resource, and the need for an ecosystem-wide, collaborative approach to land management.

Invasive species. All of my colleagues mentioned it, and I know it's an overwhelming issue that we're probably all familiar with, whether its purple loosestrife, feral hogs, kudzu, or fire ants. Those are just a few of the more than 6,000 species that inflict over \$123 billion in damage and threaten to change the face of our country's landscape. To address the invasive species threat, the Fish and Wildlife Service is doing three things: first, we're working to control their spread; we're enhancing habitat so that our native species can better compete; and we're restoring displaced native species. As Director of the U. S. Fish and Wildlife Service, I have the opportunity/challenge/ disappointment to add species to the list of threatened and endangered species. Every time one of these packages comes across my desk, it's yet another signal of failure. Something has gone wrong.

I have seen over the years—because a lot of my career in government has been working with endangered species—that certainly the most obvious reason for endangerment of our species diversity today is loss of habitat or habitat fragmentation. But in the past few years, increasingly the reasons for listing include competition from non-native species. It's an issue that we all need to pay attention to, and we need to work together to figure out how to control it.

Our refuges have proved to be great laboratories to see what works and what doesn't. We're employing traditional means of control, but we're also constantly experimenting and evolving new techniques in integrative pest management. On the refuges of North Dakota, for instance, we have a number of strategies that have been implemented to combat a host of invasive species. Prescribed burns have significantly reduced the presence of wormwood, a noxious weed that out-competes almost all native forage plants and is a pollen source for allergies and asthma. We're trying to contain the spread of leafy spurge and of Canada thistle, which are displacing grasses and forage used by wildlife and other domestic species across the west.

Of course, it would be naive of me to think that we can do this by ourselves or that the problem is only on refuges. All land management agencies must strive to control invasive species, and we invite you all to turn to refuges for ideas or to use them as laboratories on how to do it. Right here in Idaho, the Forest Service is doing just that. They're monitoring the effectiveness of

European beetles against purple loosestrife at our Deer Flat National Wildlife Refuge. I encourage other land managers to join with our refuge system to combat these destructive invaders.

The second issue I want to talk about is the plight of our migratory birds. Migratory birds are something that America is passionate about, and the Fish and Wildlife Service and our national wildlife refuge system have a proud history of restoring bird species. In the past years, we've worked with our partners, including many of you here today, to rescue the whooping crane from extinction and to restore declining waterfowl populations. Now it's time to build on our successes and expand our efforts to cover other types of birds, particularly shore birds, sea birds, grassland nesters, and our neo-tropical migrants.

The decline of these species defines the modern-day bird crisis and should be of concern to everyone. Birds truly are the miners' canary of environmental changes on our forests, our grasslands, and our coasts. In their health is reflected the health of our lands and waters and, ultimately, of ourselves. To further migratory bird conservation, we're expanding our knowledge of these species. Again, we're using our refuges as demonstration areas. A good example is our Laguna-Atascosa Wildlife Refuge near the Texas-Mexico border. That refuge is the last stopping place for central flyway birds leaving the United States, and it's the first land they see when they return. Laguna boasts 406 species of birds, probably the greatest diversity in the National Wildlife Refuge system. Its strategic location makes it a perfect site for migratory bird research. It's also the site of a unique partnership between the refuge and adjoining farmers and ranchers, who have bridged significant differences to find common ground in restoring the endangered aplomado falcon. Now birders from all over the world come to see this striking raptor, which is a reminder that we can and should bring back a part of our wildlife heritage. We're particularly able to do that if we all work together.

Research efforts are also providing us with the data we need to assess habitat needs. The value of this type of information is being realized in the lower Mississippi region of our country. The habitats of this region harbor more than 80% of North America's native bird species. We've created a GIS [Geographic Information Systems] database of bird habitat needs in the Lower Mississippi Basin, and we've overlaid that on land ownership maps of the area. Although we have an impressive refuge presence in the region, it's clear that it's going to take a combined federal, state, and private effort to save the birds and the habitat of the Lower Mississippi. Working together will enable us to provide large blocks of habitat to many species and to meet many needs, not just migratory birds.

That brings me to my last point: the need for an ecosystem approach, a collaborative approach to natural resources conservation. More than any other federal agency, I believe the Fish and Wildlife Service must practice an ecosystem approach to get its job done. You can't expect a grizzly bear, a grey wolf, a bull trout, a prairie dog, or any of our warblers to stay on refuge property. Refuges do provide species with vital habitat, but we can't let them become isolated islands in a sea of degradation.

In terms of size, it's clear that the typical refuge isn't nearly large enough, by itself, to conserve ecosystems. As an example, at just over 5,000 acres, our Neil Smith National Wildlife Refuge, a good-sized parcel in the state of Iowa, is trying to restore the tall grass prairie ecosystem. To give you just a sense of the restoration challenge, Iowa's tall grass prairie has been reduced to 1/10 of 1% of its original land cover. What's left is fragmented, the refuge providing one of the last remaining intact tracts. That's just at 5,000 acres.

What's happening at Neil Smith is a wonderful example of realizing the power of the ecosystem approach, looking at the landscape, through partnerships. People are excited about bringing back the prairie. At the refuge, volunteers from the local communities, including school children, are helping us collect seeds from 200 species of prairie plants, many of which are rare. These seeds are being used for restoration efforts, not only on the refuge but on neighboring lands.

I visited there a number of times, and it's absolutely incredible to see the prairie rebounding where once it was bare land. Ranchers, farmers, and other private landowners are becoming involved in our prairie restoration efforts and are applying on their land the stewardship practices learned on the refuge. This is just one example, illustrating the Service's ecosystem approach. We have many more across the nation, as do my colleagues, from collaborative efforts in the west to restore watershed health to joint land management initiatives in the northeast to conserve some of the best remnants of the New England landscape.

Allow me to close by sharing a vision. In the future, the great wildlife victories will take place on the land, not in the courtrooms. What I've discussed today, tackling overwhelming wildlife issues like invasive species and the migratory bird crisis, using the ecosystem approach and partnerships to reach out beyond refuge boundaries—these things mark a new and changing way of doing business, a way to rescue endangered species and keep other species from being listed by inspiring voluntary action.

Partnerships and working together are crucial to wildlife management. All of us who manage land—

whether it's a wildlife refuge, a national park, a national forest, a rangeland, or even our own backyard—need to keep in mind that our actions affect wildlife. Ultimately the best stewardship is one that Aldo Leopold characterized as preserving the integrity of the land. When we plant grass, cut trees, build a road, whenever we make changes on the land, we need to remember that these are shared spaces and that we should make careful choices.

Thank you.

ANDRUS: Thank you very much, Jamie. We'll have a 15-minute break. If you have a question, be sure to give it to an usher. I know we won't be able to get to all of them, but if you want an answer, indicate the speaker to whom it is addressed, put your name and address on the card, and we will mail the questions to them for response. We'll see you back here in 15 minutes.

(Conference break)

ANDRUS: Thank you very much, ladies and gentlemen. I will introduce Bob Armstrong in just a moment. Bob will make some brief comments. Then we have some questions that we will direct to the individuals up here. They will respond. If someone has a burning issue, as long as you don't make a speech, I might slip out there with a microphone. We'll see what time we have.

Let me introduce a man I've known for many many years. In fact, he taught me a \$450 million lesson. While I was Secretary of the Interior, he was the State Land Commissioner of Texas, which is an elected position. When Texas came into the Union, it entered under a little different situation than the rest of the states in that the state controlled ten miles of its offshore lands. So those crazy Texans were sucking up all the oil and gas within ten miles, and then they would slant drill into the federal domain and suck it up out of there. The position I took as Secretary of the Interior, was that we, the feds, should have that money, not the Texans, because the Land and Water Conservation Fund money comes out of the royalties from offshore oil. I thought it was a win-win situation. Bob would be happy; everybody would get along.

Then up came Armstrong, who was Land Commissioner, a Texas lawyer, and smarter than I was. He shopped around, got the right judge, and I lost. It wasn't because you were right, Bob; it was because you shopped around for the right judge. What it boiled down to is that we lost the oil royalty proceeds. Anyway, Texas is half a billion richer than I thought they should be, thanks to this fellow. I thought if he can beat me over the head for half a billion dollars, I had better get to know him, and I did. We've been friends for a long time, and I've visited his ranch in Texas.

Bob recently retired from the Department of Interior. He was the Assistant Secretary for Land and Minerals, did an outstanding job, decided to go back to Austin, and he has done that. He was here last year as you recall and has graciously agreed to return. He will make some comments and may ad lib into some of the responses to questions.

Let me introduce Bob Armstrong.

BOB ARMSTRONG: Well, they said that I would be a discussant. I had not heard that word, but that means that I get to say anything I want from a point of view that's outside of Washington. Washington was described as 27 miles of geography, completely surrounded by reality, which I think is a Will Rogers quote.

It occurred to me that no one has told a joke here. There was a duck that walked into a bar and said, "Have you got any grapes?" The bartender said, "No, we don't have any grapes." Next day, he came in again and said, "Have you got any grapes?" The bartender said, "No, I told you yesterday we don't have any grapes. We're not going to have any grapes anytime." The third day, he came in and said, "Have you got any grapes?" The bartender said, "Look, if you don't quit coming in here and asking for grapes, I'm going to nail your feet to the floor the next time." The next time, the duck came in and said, "Do you have any nails?" The bartender said, "No", and the duck said, "Do you have any grapes?"

Back in Austin, I have a ranch that's right in the middle of a refuge. It's a great ranch; happens to be the highest point in the county. You can look out and see a long way. At one time, I discussed with Mike Spear whether to list the golden cheek warbler. I also have a black cat vireo, which is also an endangered species, and I said, "Wouldn't it be wonderful if you could get both the black cat vireo and the golden cheek warbler on the same piece of property? Then you could kill two birds with one stone." They road me out on a rail for that one. But I do have that ranch, and we're engaged in a great program to protect both those species.

I don't have a lot to say. I remember that when I talked to you last time, I said that I thought collaborative stewardship is the way we're going to go. We don't have any choice. Change is happening. I have a song I sing that says change is the very most natural thing and that life is mostly attitude and timing. If you don't get with it, you'll get left behind. I would just like to say that collaborative decision-making is the rule. You'll get better minds involved; it gets local participation; it gets statewide and national participation. It's gaining a proven reputation as the way to get things done on these various issues. The true manager is still BLM or the Forest Service, but they are willing to reach out and talk to you.

I don't know if you know the concept of the trading

post, which is now called “Service First.” Not only are they reaching out to you; they are reaching out to each other. So you can go to the trading post or Service First and maybe gain a lot of insight into these problems.

The RACs [Resource Advisory Councils] are an example of reaching out to people. I think the RACs are good things. It’s taken a long time to get them going, but it really lets the local people—whether they be miners, birdwatchers, grazers or anyone else—get in and make those decisions. It’s an example of where it’s really working. The President stated to me that he would like to get these decisions as close to the people as we could. This is an example of getting the decision-makers closer to the people.

So we’re a work in progress. I have the first question I’m going to ask, but first I’d like to just say come down to Texas in the middle of the winter. There’s a piece of land that I was able to buy for the state of Texas, 212,000 acres, adjacent to the Big Bend, and it’s really where the Big Bend should have been because they’ve got water. Come down and see us; I probably won’t be here again, but I appreciate this opportunity to be in the presence of Cecil Andrus.

The first question is: What is best science? Every speaker has used this phrase. Important re land management. What does it really mean? How do you accomplish this? [Professor Walter Schneider, Boise State university]. Would anyone like to take a crack at best science?

DOMBECK: Why don’t I start. There are probably people in the audience better qualified to answer this than I. The fact is that science, like all things, is continuing to evolve. We learn new technologies. I think the most important thing to me with science is that we practice adaptive management. We know the condition of the resource, we monitor, we take a look at our practices, we consider the prescriptions that are proposed, and then we carry it out on the land and continually monitor and be adaptive as we go along. We need to apply the principles of hypothesis-testing and all the appropriate methods. I know the room is full of a whole bunch of Ph.D.’s in here who would like a shot at that question as well.

ANDRUS: Let me give you the layman’s answer. I read in the Boise *Statesman* yesterday that a legislator from Genesee said that the best science is that science that protects their opportunities in Genesee for sustaining themselves and their agricultural lands. That’s the calibre and quality of our state legislators. That’s just a personal opinion.

Now Dr. John Freemuth is going to handle the questions and give them direction. Doctor.

JOHN C. FREEMUTH, Ph.D.: Just so you get a sense, I’m holding all the questions I received, and a

good 50 to 60 percent of them, Chief Dombeck, are directed to you. That’s Idaho. That’s our land base.

DOMBECK: I notice, Governor, that you identified Tom and me as lightning rods but somehow you speared Jamie with that title.

CLARK: That’s all right.

ANDRUS: I thought in Jamie’s condition and mine, that was a wise thing to do.

DOMBECK: All the multiple use business that we talked about—it’s a tough mandate. The employees, the district rangers, the forest supervisors, the staffs, many of the people from the BLM, the Forest Service people that are in the room now know it. A lot of it is about balance. The thing that’s made the job tougher is that we have a lot more interests involved that want to be at the table today than we had in 1940, 1950, 1960. These people now aren’t just living in New York City or L.A. or Seattle. That makes the job more challenging, makes it awesome, as a matter of fact.

I remind myself that this is part of the process; this is what democracy is about. It’s about debate, about people sharing their points of view in a reasonable, courteous way. As Tom pointed out, there are compromises that are made, but we need to become more relaxed in the debate. Those people that are dealing with the issues and the tough challenges on the ground face one interest pushing this point of view and another interest pushing that point of view, but that’s OK. That’s what the debate is about; it’s about open discourse; it’s about basing decisions on the best science and technology and then moving forward.

STANTON: I think there is a great lesson evolving from what we’re experiencing as a nation with the restoration of the Everglades. A decision was made in the 30s to allow for diverting water in order to accommodate increased residential development and farming—a national initiative was undertaken to do that—and the question now is, was that based on some indication as to what would be the immediate or the long-term residual effect on the Everglades, the ecosystem as we know it today? We celebrated a year ago the establishment of the Everglades National Park on its fiftieth anniversary. What’s before us now as a nation is whether those decisions we made to divert the water for other uses of the landscape did, in fact, have a detrimental impact on that jewel that we hold so dear as a nation, the Everglades National Park.

So it is true that we make a decision based on economic, political influences, and perhaps at the time, it was the right decision, based on what we knew. What we’re determining now is that for future decisions, we need to make some long-range forecasts as to the potential consequences of those decisions on the landscape and whether we have the ability, or indeed the

will, to live with the consequences of those decisions. But I think lessons have evolved from the restoration project in the Everglades that will be of some benefit as we move into the new millennium.

FRY: As someone who has been involved in politics all his life, I can't resist the opportunity to jump in on a political question. I was the last one up on the stage, so for some reason, I am on the far left here.

The play of politics is really interesting as it relates to land management issues. When you talk to people locally about BLM, they say, "You know, our local BLM people really do a great job, and they know what's going on out there on the land. But you people in Washington are really messing this thing up." I think there is something to that. If we do our jobs well in these political positions, it means that we will take that heat. If the heat comes, from whatever side—whether from the consumptive side of the industry, the environmental community—our job is to take that, to try to work with it, to try to pass that information on, but to allow the people who work on the ground every day to make those decisions. That's where good decisions are going to be made.

When it comes to science, we need to have the science there for those managers to make those decisions. Often we don't have enough of what I call "practical science," science that tells us, in the case of a horse herd, whether it makes the most sense to take the oldest horses off or take the youngest horses off. We don't have enough science about that. When I'm talking about good science, that's the kind of science the local manager needs to make decisions. But if we do our job well, we'll allow the good people in this business, who know what they're doing, to do their job on the ground.

FREEMUTH: Let's expand on that for a little bit. I know there are a lot of local federal land managers in this audience, many of whom would probably love to be empowered, but the question is, in an honest discussion, are there things we need to think about changing in our decision processes, either internally or through talking to Congress, to allow for that to go on?

DOMBECK: I will start. Our efficiency is something I think about all the time. For example, in the Forest Service, we make somewhere in the neighborhood of 20,000 decisions a year—forest planning decisions, categorical exclusions, environmental analyses, those kinds of things. It's really a small proportion that attract the white-hot heat of debate. So the employees who are working through this on the ground on a daily basis are really doing a fantastic job, and a lot of good stuff is getting done. But there are also issues that are very tense, almost intractable, and those are the decisions that attract the attention. That's unfortunate because we need to be saying thanks to all

the people sitting next to us for the stuff that they do on the land—the landowners, the employees, and those who are interested in what we do.

STANTON: As you look at the letter and the spirit of the organic acts for our agencies, the specific organic act for the parks, and the other programs for which we are responsible, one would certainly argue that they are non-political, non-partisan in terms of their intent. In reality, it is the responsibility of the line managers to be faithful to the execution of those policies and those standards of performance.

In the real world, however, there are political decisions that have to be made, and they should not be such as to encumber the professionals on the ground. The obligation that we have at the national level is to try to make sure that our judgment is faithful to the non-political policies that govern our agencies. But there are instances certainly where political realities come into the picture. We do have the continuing obligation to make sure that the men and women of our regional offices, our parks, our refuges, and our national forests have the best support that we can give them, that they are highly trained and highly motivated, and that topnotch professionals and technicians are carrying out the responsibilities in a non-political way on a day-to-day basis. I think we owe it to the troops in the field.

CLARK: I'd like to echo what Bob just said. I believe the biggest challenge facing us as an agency, which has such an eclectic mandate and mission and is scattered across the country, is one of consistency. Our challenge is to ensure that our 516 refuges, our 66 fish hatcheries, our 80 ecological field stations, all have the necessary policy and resources and frameworks to support their decisions and to support their evaluations. It's naive of any of us, regardless of our level, to suggest that the human dynamics and the sociological dynamics don't factor into resource decisions. But framed with appropriate policy, I believe our folks have the capability to do that. We often go awry when we have issues that result in what's described to me as "decision-shopping." You see different decisions being made by different parts of the agency or by the same parts of the agency in different geographic areas. So we're all challenged in the area of consistency, and I continue to believe it's less about politics and more about consistency and being able to articulate the decisions, given the available information.

DOMBECK: There is another important dimension, and that's the appropriate process and at what level various programs are funded. Our capability depends on the level of funding, and that is a political process. We live with the realities of that and don't always like the results of it.

FRY: The other part of the question concerned

people who don't feel empowered and don't feel that they have the backing to go out and do the job, worried that if they do something, someone will come slap them down. I've always felt that if you're not making any mistakes, you're not doing anything. I think that's probably true of most of us.

One of the things we've been talking about doing in the Bureau of Land Management is having a Get-Out-of-Jail-Free card, encouraging people to go out there and make decisions. If you make a bad decision, you have a Get-Out-of-Jail-Free card; nobody's is going to get you. We have to set some sort of attitude within the agency so you can go out and take risks because you have to take risks on the land in order to get the job done. We're looking for tools to make sure people don't feel as though they're going to be slapped down for making decisions.

DOMBECK: And I think we all support that as being the right thing to do because the energy and skills that are in the agencies are awesome. It's humbling to have jobs like this because the people who really know the answers are sitting out there.

FREEMUTH: A question for the newly-appointed statesman, Bob Armstrong. As retired Assistant Secretary for Land and Minerals, what would be your suggestions as to how to address our \$4 billion abandoned mineland cleanup job?

ARMSTRONG: Well, we're beginning to get on that problem, but again it's a matter of how the Congress wants to give us the money. In Montana, I've seen some real progress. First off, Montana doesn't have any OSM [Office of Surface Mining] backlog, so they could take the money and clean up. They got the university to take the worst case, and then they went to the landowner. We are chipping away at the problem, at least in Montana.

ANDRUS: Executive prerogative. Would it work, Bob, if we actually came to amending the Mining Law of 1872 and put whatever realistic and legitimate royalty was used into the abandoned mine land cleanup? We almost were there with the legitimate amendments to the Mining Law of 1872 until some people wanted to poke the 8% gross royalty. That killed the whole thing. But wouldn't it work if whatever royalty you used was dedicated to that?

ARMSTRONG: Let me give you another example just off the top of my head and not quite so off the top of my head. When I start out, I start out at zero. When we finished, I had someone look at the amount of money we had placed in Land and Water Conservation Fund. We had produced \$28.7 billion during the five years I was there for that fund. What happened to it? It was all put into the deficit. They just said it was such a great glory hole to pour this money in because it fixed that much of the deficit. Finally, now that the deficit is slowing down,

we're beginning to pick up some of that money. It distresses me that there was \$28.7 billion, which was a sole resource that we will never get back, that didn't go back to the public. What I would suggest is you might take some of that \$28.7 billion and do abandoned mines.

ANDRUS: That would be a debate because there is a \$900 million authorization out of the Land and Water Conservation, but if there is a lot more than that, it would take Congressional action to do it. Let me ask you a followup question. With your knowledge of the offshore area in the Gulf of Mexico, outside the ten-mile area that belongs to your favorite state, if you audited those platforms out there, is there any extra money to pick up?

ARMSTRONG: I'm glad you asked that because we have gotten \$2 billion from those audits, so, yes, we could get it. Again, it just goes into the Treasury, but I think it ought to go to something so that you who own the land get something back for the sale of those minerals. What banker would you trust if you gave him all this money, and he spent all of the seed corn? It just doesn't work, but it's a hard thing to shake them loose from.

DOMBECK: What was that politics question?

FREEMUTH: That's probably why most of us don't trust Congress to be the national banker.

ARMSTRONG: Well, that's true. There's a great phrase that OSM is a four-letter word. That's the office that judges where that goes.

FREEMUTH: Many view ICBEMP [Interior Columbia Basin Ecosystem Management Project] as a costly failure. Perhaps it isn't, but how can the inherent conflicts in doing this kind of ecosystem planning be reconciled. Is there stuff going on with that project that maybe the audience needs an update on where it is right now?

DOMBECK: Some of us are going to get an update on that in the morning from the team that's working on it. I want to make a couple of points about the Columbia Basin that I think are very very important. Number one is that the alternative, at least as far as I know, is the gridlock we saw in the Pacific Northwest, something I think we're all trying to avoid. So there is a common goal there, one that we should not forget. A variety of guidelines were developed, whether it was PACFISH or INFISH or other kinds of things that some of you probably know a lot more about than you would even like to. The fact is that many of the programs have kept on going. So the number one point is don't forget the common goal.

Number two is: let's not forget that ICBEMP is the best science on any large tract of public land—74 million acres, between BLM and the Forest Service and a few other federal holdings—anywhere in the world.

It's important that we use that science, so it's not something that hasn't produced a product that is very very important. The debate is really around how we use it or which program area will benefit or which will be more restricted. That's really the crux of the debate. I've talked to many of the county commissioners, as have Tom and Pat and our regional executives, many of whom are in this room, about that issue, but it's important that we hang together on that and continue to focus on the common goals. I encourage everyone to stick it out and keep on going with that process. The alternative is not a very good one.

FREEMUTH: This is a question from Mike Field of Northwest Power Planning Council. He writes "The region, the feds, the state, the tribes, and the interest groups are working together on a framework that will be the basis for future recovery efforts. As we work in good faith, we have come to learn that the federal family has started its own parallel process called the 4H process. Why isn't the federal family of agencies working with their other neighbors in the northwest on one multi-species framework we can support and develop collaboratively?"

CLARK: I'll take shot at it. It's amazing all the briefings we're going to get tomorrow morning. Maybe we could answer the question better then. The issues with recovery, not only of the species but with the land in the northwest, are about as complex and challenging as anywhere in the country. As a federal family, we are learning more and more how to work together more effectively. We still have ahead of us the challenge to address some of the pressing conservation issues. I personally believe there is no reason we shouldn't be working together. To a great extent we are, but there is a lot of demand for information, a lot of demand on the resource, and this is certainly a litigious part of the country. I don't believe we're there yet, but that's not a reason to suggest or suppose that the ultimate outcome shouldn't be complete collaboration among the federal family, the states, the tribes, and the local governments. If we are going to restore the salmon runs, the bull trout, the natural landscape, we're not going to do it as a federal family or a state family or as individual units. So clearly, as we move this process forward, we're going to have to come together to make these decisions.

FREEMUTH: Director Clark, another question for you, and it's about water, which is an important topic here in Idaho. The Fish & Wildlife Service recently lost its case in court to establish a water right to protect wildlife at Deer Flat Wildlife Refuge. How will this affect wildlife habitat protection at Deer Flat and at wildlife refuges around the country?

CLARK: Actually, to be honest with you, we're not really sure yet. Water, certainly in the west, is like liquid

gold, and water flowing through the refuges, water in general and the lack thereof, and the impact on our conservation mandate are enormously important for the future of wildlife management. In the case of Deer Flat, I don't believe that's over yet. We're still evaluating where we are, so it's too early to tell on Deer Flat. Not being an attorney, I'm not an expert in water law, but I do know it occupies a lot of time to address the conservation challenges.

FREEMUTH: Director Stanton, what do you see as the future of the relationship between the national parks and the automobile?

STANTON: Great love affair. We have a number of studies underway with respect to how best to accommodate the increase in visitation to the parks and, at the same time, to relieve the congestion that's been created by automobiles. I think I mentioned last year three prominent transportation systems underway: the south rim of the Grand Canyon, the valley of Zion National Park in southern Utah, and the valley of Yosemite National Park. We also have other modest alternate transportation systems in place. One will be initiated this year at Acadia, and one at Harper's Ferry Historic Park has been in place for five or six years. The objective here is certainly not to discourage visitation to the park, but we have an obligation to ensure the convenience of the visitor by not being in a park setting where there is a lot of automobile congestion. There is also a pollution factor that weighs in. We are attempting to provide a convenience to the public, short of driving in their personal automobiles, to alleviate the congestion on the south rim of the Grand Canyon. By and large, as we've presented these plans in various public forums, there has been general agreement on the spirit of it. It's just a question of how you work it out on the ground. Admittedly, there is a great affinity for our automobiles, and we don't like them to be too far away from where we are. It's the psychology of the American experience, and we're trying to address that.

FREEMUTH: A question, I guess, for everybody, but it's more addressed to the multiple-use agency. It seems that the future of public lands rests in part on maintaining forest and rangeland-based communities to protect our social heritage as much as our natural heritage. Are there opportunities and programs being developed in any agency to increase capacity-building of communities as things change?

DOMBECK: I can start. In fact, again I want to reference a mandate that the Forest Service has, one that people don't talk about very much: as a state and private forestry research and technology development agency. I'm not here to say that the Forest Service deserves all the credit for a lot of the research and technology advances that have been made, but it deserves some

credit. For example, as the result of recycling, the development of resins, the use of particle board, we're getting about twice the volume of dimension lumber out of the same volume of wood that we were getting not too many decades ago. Those are all tremendous technologies.

We're working to move forward with market analyses, trying to figure out what we're going to do with this lower value, small-diameter stuff that's really choking some forests and presenting a tremendous fire risk. Our system is such now that if we put up a timber sale, we get into a below-cost timber sale. No forest supervisor or district ranger wants to do that. We get criticized for it.

So these are all investments that need to be made in research and technology. I was briefed not too long ago about a process in partnership with Consolidated Papers in the midwest where research is working on closed systems for crafting and pulping technologies. Think of the tremendous progress that will be, not to have these huge volumes of water that caused a lot of problems in our river systems several decades ago. There are all sorts of ways this needs to be approached, developing secondary markets and things like that. These all help local communities broaden their support base.

STANTON: Obviously, we are known more prominently in some quarters as managing the national park system, but we also have a major ongoing program to provide technical and, in some instances, financial assistance to states and their political subdivisions through our River Trails and Conservation Programs, dealing with the natural side. Then we have the technical and financial assistance in the cultural side, where we lend whatever expertise we may have to local communities and tribal governments to aid their interests and to improve their capacity in resource preservation and cultural resource management as well as education of our young people. We see that as an ongoing obligation we share as well.

ANDRUS: Ladies and gentlemen, let me interrupt. Lunch is ready, Pat Shea will be our luncheon speaker, and he has a reputation for telling it the way it is. I'll see you at lunch, and we'll be back here at 1:30 PM. ❖

[CONFERENCE BREAK FOR LUNCH]

THE FUTURE OF OUR PUBLIC LANDS II
A Second Symposium on Federal Land Policy
March 24, 1999
Luncheon

Address by:

The Honorable Patrick A. Shea
Assistant Secretary, Special Projects
Land and Minerals Management
U.S. Department of the Interior

Thank you for the kind introduction. I am honored to acknowledge two men today who are here with us and who have served as models for successfully navigating the shoals of public life in the 1990s—Governor Andrus and Bob Armstrong. Governor Andrus has not only provided noteworthy leadership in Idaho and the northwest, but he also set some Everest-like standards for the nation during his tenure as Secretary of Interior. I think some in the Reagan Administration are still trying to figure out how he secured so much land for conservation in the last thirty days of his tenure. All Americans owe you a great deal of thanks.

And Bob Armstrong, who quotes Willie Nelson, both in song and verse. As Bob is fond of saying, “Life is all about attitude and timing.” During his tenure as the elected Land Commissioner in Texas, he recaptured hundreds of millions of dollars for the school children of Texas. Then later, in the nation’s capitol, as the Assistant Secretary for Land and Minerals Management, he not only identified and elevated Mike Dombeck, Sylvia Baca, and Tom Fry, but he also began an audit, I mean a verification of oil and gas royalties, one that has rightfully returned hundreds of millions of dollars to the U. S. taxpayer. He is the only person I know who has supported President Clinton, Secretary Babbitt, and Vice President Gore for President—at different times, of course, but with the same winning attitude.

Please join me in recognizing these two leaders for their continuing leadership and inspiration.

Before introducing my topic, I want to acknowledge a few of my sources and my mentors. In 1997, the University of Colorado’s Center of the American West produced a book I highly recommend, as I did last year, to each of you—*The Atlas of the New West*. With the author’s permission, I will be using several slides to describe where the West is developmentally today and some of the problems or, as my grandfather would say, opportunities we face. Patricia Limerick, professor of history at the University of Colorado in Boulder, was one of the authors for the *Atlas* and has also written *The Legacy of Conquest*. *Legacy* successfully reviews, albeit from a different angle, Western American history and

gives us a “truer line” on it than many of us were taught. I commend both of these books to your reading table.

Finally, by way of acknowledgement and encouraging you to subscribe, the *High Country News*, with Betsy and Ed Marston, provides a consistent forum where the irreconcilable is reconciled or at least kept open for further discussion.

The interior west—the interior mountain west—was formed by a series of aspirations based more on perspiration than inspiration. Wallace Stegner referred to it as the “geography of hope”; others might have felt it to be more accurately described as the topography of chance, compounded by greed. Today, I want to explore what, regardless of our heritage, we will leave as our legacy.

My first slide(1) is of the intermountain west and the federal lands owned in the west. It is a graphic portrayal of the necessity for collaboration between and among many different entities, both private and governmental, at the local, county, state, and federal levels. On the federal level, there are six major land management agencies with significant acreage in the west: Bureau of Land Management, Forest Service, National Park Service, Fish and Wildlife Service, Bureau of Reclamation, and Department of Defense.

For many of us growing up in the ‘50s and ‘60s, the west was vast open spaces, waiting to be shaped by the forces of man and his marketplace. We lived in a time with Sputnik, a time when we believed science would find an answer to any question and certainly conquer any foe. For instance, I remember speculating how long it would be before gold was made from mud. Indeed, *The Washington Post* (the world’s largest high school newspaper or gossip for and about big people) announced it is possible to “create gold, not out of mud, but mercury.” The only problem is it would take over 100 trillion years to produce one ounce. Despite my own misperception of the potential for science and technology, they have provided us with many answers and certainly solved many problems.

As the next slide (2) shows, however, this space, which we thought was limitless, is getting more

occupied. This slide shows the areas of the west that are within ten miles of a road (orange color) and those areas that are roadless (green color). The largest roadless areas are the Frank Church River of No Return Wilderness Area and the Bob Marshall Wilderness Area. Just ten or twenty years ago, this map would have had much more green and far less orange.

The next slide (3) details how much of the west has been set aside as wilderness areas. The total acreage set aside for wilderness designation by Congress is nearly 12,000,000 acres. Some here today believe that the numbers in this slide represent an encroachment on the west. Others would view this wilderness acreage as a small effort at establishing a legacy for future generations.

Regardless of your own predisposition or inclination, I want to examine two other aspects of the west in the next millennium. The next slide (4) shows the “wiring” of the state of Colorado. John Freemuth of Boise State University and the Andrus Center has suggested that this wiring is another type of “road” for the transportation of ideas and for financing.

The fifth slide (5) depicts the sparse number of corporate headquarters of Fortune 500 companies located in the Intermountain west. This lack of home-based capital has been an historic problem for the west.

Before I attempt to reconcile these seemingly conflicting variables of our western calculus, let me introduce four additional slides. They are:

1. The aridity of the west (6a&b)
2. Dams and their locations in the west (7)
3. Agricultural versus municipal use of water (8a&b)
4. Migration into the Intermountain west (9)

My point in showing you these slides is that the day and age of simple solutions has passed for most of us. The one exception to this rule of complexity seems to be in the world of professional political consultants. This second or third oldest profession seems to have found on both sides of the political aisle an operational (and financially rewarding) truism: simple issues can and do divide people. Further, divided people, particularly if divided by fear, seem to be easy to persuade to vote for a particular candidate or party.

This element of fear in politics has become an operational ideology. Many of you in 1999, with the demise of the former Soviet Union, believe ideologies are dead. They are not. President Gerhardt Casper of Stanford University observed recently in a talk entitled “The United States at Fin de Siecle: The Rule of Law or Enlightened Absolutism?”

“All-embracing [ideologies] have become rarer for the time being, but ideological politics are very much alive. In the legal system, they find their

expression in ideological law firms of the left or right, mostly masquerading as ‘foundations.’ Edward Shils defined ideological politics as based on the assumption that ‘politics should be conducted from the standpoint of a coherent, comprehensive set of beliefs which must override every other consideration.’ If we omit the attributes ‘coherent’ and ‘comprehensive,’ the definition can still serve to capture what in the vernacular has come to be called ‘single-issue politics.’ These are frequently not interest-group politics, which allow for political compromise but belief-driven politics, which are taken to override every other consideration. Compromise is viewed as compromise with evil, compromise with sin and therefore unacceptable.

“In the United States, the organizational skills of belief-driven politics often result in politicians providing immediate satisfaction and sectional ends through the passing of a law, mostly in vague and ill-thought-through language, with complete disregard for the systemic consequences. In California, [they] have the added problem of an increasingly populist electorate that has abandoned a basic commitment to representative government and, instead, rules by referenda. A multitude of causes with ‘zero tolerance’ for this, that, or something else has captured the law war there and, in the end, does not allow for discretion, common sense, balance, proportionality, or judgment. ‘Enlightened absolutism’ is not dead; it has simply become pluralistic.”

Remember—discretion, common sense, balance, proportionality, and judgment. These five virtues need to be re-introduced into our public policy dialogue by all participants. All too often, we seem to be on the verge of successfully implementing a locally-based collaborative decision, only to see it dissolve because some national advocacy group decides that it will be “bad” for a national agenda. If we are going to begin to address many of the problems in the west, we are going to have to allow for local collaboration, provided statutory and regulatory provisions, as opposed to political agendas, are maintained.

Now for many of us in the federal government, our efforts at consistent and sustainable policy formulation and implementation do not seek immediate approval. Instead we look to the model of Thomas Jefferson, James Madison, Abraham Lincoln, Teddy Roosevelt, and, more recently, Secretary Andrus, Senator John Chaffee, Congressman Ralph Regula, Secretary Bruce Babbitt, and Vice President Al Gore. We look at how future generations will view our decisions.

I was recently on a panel with Bill Yellowtail, the

Region Eight administrator for the Environmental Protection Agency. I had described myself as a Mormon-Catholic, and he described himself as Crow-Irish. Bill told how, in the Crow culture, the appropriate frame of reference was seven generations or approximately 210 years. (I want to recognize Jaime Pinkham of the Nez Perce Tribal Executive Council since he articulated the same standard last year as a Nez Perce standard). One could make the case that our constitutional forefathers were using such reference when they declared our independence 223 years ago.

Having suggested an appropriate time frame, let me explore one possible lens by which an analysis of natural resources policy decisions should be viewed as we enter the new millennium. Secretary Babbitt created the Resource Advisory Committees (RACs) for each of the eleven state offices of the BLM. Section 309 of the Federal Land Policy and Management Act (FLPMA) requires the formation of 15-person advisory boards. During three months (November 1993 to January 1994), Secretary Babbitt met 20 different times in the west with different interest groups to hear their views on the use of public lands in the west. Meetings were held in Idaho, Oregon, Nevada, Arizona, New Mexico, Utah, and Wyoming. The Department received over 20,000 letters from more than 11,000 individuals. The final rule went into effect in August of 1995.

Under the new regulations governing the RACs, different interest groups were identified by their interest and guaranteed a place on the RAC to insure dialogue between conflicting perspectives. The respective governors of each of the states where the RACs are located recommend members for the RACs in their states. The Secretary reviews and appoints the members. As I just mentioned, the Secretary requires that the membership of the RAC include designated membership from segments of the western populace, for instance someone from the mining community, someone from the livestock community, someone from the environmental community. The BLM state director then uses the RACs to review and recommend policy for the many different aspects of BLM operation in the respective states.

The RACs, with one exception where there is a continuing dispute over who has final authority to appoint the RAC members, have been a tremendous success. They have brought needed local expertise to national programs and policies. They also have provided a predictable forum, operated in an environment of civility and respect, for the public airing of policy disputes. As one RAC participant in Nevada told me, "Even when my side loses, at least I have had a voice and know what the process was."

I mention the RACs because I believe that all too

often, as natural resource managers or people involved in natural resource questions, we tend to seek resolution of issues either in the courts, where the most advantaged are well protected, or in the court of public opinion as facilitated by the simplistic politics that divide, the kind of which I spoke earlier. If we, both individually and, of equal importance, in conjunction with our clients or allies, suggest participation in a public process, such as the RAC or some other variation, I believe we can achieve the most important variable of a successful west: community.

Here I want also to challenge the academic communities. As scholars, you need to examine and publish your reviews of what works and what does not work with the RACs. Boise State University or the Andrus Center needs to explore the collaborative efforts of the federal land agencies and articulate their respective successes or failures.

Let me make it, to quote another famous 1970s politician, "perfectly clear": The RACs will not always provide a winning answer for you, your industry, or your interest group. Perhaps, as we enter the new millennium, it is time that we escape or disregard the "television Hollywood sports analogy" of winning at any cost and return to a more community-based sense of compromise. The RACs will provide you with a public forum in which the many substantive issues facing us in the west can be resolved. The RACs are not manipulated by "pointy-headed bureaucrats imposing their wills on the west." Instead, the RACs are predictable public forums where land and mineral policies can be vigorously reviewed before they are implemented.

I wish to acknowledge Governor Kitzhaber and Governor Levitt for their efforts in creating community by their Enlibra policy. Recently, they have invited Tom Fry, the Acting Director of BLM, to sit as a member of the executive committee for Enlibra. This effort at bridging the federal/state gap is exactly the kind of reconciliation I am commending to your attention.

The next slide (10) shows what the *Atlas of the New West* refers to as the "Spectacles of the Ugly West." It shows Superfund sites, chemical warfare depots, weapons-testing ranges, and endangered rivers. I show you this slide simply to re-enforce the notion, whether it is Enlibra or RAC, that we as a community need to address these problems.

The final slide (11) is one I showed last year. It shows the population of the United States according to demographic categories of race—white, black, Asian, Hispanic, and Indian—as of 1990. The greatest challenge facing the west, as well as the rest of the country, is finding ways to live together. The hate groups, which explode periodically on the front pages of our newspapers; the killing in Tyler, Texas; activities of

the Aryan Nation here in Idaho—all are reminders that not too far beneath the seemingly tranquil surface of our communities flow deep lines of prejudice and hate. If left unattended or ignored, they will erupt and continue to divide us as they have in the past. We must be vigilant against their presence, and particularly we must be quick to actively reject political leaders or public figures who would seek to exploit our differences for their short-term political needs.

In that regard, since I am a government official—and you all know how much we like to make acronyms—let me suggest one for the west: CREED. A creed is an effort to articulate a system of shared beliefs, one that allows for cohesion or community. My suggested CREED for the west is composed of:

- the “C” for community;
- the “R” for the role model our actions provide;
- the “E” for education;
- the second “E” for environment, both social and biological;
- and the “D” for diversity, which all communities need.

The components of CREED, if followed, would provide us with points of reference in analyzing our actions and the policies we advocate.

Finally, I want to suggest one last angle on the lens of analysis that we all need to use. This additional angle is that of the larger context or the contextual impact of the decision or policy we are advancing—not just the impact on the agency, the industry, or us, but on the larger society. Does the policy facilitate community? Is it sustainable, both from a legal/ financial perspective and from a biological/scientific perspective? Put another way, if we use Billy Yellowtail’s Crow or Jaime Pinkham’s Nez Perce standard of “seven generations”, will our actions or policies be considered successes or failures?

In the west, we have succeeded when viable communities are created. For me, an operational definition of a viable community is one in which all citizens have a belief, a vested interest, and hope. It is important, particularly with our young, that we instill hope, not fear and hatred. Remember, we do reap that which we sow.

I mentioned earlier the economic dependence of much of the interior west’s activities on the most advantaged or, to put it another way, on those that can afford to pay. But it is also incumbent on those of us in natural resources and natural resource management to “do justice.” Achieving justice, both as between the most advantaged and the least advantaged and between generations, requires us to examine our motives, our policies, and legal positions. We must understand their impact, not just on ourselves, our agencies, our industry,

and our community, but also on the least advantaged among us and on future generations. Perhaps if we use this final angle on the proposed lens for analysis, we will understand why bifocal lenses were invented and are needed for clear vision. ❖

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

Presented by: The Andrus Center for Public Policy

Wednesday, March 24, 1999

1:30 PM Afternoon Session

Panel of Responders:

James M. English, President
Idaho Forest Industries

Dr. Gary Wolfe, Executive Director
Rocky Mountain Elk Foundation

Yvonne Ferrell, Director
Idaho Department of Parks and Recreation

Jaime A. Pinkham, Councilmember
Nez Perce Tribe

Brad Little, President
Little Land and Livestock Co.

Carl Pope, Executive Director
The Sierra Club

Laura Skaer, Executive Director
Northwest Mining Association

ANDRUS: . . . We'll start with Jim English.

JAMES ENGLISH: Last year, I said I felt the Forest Service was conducting a war on our industry. This year, I can tell you they're winning. The Chief talked about the Organic Act last year, but he kind of skipped over it this year. That act had two things: water flows and providing timber for the American public. I sometimes feel like that little short fat lady who used to look at the hamburger and say, "Where's the beef?" I look at the Chief and say, "Where's the wood?"

Our markets last year were outstanding. We had record levels of consumption of soft wood, low interest rates, and a strong U.S. economy. That was the good news. The bad news was that the rest of the world supplied the wood. We got flooded with wood, and our little company competed with Swedish wood on the east coast and studs from Quebec on the west coast. So during a year in which we should have had a banner year, most all companies showed red ink. Why? The cost U.S. companies incurred to buy and harvest is higher than our competitors, which makes us uncompetitive in the world markets.

The results of this are evident in Idaho. Boise

Cascade closed its Horseshoe Bend mill. Crown Pacific closed its Colburn mill. The Rainier mill in Plummer will not be rebuilt after being destroyed by fire. In fact, over the past ten years, of all the sawmills in the five western states, 50% have closed, costing 17,000 jobs. Idaho alone has seen 27 mills close their doors during this period. Most of the mill closures are the direct result of the U. S. Forest Service's inability to provide timber at a sustainable level as required by law.

Idaho has 17.6 million acres of forested land available for timber harvest, and it grows an estimated 4 billion board feet annually. The federal government owns 12.8 million of those acres or 73%, growing approximately 2.7 billion board feet annually. The state of Idaho and other public interests own 1.6 million acres or 9% of the total, growing approximately 386 million board feet of timber annually. Forest products companies own 1.2 million acres or 7% of the total, growing approximately 440 million board feet annually. Private individuals own 2 million acres, 11% of the total, growing approximately 540 million board feet annually.

Idaho's mills require about 1.4 to 1.6 billion board

feet annually to remain viable. Last year, the U. S. Forest Service managed to sell 200 million board feet out of that 2.7 billion board feet growth. The state and other public interests sold 230 million board feet. Commercial interests provided 438 million board feet, and private owners provided 467 million board feet.

What's wrong with this picture? Private and state lands continue to sustain the public's demand for wood products. Without timber from our national forests, Idaho's timber business has declined over 30% during the past few years. This decline will have a huge impact on our communities and our state's economic health.

The decline in the condition of our federal forest lands is well documented. The number of acres at risk to lethal stand-replacing wildfires has more than tripled in Idaho. Mortality on Idaho's federal forest lands is 50% higher than on other ownerships. These problems are evidenced by the Douglas fir bark beetle epidemic in north Idaho and eastern Washington. Because the Forest Service, unlike private land owners and the state, failed to quickly remove the trees killed by the ice storm of 1996, bark beetles have infested the dead and dying trees the storm left behind and have increased their numbers to epidemic levels. We're going to lose a substantial portion of our forests in north Idaho because of this problem.

There is no doubt—and I think we would all agree—that the national forests' management process is broken. In Idaho, that translates into declining wildlife populations, deteriorating water quality, reduced timber harvest, declining forest health, and restricted access for recreation. In fact, nice tank traps down on the Targhee, Chief.

I realize there are several proposed alternatives being discussed to end the gridlock and ensure that the American public is guaranteed low-priced housing in the future. Such efforts include the Federal Land Task Force, stewardship contracts, and others. But I have a solution, and the one I offer today is just mine.

My concern is that the rest of the world is subsidizing the United States. Many of the countries providing wood to the U.S. do not have the environmental standards we do and thereby have an adverse effect on worldwide environmental quality. That's wrong. My suggestion is that we set aside enough federal timber land to provide for 30% of what Idaho's forest products businesses need. That is approximately 400 million board feet annually, twice what the Forest Service is putting up today. At 200 board feet per acre growth, that would require a set-aside of 2 million acres, or around 15% of the federal timberland ownership. Management would be either with the state or contracted privately. All environmental and ESA laws would be followed, and the federal government would

have audit authority over the contract. Only growth would be cut on an annual basis. No appeals or other court action would be allowed. All expenses related to the management would be paid by the contractor. Stumpage would be paid to the federal government, based on bid or established market value. This plan would not preclude the Forest Service from selling timber on the remaining 11 million acres, but it would guarantee long-term assurance that part of our federal lands would be used for the benefit of the home-buying public. 85% of the federal lands could then be set aside for other uses.

The advantages of this approach are many. No cost to the government; no below-cost timber sales; no road maintenance issues; no legal fees. Growth over time would increase because of good management. On our lands, we easily get 400 board feet per acre annually. The forest would remain a vital part of the ecosystem because only growth would be removed. The pressure to cut over private lands would be eliminated, thereby maintaining environmental protection.

Simply put, it is time for the U. S. Forest Service to get out of the timber production business. Give that responsibility to more efficient managers. My bet is that Carl Pope will eventually agree that the environmental quality of managed timberland will exceed that of unmanaged timberland. Well, probably not, but it's worth a try.

ANDRUS: Thank you very much, Jim. Let's move right along. Dr. Wolfe, go ahead.

GARY WOLFE, Ph.D.: I thought I was going to be the cleanup batter, but I'll go second. To start out, I should perhaps frame my comments by saying a little bit about who the Elk Foundation is, what our focus is, what our interest is. The Rocky Mountain Elk Foundation is a sportsmen-based, wildlife conservation organization whose mission is to ensure the future of elk, other wildlife, and their habitat. We have about 110,000 members throughout the U. S. and Canada, and more than 95% of these members are hunters. All are conservationists.

The focus of the Rocky Mountain Elk Foundation is habitat protection, habitat restoration, and conservation education. That's where we spend the majority of our time, energy, and resources. With that said, Mike, I think you captured the philosophy of the Rocky Mountain Elk Foundation this morning when you said, "Protect the best, restore the rest." That's what we try to do as an organization, so I'm glad to see that you, as Chief of the Forest Service, have that philosophy. That's consistent with what our organization is striving to do.

What I'd like to do is just offer some personal observations on comments I heard this morning from all four of our speakers, who hit on almost a common

theme. The first theme I heard from every speaker was partnerships and collaborative stewardship. A great example is the Clearwater Elk Initiative that Cal Groen described this morning, something that grew out of last year's meeting. Partnerships are the way the Rocky Mountain Elk Foundation does business, and I believe that's the wave of the future. We'll have to continue to do that. I was pleased to see that all four of the directors focused on partnerships and collaborative stewardships.

I agree with Mike that forest management should promote the health and the long-term sustainability of the land. That is consistent with what we try to do with our partnership projects.

I was very pleased and excited to hear three of the four speakers talk about efforts to revitalize the Land and Water Conservation Fund. My philosophy on that is that we have a very narrow window of opportunity to protect the best of what is left out there. I'm really pleased to see that the Administration is focusing on revitalizing the Land and Water Conservation Fund. I'm particularly pleased to see that the agencies are embracing that. Let's hope that Congress embraces that move to restore the type of funding we need in the Fund.

I was also pleased to hear about the emphasis on youth conservation education, coming from the four respective agencies. That's very important. If we don't educate our youth, not only about conservation but also about the broader issue of the wise use of our resources—the timber, the minerals, the grazing, all of that tied into the whole concept of conservation, not just protection but true conservation—we'll be in even bigger trouble in the future than we are today.

I am very pleased to see that the agencies are focusing on aggressive activities to control the invasion of noxious species, both plant and animal. That's a real threat to our native wildlife and our systems out there. From the Elk Foundation's perspective, we also support the concept of working more with local communities and county governments on many of these issues. Internally, one of our initiatives is to reach out more to county commissions and the local communities and to work closely with them as we develop our conservation projects. I'm glad to see the agencies saying they also would like to do that.

We support the concept of multiple use. I was glad to hear Tom Fry say that doesn't mean that every single acre of land needs to be available for every single one of the multiple uses. It's important for us all to recognize that there is a highest and best use determination that we need to make on our areas. Some are obviously best for wildlife habitat. Others are better for grazing. Others are better for timber production. Others are best used for mining. Many of the areas obviously accommodate multiple uses, but it's important to recognize that not

every single multiple use that we can imagine can be carried out on every single acre of public lands.

On the roads issue, again we support the Forest Service's decision to step back and evaluate where we go with our roads program. From an elk management and habitat standpoint, road management has a definite impact on the quality of habitat available for those animals and the quality of the hunting experience. But it's a two-edged sword. As we all know, hunter access can be very important. Again, I was pleased to see the Chief of the Forest Service say that the agency will be working with the communities and the local user groups to help identify the roads to keep open and the roads to close. Again, it's a two-edged sword, and we're glad the agency is taking a close look at the whole road management issue.

I'd like to make a few comments, though, on some things we all need to work on and strive to improve. First is interagency cooperation. I believe that the agencies need to work harder in breaking down the barriers between the different federal agencies and also the barriers that exist between the federal agencies, state government, and local government. From the Elk Foundation's perspective, one of our greatest challenges on a cooperative project is getting the agency partners to agree on a common goal. In fact, when we're working on land acquisition projects, many times it's much easier to work with a private landowner to identify what their goals are and what they would like to do. Our true challenge is sitting down with the agency partner, getting them to agree on what their common goal is and how we can best assist them. So agencies, you need to focus on that. Break down those barriers between your agencies. I know you're working on it, and you need to continue to work on it.

Also, we need to continue to streamline the bureaucratic process that's involved in project funding, land acquisition, the implementation of the Land and Water Conservation Fund. By saying this, I could almost be saying that we want to put the Elk Foundation out of business. What we bring to the table many times is that third party facilitation, the one that can bridge the gap between the private and public sector. As we all know, private landowners often get quickly frustrated in their attempts to work with the federal government on cooperative projects and cooperative activities. One of the things we can bring to the equation is that facilitation. I do need to point out, though, that even as a non-governmental organization whose business it is to do that, we find ourselves frustrated many times with the bureaucratic process and can certainly understand where the private landowner comes from.

We need to continue to focus on that private land/public agency interface. Our private landowners

need to be recognized as really important partners in wildlife habitat management. They are an invaluable partner out there. We mentioned this morning that approximately 80% of our elk herds spend a significant amount of their time on Forest Service land. By the same token, winter range, for the most part, tends to be privately owned. We must recognize private landowners, reach out to them, and develop cooperative programs between the agencies and the private landowners to provide that quality wildlife habitat base.

Along the same line, we believe very strongly that our agencies need to work with the private sector to strive to keep the small farmer and rancher on the land. Our conservation philosophy is that cows are a heck of a lot better than condos out there on the winter range. We believe that when we lose that small landowner, we'll be losing our wildlife habitat base. So we're encouraging the agencies to focus on working with the small landowner and coming up with creative ways to keep the small landowners viable, in business, productive, and as true partners in the management of our public lands.

Conservation education was mentioned by every agency director. I feel as though we need to put more emphasis on youth conservation education. We need to make sure there is an adequate amount of funding available to really reach out and start working with our youth. We need to get into the school systems. We need to get into those areas where the children normally wouldn't be exposed to conservation, wise use, natural resource management. It's going to take money to do that, and I would encourage the agencies to come up with some collaborative and coordinated youth conservation education programs rather than having multiple programs, many times overlapping. If we can pull together a coordinated effort to reach our youth through the school system, it will pay tremendous dividends into the future.

I know we're all reaching out to the non-consumptive users, and we have to develop that constituency out there among the non-consumptive users, but as an organization whose membership is primarily based on hunters and use of the resource, let's not forget who brought us to the dance. We have to remember that the hunter and the fisherman are the most passionate spokespersons for the conservation of our wildlife and wildlife habitat. We tend to forget, as we move into the 21st Century, the strong historical role that hunters and fishermen have played and, most importantly, the strong role we can continue to play in partnership with your agencies. Again, we recognize that we need to reach out to other groups, but let's not forget those hunters and fishermen.

In closing, I'd like to say I really appreciate your

closing quote, which said, "In the future, the great wildlife victories will occur on the land, not on the courtrooms." That's the way we want to do business; that's the way we want to work with our agency partners. That's the way we want to work with industry and with the landowners out there. Look at doing something good and positive on the land; move away from the litigation whenever possible.

Thank you, Governor, I appreciate the opportunity.

ANDRUS: Thank you, Dr. Wolfe. Ladies and gentlemen, once again let me express my appreciation to you for being here. We'll jump to Yvonne Ferrell now for comments.

YVONNE FERRELL: When I was asked to be a responder, I wasn't sure what that meant. These were interesting observations this morning.

I came here twelve years ago from the state of Washington, where I had lived all my life. I was very used to high density populations and backups on freeways. That's the reason I left there. I wanted to come to a rural state, and you know how we define rural. That's where we have more cows than people, and we like it that way.

Idaho citizens are very passionate about their land and water here. This is our credo, if you will. I think we all believe that we have to live in harmony with the land and the water. Our water has to be fishable and swimmable, or it just doesn't work for the people who want to visit and live in Idaho.

I am also very concerned about the loss of our farmlands, ranchlands, and traditional small farms to urban sprawl. The people who come to see Idaho and to see our mountains and rivers expect to see a west that they have envisioned and that may have existed twenty or thirty years ago. We have to put time and resources and effort into farm trusts and land trusts to preserve these traditional agricultural landscapes that we have. I know if you're faced with educating children in college and the enormous expenses that accompany that and you have a developer who can offer big bucks for your wonderful piece of land, you don't have a choice. You have to think about your family and about taking care of them. But there are ways to keep these people on the farms and on the land through conservation easements, which are so well done by the Conservation Fund, the Trusts for Public Lands, the Nature Conservancy. It lets the people and their children stay on the land and contribute to our society and our culture here.

Our agency, the Idaho Department of Parks and Recreation, our board, our staff—all of us are in the tourism business. You might say I thought you were in the recreation business. Keep in mind that 65% of all the overnights that we have in Idaho state parks come from somewhere else. That tells me that we're in the tourism

business. We're also in the fish and game business. We cooperate with the Idaho Department of Fish and Game, and there is fishing in most of our water-based parks. And there is even hunting. In places like Farragut State Park, there is bow-hunting; there is waterfowl hunting in Heyburn. These were traditional uses that existed for many many years.

We're in the threatened and endangered species business. We have many of those threatened species in park areas that we manage. We're in the forest management business. We're doing prescribed burns and selective cutting. We're taking out invasive species and bringing back the indigenous trees and shrubs that have been lost to more invasive species.

We talked about partnerships here, and we've said the word so many times that it makes us cringe a little. But I can't pass up the opportunity to tell you that you would not have a state park system in this state if it were not for partnerships. State Parks manages parks on National Park Service land, on BLM land, on Forest Service land, on Bureau of Reclamation land, on Corps of Engineers land, on Fish and Game land, and we partner with the U. S. Fish and Wildlife Service. We also partner up with the Private Campground Owners Association in Idaho because there are more visitors and tourists than any of us can handle. We're able to help that private industry by working together to fund various projects. We partner with the Nez Perce Tribe, the Coeur d'Alene Tribe, and with the Shoshoni-Paiute. I'm sorry to say we don't have partnerships with the other tribes in the state, but we try to work very closely in those areas.

The message is that the public is not really concerned with what kind of uniform you're wearing. When they come to a beautiful place like Mesa Falls, they don't care whether the Targhee Forest uniform is on that person who is helping them or explaining how that gorgeous canyon was formed or how the waterfalls flow into the Henrys Fork and the rest of it. They are more interested in having a resourceful, responsive, well-informed individual. Sometimes they're talking to a person in a State Parks uniform, and sometimes they're talking to a person in a Forest Service uniform. Our job is to provide that kind of seamless opportunity to the public, not to defend territory or to take huge amounts of credit because we have the biggest or the best or the most beautiful. The public doesn't care. They see that as a good investment of their funds.

We had an interesting dichotomy in the Legislature this year. They approved funding to acquire a very significant natural area here called Box Canyon. It's not large, only about 400+ acres. The state has wanted for many years to protect that area. It has either the 7th or 11th largest free-flowing spring left in the nation and is

a tremendous natural scientific research area. At the same time, they approved the addition of Cascade Lake State Park, which is a Bureau of Reclamation facility that is high density, wall-to-wall active recreation. These are two totally different opportunities for the people here in the state of Idaho. Box Canyon has five threatened species in it. It won't be a traditional state park. It will be for hiking and limited use. We talk about facing a time shortly where we have to limit the number of people into these sites that are small, or else the quality of the experience for everyone will be diminished. We are approaching that in several areas.

Director Stanton talked about land and water. Something happened here yesterday that illustrates the value of the Land and Water Fund to small communities, and I want to share it with you. I was just going into an important meeting about 8:30, and the receptionist said, "There is a woman in the lobby who wants to talk to you about building something in the town of Malad." Malad is a little town in the southeast corner of Idaho, maybe 500 people. I said, "I am absolutely booked until noon." I got out at noon, and here she is, still sitting in the lobby. She had waited from 8:30 in the morning. So we talked over the noon hour, and she said, "I've got to do something for the troubled children in Malad. They are getting into drugs; they are getting into alcohol. Everybody is concerned about the kids on the honor roll, but no one is paying attention to the kids that need help. My husband is in a rest home, but I have to get money for a backstop for the baseball field and a little skateboard park." She said, "Can you help me?"

You know, we live with dedicated fund sources that have very clear legal restrictions on how you can use them. I couldn't help her right then, so she said, "Well, maybe I'll have to mortgage my house." She felt so strongly about kids she saw headed for trouble. That's the best argument for stateside land and water. We have \$100 million backlog of needs in the state of Idaho. It's not big in terms of the big picture, but it's big in terms of small communities in Idaho that need soccer fields and baseball fields. I can't tell you how important it is that we get some of that coming back to the states and to the local governments.

I think I'm probably running out of time, but I just want to say a couple of things in closing. We survey constituencies and citizens of Idaho extensively to try to gear where we spend the money we have to meet their needs. The two highest priorities that we hear are: first, trails and bike paths; second, access to public land. We hear it over and over again in Idaho. One of these areas that by legislation we're mandated to follow up on is Rails to Trails. I will tell you that the most contentious, difficult, heart-breaking issues we deal with is a Rails to Trails project, and yet they are one of the visionary

things that, seven generations from now, is going to make the difference in the quality of life in our nation. But until we can find a way to somehow recognize a legitimate reversionary land right—the landowner's interest had that rail line been abandoned—we will continue to have big problems in this area. I speak alone on this. My peers do not agree with me, but I think that until we recognize that land would have gone back to those landowners who have a legal right and recognize that right in some way, we'll have difficulty handling that part of our needs.

I'm very concerned that no one is talking about demographics in this room. Our citizen population is changing dramatically. In 1900, the estimated years that you would live was 47 years. In 1990, it's 80. We have an older population, a healthier population, and it's going to impact every one of us in everything we do unless we start thinking and planning for it. I didn't hear it mentioned one time this morning, but we have to start thinking about how to provide for our healthy older citizens.

One last comment. We talk about youth crime. Idaho is blessed in having a very low crime rate. That's not accidental. It's because we have a connection with the land. I spent the first half of my life working in prisons and adult corrections, and I think the fact that we have the wilderness areas, the fishing, the mountains, the rivers, and the opportunities for families to connect in this arena contributes to our low rate of crime. We must keep providing these outdoor classrooms for our kids because they don't learn everything they need to know within four walls in a building. Sometimes they learn lifelong skills and values out of doors in a setting we all enjoy.

One last thing. We talk so much about collaboration and partnerships, but I sense in many cases we're working as state, federal, and local agencies together. I'm not sure that the public still feels that they are connected. There is all kinds of information, no information, misinformation, and all that. I applaud the racks, but I see and talk to the public. They still don't feel that their thoughts and input are going to make a difference. I think we have to concentrate on getting the public involved in our solutions and letting them know they have some ownership in our decisions.

ANDRUS: Thank you, Yvonne. Is there any doubt in your minds, ladies and gentlemen, about her sincerity or what she cares about? Let me ask you a question about the lady from Malad who sat there for three hours, waiting for you, to beg for money. How much money was she looking for? About \$3500.00? There has to be a way, in those federal programs you people have, that you could find a way to keep her from mortgaging her home. Well, we'll talk about that later.

Conservation easements? I see two men standing in the back of the room that come right out of the Sawtooth National N.R.A. area. That's what we're working on up there with the help of the Forest Service. Frankly, we're having a tremendous amount of good cooperation from your supervisor, her predecessor, and Bill LeVere and others. All we need is the awareness that that program must continue.

I don't know where we're going to find that \$3500.00, but some of you guys can figure it out. Bob, haven't you got some kind of a slush fund?

STANTON: We're working on it, Mr. Secretary.

ANDRUS: Jaime, would you try that microphone first? OK? You're on.

JAIME PINKHAM: One of the other intents of the respondents' panel was to try to measure what kind of success we had experienced from last year's symposium. Actually, in some areas I feel more optimistic. Last year was the first time I had a chance to meet Bob Stanton and Pat Shea. From that, we've developed a relationship between their agencies and the Nez Perce Tribe, which was a positive outcome for us.

However, I realize that Pat has this debate going on whether that's a Crow or a Nez Perce philosophy that he expressed today. I just want to make it perfectly clear that the Crow people always prized Nez Perce horses, so they would always come over and attempt to steal them. It's no different with Nez Perce philosophies.

I do remain, after some of the successes of the past year, optimistic, but I am troubled in some areas, predominantly in the area of fish recovery, the salmon and steelhead issue that the northwest is experiencing. We're on the doorsteps of a decision by the National Marine Fisheries Service that is heading our way, and I'm wondering how ready this community is to respond to that issue.

Let me again, similar to what I did last year, set the tone for my remarks. I think people still have a misunderstanding about how Indian tribes, such as the Nez Perce, fit into some of the debates we face today and about what has really crafted the relationship that the tribe has with the federal land management agencies. For over 10,000 years, the Nez Perce retained a sacred and fundamental relationship with nature. Our lifestyles depended upon the bounties that nature offered to us. Our activities reflected our understanding of the cycles turning upon the lands and the waters. Our ancestors took sustenance, both physically and spiritually, from the land—hunting for buffalo, elk, deer; gathering roots, medicines, and berries. In the language of land management, the Nez Perce always practiced multiple use upon the land.

When the westward expansion and the need to gain access to resources came, the U. S. Government and the

Nez Perce Tribe negotiated a series of treaties. In our treaties, we expressly reserved the right to hunt and fish and to pasture our animals on open and unclaimed land. Really, Nez Perce forefathers ensured that the treaties would have sustainability for future generations of Nez Perce people. It's treaty rights as well as a spiritual connection to the land that bring us into contact with federal agencies. The Supreme Court has held that the treaty rights were not granted to the tribe, but actually rights were granted from the tribe to the non-Indian people to provide for settlement. It's important to recognize which way the rights were transferred.

Quickly, let me touch on some of the successes we've experienced. Jamie Clark acknowledged the Nez Perce Tribe for our efforts this past year with the grey wolf recovery. I want to applaud them for being willing to be out there on the frontier and looking for partnerships. Here was a new partner who was willing to take on not just the biological, technical work but really some of the political heat that came with the reintroduction of the grey wolf in Idaho. I'm glad that they had the foresight to craft this relationship with us. It is more than just a victory for the grey wolf; it's a victory for the tribe because we always felt that the tribe and the grey wolf had a similar history and fate. We mirrored one another. When we saw the westward expansion, we saw, like the grey wolf, the threat of being dispossessed. Now, by having a lead role in the recovery effort for the grey wolf, we see both the grey wolf and the Nez Perce regaining a rightful place on the land from which they were removed. It's been an emotionally uplifting experience for the tribe as well.

The other one that we worked out with the Fish and Wildlife Service was our effort to avoid a train wreck between Indian treaty rights and the Endangered Species Act. Jamie and I were able to sit on a federal/tribal negotiating team to try to craft a better relationship to avoid this train wreck. We were successful in doing that and got a Secretarial Order, signed by Secretary Babbitt and Secretary Daley from the Department of Commerce. We're still feeling our way through that relationship, but I think it was something positive. Again, the federal agencies elevated the status of Indian tribes in the relationship, and that was a success.

Another success I'd like to point to is one that involved Mike Dombeck. Through Mike's effort and the commitment of my boss, Sam Penney, the chairman of the Nez Perce Tribal Executive Committee, we crafted a Memorandum of Understanding to try to bypass some rising conflicts over camping fees and stay limits on federal campgrounds within the treaty area of the Nez Perce Tribe. Again, I was put on the tribal negotiating team to craft this agreement, and it was signed last year

by both Chief Dombeck and Chairman Penney. It recognizes the tribe's rights upon those lands.

Both of those success stories, both the MOU for the camping fee issue as well as the Secretarial Order on the Endangered Species Act, brought its share of fire upon both the Fish and Wildlife Service and the U. S. Forest Service, but I was happy that both of them stood firm in that relationship with the tribe. It showed a solid partnership that exists between us. We saw a U. S. Senator out of Washington take shots at the Secretarial Order on the Endangered Species Act, and I know Mike got some phone calls and inquiries, asking why the tribes were given this special treatment on camping fees and stay limits. But what he held firm on was that he took an oath of office to uphold the Constitution, and our treaty rights are recognized within the Constitution. A lot of integrity was shown by both these individuals in standing by their word and taking the heat that goes with that.

One of the questions we considered this morning is: What is the best science? I agree with Chief Dombeck that it's always evolving. I believe we are students of some hard-learned lessons. Educated as a forester, I recognize the fact that we've made our mistakes, but they were well-intended. We used the best science and technology of the day. There is an effort by some to use the "best science" to protect a particular livelihood, but where is the science that will protect the other livelihoods? So I'm concerned that science will yield to political pressure or to opinion polls.

I know that when federal agencies have brand new, bold initiatives, they are sometimes choked off by federal appropriations, which are used as ways of attacking these new initiatives. These initiatives that they try are not just to create an image but are really substantial efforts to try to improve the resources that we manage. It's important for all of us to stand behind them and advocate on their behalf.

At one time, when we were meeting with Jamie Clark in D.C, one of wolf biologists said, "We have good news, and we have bad news. The good news is that the Idaho wolves are reproducing faster than we thought. The bad news is the Idaho wolves are reproducing faster than we thought." It meant we really didn't have the funding base to keep up with this expanding population, so we met with Jamie to say, "If you can, kick some more money our direction to help us continue the monitoring effort on behalf of the state of Idaho for whom we are administering this program." Jamie's response to me was, "If you want more money, go to the budget writers or to Congress." That's what we did, and we were successful in that we got Senator Kempthorne to champion our effort to secure more money for the Nez Perce Tribe in wolf recovery. It

backfired a little bit on Jamie because we didn't get additional money into the Fish and Wildlife Service budget. What Senator Kempthorne had them do was reprioritize. While it rewarded us, it put a strain elsewhere in the programs they have to deliver, whether it's in land management, regulation, or any kind of resource protection.

But those are the kinds of battles that we fight, and I get a little concerned sometimes that a lot of the animosity is focused on federal land managers when, really, let's look at the folks who passed those laws. They aren't responsible for writing the Endangered Species Act. They're the ones with the responsibility to carry out the Endangered Species Act and other legislation. If you want to effect true change, you have to do it from the inside out and work with Congress to make the changes that you really need. Sometimes I feel they get a little bit more heat than they deserve.

Bob Stanton's comments, too, I really appreciated. Again, we're building bridges there with the Park Service. We have the Lewis Clark Bicentennial coming up. The tribe didn't sign on until we quit calling it a celebration. I kind of wish we had had that road maintenance money you're talking about 150 years ago. We could have put a tank trap on that trail.

Anyway, there's a story to tell, and when Bob Stanton talks about his agency, he talks about history and maintaining a heritage. Our relationship with him allows us to tell both sides of history—our side, which is filled with both pain and sacrifice as well as victories. That's important as we move forward in recognition of the Lewis Clark Bicentennial.

Also, the Land and Water Conservation Fund he alluded to. Last year, Bob and I had a meeting, along with Chairman Penney, in his office. We talked about the Land and Water Conservation Fund and the fact that the tribes are really omitted from that fund. Fortunately, we have some opportunities through Congress to add Indian language to help restore and protect the environment, funds that would be provided to assist the tribes in doing planning, recovery work, habitat restoration as well as to do some land acquisition. For the Nez Perce Tribe, there are some tremendous opportunities, especially in light of the endangered species issues affecting salmon and steelhead, for us to get ahead on some of the recovery work. Again, that was a relationship we built through Bob's office that helped us to further that.

Finally, I'll conclude with Pat Shea's comments about fear. We have a fear—and it's throwing us into gridlock—of what we think science might tell us and whether we agree with the scientific answer or not. But again, we do an injustice if we avoid answering the question or if we try to monkey wrench with the process

that allows us to seek the truth on those difficult decisions. I hope that we allow the scientists to do their jobs. When the scientists make their recommendations to us, then it's our responsibility to make those decisions, based on that science. I hope that we don't try to bend them politically or choke them out of business financially but allow them to do their work. Then leave it up to the tribal, federal, and state leaders to begin to mold those gut-wrenching decisions and devise the plan of action that will be necessary to meet these emerging issues.

Governor, thank you.

ANDRUS: Jamie, thank you very much. No wonder the Nez Perce's are enjoying some successes, with Executive Committee members like that.

Now we come to Brad Little of the livestock industry. I see your dad sitting out there right now. You'd better perform well.

BRAD LITTLE: Director Fry said that they hoped the Washington, D.C. administrators could take the heat so that the local guys could get their work done. So I've changed my comments a little bit, predicated on his nice request. These gentlemen, particularly Bob and Mike, are good friends of mine. We've been doing this for quite a while, and I am respectful and appreciate the job they have. I think Jamie's right about the overlapping legislation we have that starts clear back in the Organic Act, or maybe even throw in the Constitution in a place or two. It is a problem.

The western governors had a western public lands review, and we all agreed—out in the hall where nobody could hear us—that we probably needed a public lands law review. But nobody wanted to do it because there were some experienced voices in there that had been involved the last time. The only way to do it is to put everything on the table. The Endangered Species Act, the way it is, is sacred to Carl, and the Grazing Act of 1934 is sacred to me, and the 1872 Mining Law is sacred to Laura. None of us wants to give up where we are, and he [Jaime Pinkham] has a little seniority over all of us.

I notice a lot of talk about destructive Eurasian non-native invaders. We don't want to spray them all.

You know there are too many rules, too many agencies. I firmly believe there are too many agencies. I'm not going to flip a coin and say which one needs to go away, but right now, I'm serving on a group here locally on the Boise front. We spend more time getting the agencies to talk together than we do getting the job done. Look what's happening in corporate America and in education, and look at some of the other consolidations taking place. There is a lot of wasted effort. The \$3500 for that playground would be there if there weren't the duplication that exists in government

now.

Right now, there is a budget surplus; the economy is good. We're talking about taking away the \$900 million that exists in the Land and Water Conservation Fund, which has been going to the General Fund. Those of you that are interested need to start looking for the avenues of consolidation so we can get some things done.

I looked at the old resource management plans, the old forest plans, and 99% of the things that were requested in the additions to the Clean Water Act could have been met by those old plans, which we worked on as communities here locally before, in my opinion, it was moved over to Walla Walla in the ICBEMP proposal. I think that most of the proposals that are in that plan would still do what we talk about, what Gifford Pinchot talked about—clean water and good productive soils.

We talk about best science, but the best science in the world unimplemented isn't near as good as the third or fourth best science that is on the ground being applied. It's not being applied now. Best science is always the request of the guy whose science isn't being implemented. He requests best science because he says the science being implemented isn't the best. That will go on forever.

Another item that was brought up this morning was ecosystem management. In this group that I talk about in Boise, I was the only commodity guy there in any way shape or form. They all agreed that ecosystem management was a bad word and that we shouldn't use it. These were park people, recreation people, county officials—these weren't a bunch of my red neck sheepherder and cowboy friends. They say that all the time. I think we need to look at what's happening out there, at what people think about ecosystem management. We thought it was multiple use, then we thought it was sustained yield. It's just trying to get the most productivity out of it.

I think some of the aspects of biological diversity is some of the new science that needs to be applied, but we sure don't need to throw the baby out with the bath water, which is what was happening before.

What's happened here is that ecosystem management on the Boise front means move all the motorcycles over on my deeded ground outside of Emmett. That's ecosystem management. On a big scale, it's moving timber production to Brazil and Siberia where the trees won't grow back in 600 years. That's what ecosystem management is to some of these guys from Horseshoe Bend that lost their jobs.

When they talk about locking up lands, I don't know. I know it's different in this room, but what I hear out in the country is that 66% of the state of Idaho is

now federally owned. I don't think they need any more. There are places where it ought to be moved around. Maybe that's changing. Maybe when you talk about demographics and ruralization, we need to take that into account.

And this Land and Water Conservation Fund, they're falling out of the trees back there for the Land and Water Conservation Fund. Representative Young already has the coastal states lined up for it. But it's the open space concept, and we know we're going to need more parks. We're probably fortunate here in Idaho. In other areas, they've been assessing themselves and buying tax land all along. We're a little spoiled in Idaho. We think the federal government ought to provide it for us if we want open space right out of the city. I'm the same way.

But there are some things that are going on. You talk about collaboration. I was back in Washington—don't tell Dad; I hope he's not listening—as part of a group with the Sierra Club, the National Resources Defense Council and some other groups I've never agreed with except for Carl—to take a look at the gridlock that exists in grazing. We're working on a plan to try and resolve that, and the Public Lands Council—all my friends in the livestock industry—signed off on it, and I about fell out of my boots.

I think there is interest in it, but we've felt that we need to get that resolved internally among the interest groups because when we bring in the agency people, we get—what was it Kate Kitchell said? I said it was political, and she said it was jurisdictional—and I think Kate was right. Jurisdictional problems shouldn't be as great as they are.

I'd like to hope that next year, if the Governor has another one of these conferences, at that point in time, maybe people will know what the standards and guides are in the ICBEMP proposal, maybe the forest-users will know what will go on there, and the off-road vehicle people will know what ground is going to be open and what closed. I hope that would be the case, but sadly, Governor, I can't say that in the last year, from my standpoint, we've seen a lot of progress.

ANDRUS: Thank you, Brad. Now, Carl Pope of the Sierra Club, and Laura will be our wrap-up. We'll have a short break, and when we come back, we'll ask you, ladies and gentlemen, to come up and join us up here. Then we'll move into responses back and forth and some questions from the audience. I already have the first two questions from the audience in my pocket. One of them is that a person said to me, "What I'm hearing here today is different than what I see upon the ground, the implementation and interpretation at the local level." So I guess the question will be: If we feel that what the local employees are doing is not what you said the

policy is, how do we appeal quickly?

I won't tell you about the other question about dams and breaching. Breaching is what I put on my mule before I pack it. Now I'll turn to Carl Pope.

CARL POPE: Thank you, Governor. One of the problems in coming late to one of these panels is that there gets to be more and more that you want to respond to, so I'll miss a bunch of good stuff.

This is the last of these conferences the governor will be able to have in this century, and it strikes me, as we look forward, that the frontier closed in 1890 but that almost immediately, we began a national debate that has gone on for a century about whether or not we wanted to keep the wild part of this continent. As we get ready to enter the next century, that debate is largely over. Americans have decided that they want to retain the wild parts of this country. They want bears and bull trout and wolves. They also want condominiums and cars and bacon cheeseburgers, and they expect their leaders to give it all to them. Probably, if we do things wisely, we can do that.

If you go out on the land and look at what's happening, it's pretty clear that we're not doing things wisely. We're not doing a very good job of meeting that expectation that the American people have. Part of that is the result of mistakes we made a long time ago. You can have a lot of disagreements about what would be good science or bad science, but I doubt any kind of science would give you the map we saw on the board of how all the federal jurisdictions and the private land in the western United States is allocated. I don't think anybody would say today that a checkerboard was a really smart way to enable people to manage a mountain range. You wouldn't do it that way today.

So we have a couple of hundred years of mistakes that we have to clean up. About a month ago, I would have come here in a somewhat optimistic mood about whether we were making some progress, but something has happened in the last month that I want to focus on for a minute. Since Governor Andrus left Washington, the American economy, in real dollars, has gotten almost twice as large, and the federal budget, in real dollars, has gotten more than twice as large. In that same period of time, there are only two functions in the federal government that, in real dollars, have declined in the money we invest in them. One of those two functions is America's least popular federal program, foreign aid. It's down 10%. I don't personally think that's very wise, but at least you can say the politicians were listening to the public. The other function is natural resources and the environment, which is down 9% and which consistently shows in the polls to be the one that the American people most want to spend their tax dollars on.

Tomorrow or Friday, it is highly likely, if they get around on schedule, that both the Senate of the United States and the House of Representatives will vote to take that 25-year 9% decline and double it next year by cutting our nation's investment in these functions by another 10% and committing the country to a pathway that, by the year 2004, will cut natural resource investment in the federal budget by 24%. I want to suggest that a lot of good ideas have been talked about today, and they are all whistling in the graveyard if that is the budgetary future, if that is how this nation approaches its natural resources. Nothing we are talking about here, whatever side of the equation you're on, is going to be possible if we take that kind of a meat ax to this nation's investment in its future.

But I want to suggest that I would bet a long sum of money that when the Senate votes, there will be two votes for those cuts from this state, and when the House of Representatives votes, there will be two votes from this state for those budget cuts even though I'm pretty sure that's not how the people of Idaho would like to have the future go. So I want to say that while it is probably true that the major victories for wildlife are going to be won on the land, it still remains true that major defeats can be suffered inside the beltway unless we somehow start making a greater connection between what, in our different ways, Jim English and I want to have happen for the forests and the way our politicians budget the money we send them. So I'm not terribly optimistic.

But I heard some things here today that said to me that the problem is not that we can't think of good things. It's that we can't get ourselves to do them. And I want to talk about some of the things I've heard.

Jim, you said you thought I should take you up on the offer, which, as I understood it, was to leave 85% of the national forests in Idaho for uses other than commercial timber production and to let the timber industry show it could do a better job on the remaining 15%. While I think there are a lot of obstacles and I don't want to embrace that, I do think there is a kernel there of something that you and I probably do agree about, which is that multiple use, if it means taking the same watershed and using it for commercial timber production and sustaining a full range of biological diversity, is probably a lot of garbage. You probably can't do it. You probably have to decide that certain watersheds are suitable for commercial timber production, and certain watersheds need to be maintained mainly for their biological values. We need to get ahead with sorting out our landscape and deciding how to do things better. I do know some private timberlands that I think are managed in a way that's both economically very productive and that puts most Forest

Service lands to shame. I think Mike Dombeck is working to fix that. We got a good sign from the Committee of Scientists, which the Forest Service had appointed and which came out with a report last month, kind of a new mission statement for the Forest Service, one that I think Americans can rally around.

I also think it's a good sign, in a funny way, that the Inspector General's Office of the Department of Agriculture did an audit of some twelve timber sales and found that nearly all of them were legally deficient. That may not sound like good news. We'd all like to think that the problem wasn't out there, but if you go out there on the ground, you see the problem. The Forest Service has responded in a very positive way, and I think that kind of an audit is important because one of the things that will be key to being able to work together is knowing that whatever agreements we as citizens work out with each other, the agencies, which we then have to entrust management to, will carry out those agreements with fidelity and integrity. If we cannot trust the agencies, we will all end up in the courtroom, and I think we all know that's not really the best place to end up.

Finally, I want to say that in the conversation about science and politics, it's true that we don't have all the science we'd like to have, but we have a lot more science than we're using. We have to recognize that science can't tell us what we want, and science can't get us there. Our values tell us what we want. For better or for worse, politics will have to get us there. All science can do is give us a road map of how to get there. I think it's important that as we learn from science how we can get there, we should also continue to look into our hearts and listen to those of our neighbors about where we want to go. Then perhaps, least attractively, we are also going to have to wade into the messy world of politics and make sure that our leaders take us there.

ANDRUS: Carl, thank you very much. I think I heard Mike Dombeck say this morning that the first thing you have to do is decide what should be done on and with that ground and then work to get to that point. That's what I heard you say just now as well.

Laura Skaer, never a bashful combatant in the area of natural resources, an attorney who has fought the battles for and sometimes with the mineral industry, director of the Northwest Mining Association, will wrap it up, and then we'll have a little break.

LAURA SKAER: Thank you, Governor. Jaime, I'm really glad that you've been able to have some optimism and think some progress has been made. In the mining industry, we don't share that optimism. In fact, in thinking about coming down here to be on this panel again and listening to the remarks this morning, over the lunch hour, I thought I might as well just pull out the

transcript of my remarks from last year and read them again because they're just as applicable today as they were last year. We're playing the same game; we've got pretty much the same players. We just have a few different pieces in the game than before.

Last year, in the realm of *de facto* wilderness, we had the creation of the Grand Staircase Escalante National Monument, clearly an abuse of the Antiquities Act. This year, we have mineral withdrawals in the Rocky Mountain Front and 600,000 acres in Arizona. Seems like we're playing the same game. I listened to the words this morning, and, gentlemen and Ms. Clark, unfortunately for the American people, what's happening out on the ground and the actions coming out of the agencies are again speaking much louder than the words, and they are sending a different message.

We hear talk today about collaborative processes, but from the mining industry, we don't see them. We see unilateral decision-making every time we turn around. Partnerships. We partner with local communities, but we don't see any partnering from the agencies to get mining projects developed to bring some economic sustainability to rural communities.

Urban sprawl. We talked about urban sprawl. We talked about the problems of it today, but no one really talked about why it's occurring. I'd like to suggest that one of the reasons it's occurring is this Administration's continuing war on the west, this war on natural resource production industries—mining, timber, agriculture—a continuing war on traditional rural communities in this country. These communities are resource-dependent communities, and if you go to these communities, you'll find they enjoy that title. They love the land, they love taking care of the land, they love making their living from the land.

Yet, every time you turn around, it's taking 7 to 10 years to permit a new mine. We have a permitting process that knows no boundaries, that has no sideboards, that allows opponents of resource-development projects to carry out the battle *ad infinitum* to where the jobs are gone, the tax revenues are gone, the infrastructure collapses, and what's left? They have to move to the urban centers to try to find a job. The actions are clearly supporting this agenda.

This last year, what we've seen is agencies continuing to circumvent Congress. The 1872 Mining Law keeps coming up. Industry is at the table ready to reform this law, and we've been at the table for a number of years. Unfortunately, we have a Secretary of Interior and a Solicitor who aren't getting Congress to enact their version of mining law, so they've taken it upon themselves to circumvent Congress and circumvent the people and do it through bureaucratic rule-making and executive fiat. We have, for example,

the infamous John Leshe mill site appeal, which reverses 120 years of practice and policy with respect to mill site locations and connections with lode claims on mining properties. Now we're seeing agencies start to use that mill site opinion to say no to expansion projects and no to new mining permits.

We've got the continuing back-door mining law reform through the 3809 rule-making process. Despite requests from a bi-partisan group of 16 western United States Senators, despite a unanimous resolution from the Western Governors Association, despite two requests from the Western Governors Association to hold off publishing proposed 3809 surface management regulations on hard rock mining until after the National Academy of Science completes a study, we find the Secretary publishing the rules on February 9, 1999. Gee, is it a coincidence that the 90-day comment period ends on the 127th anniversary of the mining law, I mean for someone who is into the theatrics that we've seen from Secretary Babbitt? Despite those requests, they go ahead and publish the regs.

Congress authorized \$800,000 to the National Academy of Science to do the study. We hear about best science. Here's an opportunity for the premier body of scientists in this country to do the study, to file a report, and we have a Secretary of Interior who wants to close the comment period two and a half months before the study is completed. What is he afraid of? Is he afraid the science might not support his agenda? Let's get the science on the table and let the chips fall where they may. Then let's see what we need to do, if anything, with the regulations.

We have the use of the Interior Board Land Appeals process through the United Mining Corporation case here in Idaho, which is really an issue under the Building Stone Act and whether this particular form of stone is or is not a locatable mineral. I could be shocked, but I see a decision coming out of this Secretary that's going to attempt to change the definition of discovery of a valuable mineral deposit to inject a comparative value test. If a comparative value test ought to be in the law, it's up to Congress to put it in the law, not an agency head.

Then we have *de facto* wilderness going on. Mike, you gave a speech in Missoula, and you talked about withdrawing the Rocky Mountain Front from mineral entry to follow up on a decision by the forester to ban oil and gas leasing, 4 trillion cubic feet of natural gas reserve in an area that was rejected during the wilderness review process for wilderness values. The surrogate for this was Congress's failure to reform the mining law. This is not an appropriate process. Whether or not this should be set aside is a decision, a value judgment, but there is a process to go through. The

process is Article IV, Section 3 of the Constitution, which places the power over the public lands in the Congress of the United States. It's their job to move forward in this area, not agency heads. All you do is create more gridlock. When Administrations change, everything that's done bureaucratically through executive fiat gets unraveled, and we end up in a bigger mess than we are in already.

Concerns of the mining industry. Mike talked about mining permits processed by the Forest Service. I do have to congratulate him. Last year, I chastised him for never mentioning mining or multiple use. This year, he did mention both. I just wonder how many of those mining permits are small-scale suction dredging operations. I attended a National Academy of Science hearing in Denver on March 8 and 9 and heard representatives from the BLM and Forest Service in Colorado, a state with an incredible mineral richness and a mining heritage, and both of them said they hadn't processed new mining permits in four years. So I'm beginning to wonder what type of mining is being permitted.

Three weeks ago, I heard the chairman of one of our gold-producing countries talk about political risk. When asked, "Where is the greatest political risk for mining?" he said, "The United States, followed by the Russian far east." Because of the permitting process, the lack of sideboards, the lack of accountability, and the unwillingness of agency people to make decisions because they know they are under the magnifying glass and will be sued at every stage, he said, "If you invest \$1 in the United States, you stand to lose \$10. If you invest a dollar in Russia, you're only going to lose a dollar." I think that's a sad commentary for our nation.

When you look at the world, the environmental protection in the United States is second to none. We are clearly the world leader, as a nation, in protecting the environment. The United States mining industry is clearly the world leader in environmentally-responsible mining. I think it's time to stop this attack on the domestic mining industry and recognize that this industry has changed. I direct you to our statement of environmental principles, which are out on the table and which articulate not only the philosophy but the actual practice of the modern U. S. mining industry. Its environmental record is second to none when you compare it to the world.

Carl talked about what the American people want. They want this wildness and these values. You know what? They also like cheap electricity, they like their SUVs, and they like all the products that mining provides, which is everything you use every day in your life. They don't like brown-outs, so it comes down to this question: Where are we going to get these resources

that our society is demanding? The demand for mineral resources, the demand for wood products is going up at an increasing rate. Five years ago, it was estimated that every American used 40,000 pounds of minerals. Today, that number is 47,000 pounds.

Society is telling us it wants more and more mineral resources. It seems to me we have three choices as a nation. First, we can do without. We can *not* produce the resources, and the result is that we lower our standard of living. Are you willing to do that? Are you willing to do that for your children?

The second choice is that we can produce those resources outside the United States where the environmental standards aren't as great. When we do, we take with it the jobs, the infrastructure, the tax revenues, and the wealth creation that provides economic health. If you take a look at the world, where is pollution the worst? It's not in the United States. It's in these third world countries, who are going out of their way to attract wealth-creating industries like mining because the leaders of those countries understand that the key to cleaning up their environment and to a clean and healthy environment is a strong economy built on wealth-creating industries. It's time the United States stepped back and recognized that fact.

The third alternative is that we can produce here in the United States with an environmental record that's second to none and with a mining industry that is second to none in its environmental protection in what it's doing. Look around. Historic mine tailings cleanup, abandoned mineland cleanup, where are they occurring? They are occurring in active, ongoing mining operations where mining companies are cleaning up past practices.

We have an opportunity to move forward, but it's got to be with the recognition that what made this country great and what provides the source of our wealth-creation and our economic health and thereby our ecological health are the wealth-creating industries: agriculture, mining, timber, ranching. These are the core of our rural communities. This is the way we're going to prevent continued urban sprawl, by focusing on providing some sustainable economies in our rural communities.

One last point I would like to make is about the mining law. As I said, the industry has been at the table, and we're ready with a 5% net proceeds royalty. we're ready to address patenting with payment by the government of fair market value for the surface, giving the government the right to reclaim the land by paying fair market value when mining operations are done. Let's not forget that mining is just a temporary use of the land. We want an Abandoned Mineland Cleanup Fund created, funded in part with the Claim Maintenance Fee. Give that money to the states, who have the program

and who know what they're doing.

Enlibra, I believe, is a framework within which we can address the abandoned mineland problem. I think it's a philosophy that has some real hope.

So let's move forward. Let's start rebuilding the infrastructure of our west and supporting our rural communities and stop battering them.

ANDRUS: Laura, thank you. We're fifteen minutes behind schedule, so you've got to help me pick it up. In 20 minutes, please come back in here. We're going to ask these people to join with us. We're going to be out of here by five minutes to five tonight, whether we're through or not, so please come back, and we'll have an opportunity to go through the question-and-answer period.

[Conference Break]

I have the first two questions already handed to me, so we'll go on from there. I will start with Mike Dombeck. Since you were picked on first, you get to respond first. Then if you want to ask a question of Jim or anyone else who assailed you, feel free.

DOMBECK: Thank you, Governor. I want to really give credit where is due. Jaime, when you thanked me for the efforts with the agreement, the thanks really go to people like Jim Caswell, Al Salwasser, Dale Bosworth, Bob Williams, Jack Blackwell, and many other local Forest Service staff people, who really carried the water on that issue.

I also want to say to Yvonne that, barring any legal restraints that we have, we want to talk about the \$3500 for Malad. State and Private has a little bit of an increase; maybe they can help.

FERRELL: Thank you!

ANDRUS: I knew. I knew. I knew. When I saw that glint of compassion, I thought I was looking into your glass eye.

DOMBECK: When you have such compassion expressed here, we ought to have at least a little bit of authority in these jobs. Sometimes it doesn't seem like very much.

ANDRUS: Yvonne, you'll take care of that lady before she mortgages her home?

FERRELL: You bet!

DOMBECK: I have so many notes here to respond to that I really don't know where to start. I couldn't even come close to getting through all of them in five minutes, but I'll try to pick some of the high points.

Jim, I think, made some very important points, and I think we even found some we agree upon. I, too, believe it's irresponsible of us to put our demands on other nations that don't have the environmental protections that we have. It's not a net gain for the world environment. When we have the best science in the world, we need to apply that science and move forward.

We also have some challenges. Another point we hear a lot about and one that has been debated in Washington for some time is the whole issue of appeals and the rights of citizens. A situation that we face in a democracy is that people want the right to question government decisions, and question them they do. That's just part of the process and a very important part of the process. It's one of the precepts that we have as a people. They want the right to question the decisions that we make in all of the agencies.

From the standpoint of the level of harvest, I just want to make sure you know I haven't forgotten the Organic Act of 1897. The basic statement is that no national forest shall be established except to protect the forest within the boundary, to secure favorable flows for water, and to provide a sustainable supply of timber for the needs and uses of the American people. There we run into that word "sustainability" that Jamie and many others mentioned.

My points were that multiple use is alive and well, the balances are changing, and a lot of dynamics are different. Take a look at the dynamic and the lesson learned in the Pacific Northwest where, not too long ago, about 5 billion board feet of wood was being harvested off the national forest. There was some move to compromise at 2 billion, and the interests couldn't come together. When finally the interests did come together after the gridlock and the court situation, the level was at 1 billion. The lesson learned there is that the longer we wait, the longer we debate many of these issues, the narrower our options become. If we can move the issues faster, it's in everyone's best interest.

From the standpoint of the allocations, that's what the planning process is all about. Those allocations are determined at the forest level.

One important thing, which speaks to one of Laura's points, reverts back to the question we had earlier about politics. The fact is that I doubt we've had one forest plan that's been funded with full implementation. That's one of the frustrations of processes where the expectations, both of employees and of local communities, are not met because of the budget process.

Gary's points about youth education are key to success in where we need to go with conservation and natural resources in the United States. We need to make sure we maintain the connection between the land and the people who will be the voters of the future.

I certainly agree with the need to streamline the processes in our organizations. It's a very very important thing to do. Brad mentioned the overlap in agencies. Like Tom Fry, I've worked for more than one agency, and it's true; the overlaps are there. We need to be as efficient as we can, and I'll let Tom give you some

more details about Service First. It's much more important what happens on the ground and the coordination among our employees who are in Emmett or in the Owyhees or Coeur d'Alene or Spokane or wherever than who sits where in Washington. Protracted debates about the jurisdiction of Congressional committees and such can cause much more chaos than we have now. Our direction to employees is to really focus on what makes the most sense on the land. Be outside the envelope, and if it's not against the law, try it. I also promote the get-out-of-jail-free concept, Tom. That's important.

Let me reserve my remaining 30 seconds to ask a question.

ANDRUS: OK, let me move to Bob Stanton.

STANTON: Thank you, Governor. Three points. One is to commend the panelists, individually and collectively, for their forthrightness, their candor, as well as your compliments on the National Park Service and on the dedication of our employees. I appreciate that.

Second, I want to ditto Mike's comments. Many of the points he made, I embrace and echo in terms of the questions and concerns that you expressed.

Third, as I sat there and listened to you, it reinforced how privileged we are to serve as bureau directors. It also reinforced the awesome responsibility that we have. Each of us administers a highly decentralized organization, expanding throughout the vastness of our country. As a result, we need to make sure we have checks and balances in place so that the rhetoric we express in this kind of forum is, in fact, acted upon by those who carry out the programs on a day-to-day basis in the regional offices, the parks, and other offices. Admittedly, it's difficult to achieve that consistency with a highly-decentralized organization. So it's our responsibility to capture that and make sure it is acted upon in the work place.

It would be my hope that this group here, which represents a microcosm of America in terms of diverse points of view, undertakes the responsibility to broaden the whole process of inter-agency cooperation. It has to be more than rhetoric; it has to be something we act upon.

Each of you has emphasized that every American should feel comfortable that his or her input and comments about what is really taking place in terms of government cooperation and collaboration are ultimately reflected in something that they can embrace and say, "Yes, my input has been considered in the decision-making." I submit that is not the case right now. There are certain parts of our communities that feel that the government is not listening to them or working cooperatively with them.

What has come out of this is reinforcement to me, personally and professionally, that I have a hell of a lot of work to do in making sure that the line organization of the Park Service delivers upon what we attempt to address and accomplish in this kind of forum and make sure it plays out on the ground, that it touches resource preservation, youth education, the application of standards, compliance with the laws of the land, and what have you. This has been very beneficial for me.

Governor, I yield my time to Tom.

FRY: Thank you very much, Director. Two or three things I'd like to comment on. First, Mike mentioned the whole question of Service First, and Bob Armstrong mentioned it as well. Let me tell you a little bit about what that is. We did a couple of pilots with BLM, the Forest Service, some local agencies in Oregon, and a little bit here in Idaho and in Colorado. The whole concept of Service First was to let the public know that we are all different agencies. We know that, but the public sees us all as "the government." When they come in and want a permit to go out and cut wood, they don't want to have to get one permit to go on BLM land and another permit to go on Forest Service land or state land. The concept here of Service First is to start combining some functions.

We have done that in Colorado and Oregon already. You go in and talk to someone, and you can get one permit, signed by all the agencies, that takes care of all the permitting that you may need to do a particular function. You go into one place, and you get maps for all the different functions. With that, we've been able to eliminate a number of supervisors. We've been able to eliminate some positions and have lost some money, but in some places, we've been able to save as much as \$600,000, which is money that is so important for us to put on the land.

Every land management agency up here will tell you that our main goal is to get dollars to the land. Anything we can do to do that is helpful. So tomorrow, Mike Dombeck and I are having a joint meeting of all of our senior leaders. We're going to have about fifty people from both agencies, and we're going to tell them that we expect Service First is something that should go through both agencies and be a part of the culture of both agencies. Where we can work together on those kinds of cooperative agreements, we shall do so. We're going to try to implement that bureau-wide.

Secondly, Yvonne talked a little bit about partnerships, and I want to go back to something I mentioned this morning. I failed to mention that the *Idaho Statesman* yesterday had an editorial, part of which said, "Protect open space in Boise foothills for the years to come." I didn't even know this was out there when we decided we were going to talk about open

space. As it turns out, there is a good prospect that, as early as tomorrow, there will be an Memorandum of Understanding signed between the BLM, the city of Boise, Ada County, the Forest Service, Idaho Fish and Wildlife, and Idaho Department of Lands to create a partnership to start dealing with planning for open space in the Boise area. This may happen tomorrow.

ANDRUS: Thank you, Tom.

FRY: May I say just one more thing. First off, I had the opportunity to appear a couple of times with Laura on other occasions, and I know that we've always had some disagreements about mining law and exactly how the Administration deals with mining law, but I appreciate Laura's comments.

One quick thing. She did talk about the 3809 regs and the fact that we do have some draft regs on the street. We are very interested in what the National Academy of Science is going to say, and the Secretary has said that, to the extent we need to, we will reopen the comment period to take those comments into account. So we definitely want this to be an open process. Congress has said we cannot issue a final rule this year. We have issued a draft rule; that's all we've done. We're trying to have an open process with comments from as many people as possible so we can come up with a good rule.

Thank you, Governor.

ANDRUS: Thank you very much, Tom. Jamie, comments please?

CLARK: Thank you, Governor. I just have a couple of comments. First, this has been extremely enlightening for me and certainly helpful and instructional for me inside the beltway as we look to move the Fish & Wildlife Service forward.

Certainly, I could not endorse more highly the notion of education. We talk about educating our youth, we talk about educating the future voters of America in an increasingly urbanized environment, and that's certainly important. But I also would like to emphasize the need to continue to educate ourselves. We all need to continue to learn, to evolve. The notion of adult learning should not be under-utilized or under-addressed. The discussion about education is one on which we all can reach common ground.

Yvonne brought up demographics. I'm embarrassed that I didn't mention age demographics. She's absolutely right about the greying of America. It is amazing to me as I travel around the Fish and Wildlife Service to see the greying of America. Nowhere is it more important or more helpful than in our refuge system where 20% of our work force is voluntary. Without our volunteer work force, the refuge system would be in dire straits since we're a system in which 50% of our land base is without biological oversight.

50% of our refuges don't even have staff biologists, so we rely more and more on an aging volunteer work force to help us get the job done with a tremendous diversity of capabilities and tremendous diversity of ideas and creativity to achieve conservation for the refuge system. I believe that's a trend in the future for sure.

In response to Jaime's comment about our beginning to work more closely with the tribes, he referred to the Secretarial Order that he and I helped bring about through our work on the negotiating team. I will tell you that in my 18 years in federal service, that is without a doubt one of the most challenging, complex negotiations I've ever been involved in. Collectively, we probably all came to the table without a lot of hope that we would ever get to an end point. We had multiple federal agencies—that's tough enough—we had more tribes represented than we had refuges in the refuge system, I believe, and only a small negotiating team to try to pull it off.

I learned a couple of things that were instructional there but also portable to other negotiations. That is the need to open up your mind, to stay optimistic, to really focus on where you have commonalities. That was really the framework for the success of the Secretarial Order. It was incredibly educational for me. I had all kinds of ideas about what the problems were and where the challenges lay, and oftentimes I was wrong. We all needed to be willing to admit where we were wrong, what needed to be done, and what needed to be changed. So it's an outcome I'm particularly proud of.

To those who mentioned streamlining the bureaucratic process, let me say I couldn't agree more. If there is one thing that drives me nuts and that I find maddening, not only as a biologist but as a presupposed bureaucrat inside Washington, it is to see the bulking of the bureaucratic process. While I think the notion of too many agencies is certainly food for thought and great to talk about, I also believe it's not worth debating. I will tell you that you can't imagine what goes into thinking about even moving a field office or moving a regional office. So the notion of excising an agency will go nowhere, and issues like organization and reorganization tend to crater, and you lose the sense of content and future while you're debating administrative issues.

But what is important and is a challenge that we all have is promoting consistency and accountability. If we address consistency, if we address accountability, and if we stick to it, then we think you will see, as my colleagues have described, a much more seamless presentation of the federal government. That's what I believe we should strive for.

The last thing I'll mention—because actually I'm

still reeling from it, and I guess I'm in denial—is the statistic Carl shared about the attitudes in the Congress on the federal budget. For the four of us up here, our appropriations hearing for the FY 2000 are fresh in our minds because I believe we've all gone through our hearings in the last couple of weeks. All of us have heard the clichés about rearranging the deck chairs on the Titanic, and certainly the Fish and Wildlife Service is in that place right now. Remembering that all of our public officials are elected is important. Remembering what our constituencies care about is important, and remembering that if we can't educate our consistencies, if we can't maintain a voice in talking about a healthy environment to our elected officials in Washington, then we're going to be figuring out how to manage with less. Managing with less means doing less, and doing less creates the chaos that is so frustrating to all of us who are trying to move our conservation goals forward.

DOMBECK: I have my question.

ANDRUS: Go ahead, Mike. Give it your best shot.

DOMBECK: The point that Jamie made and that Carl made about the budget realities needs to be emphasized again. For example, when an agency like the Forest Service is down 12,000 employees, the work and the expectation do not change. The same is true for every agency here, and I know the state agencies face many of the same budget realities.

My question is for anyone who wants to address it. Obviously, we can't do everything. We've talked about a lot of things here, from mining law to the budget to the grazing permits, elk, land allocations, timber volumes, Malad, and a wide variety of things. If any of us could do one or two things of all the things we've talked about, what would they be? What are the real priorities?

ENGLISH: If you could cut the red tape, then some of the problems I talked about could be solved. If you could cut the red tape, you'd be able to sell some timber and make up that budget deficit you're talking about. You're so bound up, all of you, in the rules and regulations that nothing ever gets done. As an example: we talked earlier about the bug-kill problem in north Idaho. If the process were streamlined, you could get in there and clean up the mess. It would benefit our industry; it would benefit your pocketbook, and I think it would benefit the environment. You're all so tied up that there is no way to do it easily. If there is one thing I could ask, that would be it.

POPE: In order to cut the red tape, you're going to have to create a context in which that red tape is not seen as the only guarantor that the process will operate with integrity. When with all of the reviews, the Inspector General goes out and finds violations on 12 out of 12 forest sales, you leave the citizens feeling that after every timber sale, we have to go out and measure every

single square inch to make sure there was no timber theft because that's the only way we know.

So we need a process that has integrity, and, ideally, if it has integrity, it will take less red tape and less delay. We won't have to have as many checks and balances because we will have more confidence that it was done right the first time. It's a little bit like the problem the automotive industry used to face. You allowed people to produce cars that were badly broken and then you inspected them twelve times. The Japanese came along and said, no, the efficient thing to do is to build them right the first time. If we can get these things done right the first time, we can satisfy both Jim and me to some degree.

LITTLE: Jamie, with all respect, one of the classic examples in Idaho is where you have listed indigenous inland fish and listed anadromous fish, and every project has to be scrutinized by a National Marine Fisheries biologist and a Fish and Wildlife Service biologist. The Forest Service and the BLM people say candidly and outside of this room that it drives them nuts. That's one thing we could do: flip a coin and say, "You're in charge." That's one thing you could do really fast and get something done.

ANDRUS: I'll tell you what we're going to do here. We're going to mix and match. I've got a couple of questions that I promised I would ask. Jamie led right into my first question with her comment. Then we're going to go to some questions that you people have submitted, and we'll go out there in the audience. I'll keep track of time, and I'll come back to the participants once again for any final comments that any of them would like to make.

The first question is one we just discussed. Jamie, you said "maddening"—I think that was your word—to describe the slowness and the things it takes to get something done. The people out here—Mr. Little just mentioned it himself—find it difficult to know when you have seen everyone that you have to see and when everyone who must initial it has done so. The question is simply this: It's been productive here today, and we hear what you people say, but when it doesn't turn out that way on the ground, to whom do we appeal? Tom or Mike, if an area manager in the BLM or a Forest Service supervisor makes a slow decision or decides something that is different from what you say, where is our appeal process? Do we have to go to Caswell in the Clearwater or to Rittenhouse on the Boise or do we have to go upstairs to Ogden or Missoula or do we go to you to find out how we get the cork out of the bottle? Any of you can answer that.

DOMBECK: Let me say that the more you can keep issues out of Washington, the better off everyone will be.

ANDRUS: OK, that's good. That's good. Then would Jack Blackwell in Ogden have the authority to make that decision, and would you support him?

DOMBECK: If the decision is based on science and technology...

ANDRUS: Blackwell would be afraid to make a decision that wasn't based on science and technology, wouldn't you Jack? Where are you? There you are.

The point of this question is simply that. You heard Brad say that it takes so long that it's maddening. Even if the answer is not what we want to hear, we want to get it resolved.

DOMBECK: There is a really important point on this issue. If anyone has been hit with accountability, it certainly has been the agency I work for. It's something that I've given a tremendous amount of thought to, and that's one of the reasons I asked the priority question. When people think of accountability, it's human nature to say someone did something wrong. The fact is that questions need to be asked: Have we prioritized? We know we can't do everything. Have we allocated the resources? Then, do we know that it's been successful on the land? Are we rewarding people for doing those things? The way you get things done is through positive reinforcement, rather than negative. That's part of an accountability model that we don't discuss nearly enough.

In the private sector, when you have losers or other issues to deal with, you go through a hostile takeover or a leveraged buyout, and you spin off your non-profitmakers. The government isn't set up that way. So the work load increases and increases, and we've already talked about the impact of the budget on the work force. That's an important piece we don't often think about. Do people really know what the expectation is so that when they make a choice, they have a basis for making that choice, one that is clearly understood?

Another way to put it is, does Jack Blackwell know exactly what he has to do to get an outstanding performance rating? Or does Jim Caswell? Does he know it at the beginning of the year instead of at the end? You don't have to answer that, Jack.

ANDRUS: They know exactly what their retirement benefits are going to be. Some of them are counting the days but not the two you mentioned.

TOM: I wholeheartedly agree with Mike that if the decision comes to Washington, you probably won't like the answer. So when people call me and say, "Gosh, can you help me with this?" I tell him exactly what I just said. I also say, "These things need to be worked out locally." These are local problems and need local solutions. That's why we have state directors and associate state directors, that's why we have regional foresters, to work through those problems and to keep

the system working.

I don't mind getting a phone call, but I'm going to make a phone call back to the state and say, "You guys need to work this out."

ANDRUS: The other question, and then we'll go out into the audience. I don't know whether Jamie and Jaime want to comment on the salmon issue and the proposed breaching of the dams, the free flowing of the river, or the barging by the Army Corps of Engineers. Many people came today for that one issue, and it has not been touched on. I promised some of them that I would ask the question. Do you want to start, Jaime?

PINKHAM: I guess I can. I came here in good spirits, and I don't want to leave opposite of that. Just recently, within the last month or so, the Nez Perce Tribe decided it was time to get into the debate, and we did, in fact, endorse through tribal resolution a normative river, to restore the river to its normal flows. One of the things we put in there is—just as we've seen other industries take the brunt on their backs and respond to these environmental quandaries we find ourselves in—that there must be some way to mitigate for the losses to the affected communities.

Believe me, in Indian country, we've lived through those kinds of experiences, and the last thing we'd like to see is the Idaho farming communities or any other other communities dependent upon the river, to have to suffer the same things that we did. So we're in support of it. We're afraid, as I stated in my comments earlier, that monkey-wrenching is going on as we're trying to get the science laid out on the table and then be able to make the decisions. We're concerned about how that's being squeezed and even moved in another direction.

As you say, once the National Marine Fisheries Service comes out with that decision and the scientists have laid their cards on the table, then it's up to us to get involved in the give-and-take and in determining how we're going to help accommodate those people whose livelihoods will be directly impacted.

ANDRUS: Let me point out before Jamie responds that the National Marine Fisheries Service is misplaced. It should not be where it is, which is the Commerce Department. It makes it very very difficult when they have the authority and they're not here at the table today, but the U. S. Fish and Wildlife Service is closely wedded to that issue. I'm not asking you to speak for them or guess what their decision will be, but can you shed any light on that?

CLARK: I will certainly try. Amazingly, I get accused of speaking for them more often than not. This particular issue is certainly on the minds of many, not only in this part of the country but back on the east coast as well, because the upcoming decisions in the Columbia River Basin are not only of necessity

imminent but also very difficult. It is bigger, actually, than the National Marine Fisheries Service. It's not only salmon and steelhead but it's sturgeon, bull trout, snails, and a lot of other issues. It includes how we're going to address the recovery needs of these species, balancing our trust responsibility, balancing our economic development needs. It certainly is a challenge that many of us are taking seriously.

There are a number of decisions that I don't need to repeat for you all—I'm sure you are aware of them—that are due this year. Indeed, the Federal Caucus—that's what they call themselves, comprised of all the involved agencies—is working together to try to get their federal act together. I do want to assure you that the federal government can't and won't act in a vacuum on this issue. Of necessity and of commitment, the Federal Caucus will be coordinating with the states and with the tribes and with the regional interests as we move through the decision-making process. There will be some very difficult decisions that will have to be made.

Contrary to popular belief, the decision has not been made about whether or not to breach the dams, but there is a lot of debate over the science. If there is ever a place where there is going to be a debate over science, over what's the best science what's the right science, and who, in fact, agrees with the science, it will be over the Columbia River Basin.

I expect there will be a lot of brain power and energy focused on the Columbia River Basin this coming year, and the Fish and Wildlife Service will certainly play a role. Now is going to be the time to be making those decisions, and it will take a lot of us to be able to pull it off in an acceptable fashion.

ANDRUS: Does anyone else want to tread on that?

POPE: Very quickly, I want to say that broadly and nationally— not just in this region—if you want to know whether we're doing a good job as stewards of our resources, the fisheries are actually the best indicators we have. The fact is that virtually every fishery, whether it's fresh water or marine or anadromous, in this country is in desperate, desperate shape. It's a pretty strong signal that we're not doing a very good job, and the issues that are being confronted here in the Columbia Basin are going to be confronted all over the country, I believe, over the next decade because this is not the only fishery in deep trouble. I have a hard time thinking of any, outside of Alaska, that aren't.

ANDRUS: OK, we're going to move now to some questions, and then we'll move out in the audience and take them verbally.

FREEMUTH: First question. It probably should be addressed as a way to say why this shouldn't happen, and I know Governor Andrus when he was Secretary, almost pulled this off. Should we create a Department of

Natural Resources with all of the relevant agencies in the same place to facilitate some of the stuff that's already been talked about, or is that not such a good idea? Why isn't it? Jamie, you already indicated some reasons because it would waste a lot of our time. Does anyone want to comment on it?

FRY: The Forest Service is the only one that's not part of the Department of Interior, and we'd be glad to have them any time.

ANDRUS: It just won't be accepted politically.

FREEMUTH: If that won't happen, the next question related to it is how do agencies—land agencies, Fish and Wildlife, regulatory, NMFS—with conflicting mission statement collaborate enough to reach consensus?

DOMBECK: I will start. First, my attitude is that the public servants are paid by taxpayers, and as someone so graciously mentioned on the panels, it's our responsibility to implement the laws that are passed by Congress and signed by the President. I'm not sure that segregating responsibilities has been productive in, philosophically, the way we view it. I view it that I am responsible for all the laws and that Jamie, Tom, Bob, and others all need to work together to facilitate that. Any other way is, I believe, counterproductive.

STANTON: I would echo that. Obviously, there are certain policies or individual organic acts, rules and regulations governing the conduct of our agencies on a day-to-day basis, but we hope those administrative conditions do not in themselves serve as a deterrent to effective collaboration among agencies. But when all is said and done, what actually contributes toward accomplishment is the people in the organization. The relationship that the four of us have attempted to foster over the past year or two is beginning to make some things happen. But unless the people themselves, the employees of the organizations, come together, you can have all the rules and policies you want to have, and it just won't happen. It takes the individuals making it happen.

FREEMUTH: Chief Dombeck, a question for you, though I think it applies to every agency. As you know, land exchanges between the Forest Service and private parties have become increasingly controversial and have come under investigation by the government and the press. You spoke of making Forest Service financial transactions more transparent. When will the Forest Service change its policy of withholding land exchange appraisal information from the public whose lands are at stake in these trades?

DOMBECK: That's another topic that, along with the Service First that we will be discussing with the leadership of the Bureau of Land Management when we meet tomorrow.

I'm not the technical expert on precisely when appraisal information is made available to the public, but there is a time frame. We need to respect the right to privacy of individual landowners while something is in progress. However, when it reaches a particular point in the process, it does become public information. The appraisals are verified and are peer-reviewed.

[NOTE: The recording equipment failed at this point, and the Andrus Center regrets that the remainder of the question-and-answer period and the concluding remarks were lost.]

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

Presented by: The Andrus Center for Public Policy

Wednesday, March 24, 1999
The Student Union
Boise State University
Boise, Idaho

PARTICIPANTS

Cecil D. Andrus: Chairman, Andrus Center for Public Policy; Governor of Idaho, 1987 to 1995; Secretary of Interior, 1977 to 1981; Governor of Idaho, 1971 to 1977. 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: Former Assistant Secretary for Land and Minerals Management, U. S. Department of the Interior. He served from May 1993 until his retirement in November of 1998. In that capacity, he exercised Secretarial direction over the Bureau of Land Management, the Minerals Management Service, and the Office of Surface Mining Reclamation and Enforcement. 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. He and his wife, Linda, now reside in Austin.

Jamie Rappaport Clark: Director, U. S. Fish and Wildlife Service. Prior to being named director in July 1997, Ms. Clark was Assistant Director for Ecological Services. In that capacity, she oversaw Service responsibilities for the Endangered Species Act, wetland and upland habitat restoration activities, federal permit coordination and reviews, environmental contaminants, and the nationwide wetlands mapping program, and she has represented the Department of Interior in White House and inter-agency working groups. During her career with the Service, Ms. Clark has served as the Chief of Endangered Species and as Deputy Assistant Regional Director of the Service’s Southwest Regional headquarters in Albuquerque, New Mexico. From 1989-91, she was the senior staff biologist for the Endangered Species Division in Washington, D.C. with primary liaison responsibilities for the Pacific Northwest Region. In the late 80s, she served as Fish and Wildlife Administrator for the Department of the Army where she was the lead technical authority for fish and wildlife management on Army installations worldwide. She holds a B.S. in wildlife biology from Towson State University and an M.S. in wildlife ecology from the University of Maryland in College Park where her graduate studies focused on the white-tailed deer. She has also completed post-graduate work toward an M.A. in Environmental Planning at Towson State. Ms. Clark

is from Clarksville, Maryland and currently resides in Leesburg, Virginia with her husband, Jim Clark.

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, Inc. 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, Inc. as corporate counsel. He was named vice president in 1985 and president in 1995. He is immediate past president of the Intermountain Forest Industry Association and an executive board member of the Western Wood Products Association. In addition, he serves on the American Forest and Paper Association's Board of Directors and the University of Idaho Wildlife and Range Science Advisory Board. He is a past president of the Children's Village in Coeur d'Alene and a member of the Board of Directors of Mountain West Bank.

Yvonne Ferrell: Director, Idaho Department of Parks and Recreation. Ms. Ferrell has managed the state parks in Idaho for the past 12 years. Prior to coming to Idaho, she served as Deputy Director of the Washington State Parks and Recreation Commission where she held various positions beginning in 1980. The mandate and responsibilities of the Idaho Department of Parks and Recreation include planning, acquiring, and developing park areas, historical sites and areas of unique and critical natural significance; registering all recreational vehicles, RV's, boats, trail bikes; apportioning and distributing registration funds to local governments; planning and developing winter recreation sites and programs for snowmobilers and cross-country skiers; and creating and implementing the boater safety

education program and accident reporting system. Ferrell was recently named the outstanding state parks director in the nation by the National Association of State Parks Directors, the first woman and the first Idahoan to be thus honored. She has one daughter, who is a partner in a Seattle landscape architect firm. Her recreational pursuits include boating, whitewater rafting, camping, golf, music, sports, and travel.

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 three recent publications:

"The Emergence of Ecosystem Management: Reinterpreting the Gospel" *Society and Natural Resources* (1996), "Ecosystem Management and Its Place in the National Park Service" *Denver Law Review* (1997), and "Science, Expertise, and the Public: The Politics of Ecosystem Management in the Greater Yellowstone Ecosystem" (with R. McGreggor Cawley) *Landscape and Urban Planning* (1998). He is currently working on 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 recently represented the Andrus Center on the Science Advisory Board of the Bureau of Land Management where he hopes to continue to work on policies that can increase the use of scientific information for land managers as well improve the relationship between science and democratic decision processes. 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.

Thomas A. Fry III: Acting Director, Bureau of Land Management. At the time of his designation as Acting Director on November 13, 1998, Mr. Fry was serving as BLM Deputy Director. Prior to his service at BLM, he was Chief of Staff for Interior Deputy Secretary John Garamendi. From July 1993 until August 1994, Fry was Director of the Minerals Management Service. In that capacity, he was responsible for

exploration, development, and production of oil, natural gas, and other minerals deposits on the nation's Outer Continental Shelf and for the collection of revenues for minerals development on federal and Indian lands. Prior to 1993, Fry was vice president of a Dallas natural gas processing and transmission company and was responsible for analysis and legal review of all aspects of the firm's business activities and for the operation of a natural gas processing plant. His government experience includes service as Regional Counsel for the U. S. Department of Energy in Dallas, director of the Houston Field Office of the Economic Regulatory Commission, and Assistant Attorney General for the State of Texas where he developed consumer and anti-trust legislation and litigation. Fry served on active duty in the U. S. Army for more than 2 years, attaining the rank of captain. He received an Army Commendation Medal and has been recognized for special efforts by the U. S. Department of Energy.

Brad Little: President, Little Land and Livestock. Mr. Little owns and oversees a 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, and the Idaho Association of Commerce and Industry. He is a past director of the Idaho Heart Association and a past chairman 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 Burro 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. He also serves as a director of the High County News Foundation and the Idaho Community Foundation. In the last five years, Mr. Little has spent 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.

Jaime A. Pinkham: Treasurer, Nez Perce Tribal Executive Committee. Mr. Pinkham was elected to the NPTEC in 1996 and currently chairs the Budget and Finance Subcommittee and the Enterprise Board. 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, the Columbia River Intertribal Fish Commission, and the

Trust for Public Lands Indian Lands Initiative Advisory Council. Past board service includes the American Indian Science and Engineering Society. 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: As Deputy Assistant Secretary of Interior for Land and Minerals Management, Pat Shea oversees the Bureau of Land Management, Minerals Management Services, and the Office of Surface Mining. These agencies are responsible for the management of over 270 million acres of land in the United States and for all offshore drilling for oil and gas production in the United States. The combined budget for the three agencies is \$2.5 billion. There are over 12,000 employees in 25 states. The agencies under the Land and Minerals Management division work in over 20 foreign countries and with over three hundred Native American tribes. Mr. Shea, before entering government service, was a lawyer, educator and businessman in the Intermountain West. Along with practicing law in Salt Lake City and the District of Columbia, Shea was an Adjunct Professor of Political Science at the University of Utah and taught at

the Brigham Young Law School. In September 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 to a private communication company, operating television, radio,

and newspapers. He also served as Counsel to the Foreign Relations Committee of the United States Senate. Mr. Shea is a native of Salt Lake City, Utah. He received his undergraduate degree from Stanford University in 1970, 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, a 104-year-old, 2,800-member, non-profit, non-partisan trade association based in Spokane, Washington. She has nineteen years of management, operations, legal, and government affairs experience in the natural resource industries. Prior to her appointment as NWMA's executive director in November 1996, she served as vice president and general counsel of Skaer Enterprises, Inc., an independent oil and gas production company, from June 1979 through May 1995. She was active in several oil and gas industry trade associations, having 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. She was re-appointed in 1994 and was elected to chair the multi-discipline advisory board. She earned a Bachelor of Science 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 a University of Missouri Faculty-Alumni Award in 1991. She is an avid golfer and enjoys flying small airplanes, gardening, and rock and roll music.

Robert G. Stanton: Director, National Park Service. His nomination was unanimously approved by the full Senate on July 31, 1997. As Director, he has policy and administrative responsibility for the 378 units in the National Park System. The National Park System is composed of many unique natural and historical areas, including Mesa Verde, Yellowstone, Everglades, Martin Luther King Jr., Grand Canyon, Statue of Liberty, Mary McLeod Bethune, Denali, and Gettysburg. The 83-million acre National Park System is managed by 20,000 permanent and seasonal employees, visited by 265 million visitors each year, and operated on an annual budget of about \$1.7 billion. He is responsible for providing assistance to American Indian Tribal governments, states, local governments, and communities with respect to conservation, recreation, and cultural partnership programs. He also

directs the Service's international affairs. 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 and held a variety of NPS positions, including Superintendent of National Capital Parks-East, Superintendent of Virgin Islands National Park, Deputy Regional Director of the Southeast Region, Assistant Director of Park Operations, and Deputy Regional Director for the National Capitol Region. 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. In 1993, he was elected a Fellow in the American Academy for Park and Recreation Administration. 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.

Gary J. Wolfe, Ph.D.: President and CEO of the Rocky Mountain Elk Foundation. Dr. Wolfe was born in central Texas but grew up in Albuquerque, New Mexico. He attended the University of New Mexico where he received a Bachelor of Arts degree in chemistry in 1971. He later obtained a Master of Science and Ph.D. in wildlife biology from Colorado State University. Before joining RMEF in 1986, Dr. Wolfe spent 12 years at Pennzoil Company's 500,000-acre Vermejo Park Ranch in various capacities, eventually serving as vice president and general manager. While at Vermejo, he was responsible for managing one of the southwest's largest elk herds and directed North America's largest private land elk-hunting operation. Gary received the New Mexico Wildlife Federation's Conservationist of the Year Award in 1978, Ducks Unlimited's "Distinguished Service Award" in 1983, and the Northwest Section of the Wildlife Society's "Wildlife Administrator of the Year Award" in 1991. Gary and his wife, Rita, enjoy hiking, camping, hunting, and fishing as their primary recreational activities. ❖