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 TIMBER SALES OF THE OREGON AND CALIFORNIA
REVESTED LANDS ADMINISTRATION

Introduction

The purpose of this thesis is to present the general picture of the Oregon and California Railroad Grant Lands from the time of the original land grant back in 1866 up to the present time. Special emphasis will be given to the recent timber sale policies and procedures of the organization now administering these lands. This agency, known as the Oregon and California Revested Lands Administration, is a branch of the General Land Office of the Department of the Interior and is a relatively new organization that enjoys a large measure of autonomy. In this respect it resembles the regional office of a nation-wide organization. It is familiarly known as the "O. & C."!

Sixteen percent of the saw timber in the Douglas-fir region is on O. & C. lands. Since this comprises three percent of the total remaining saw timber in the United States, it is easy to visualize the significance of the activities of this organization, an organization which many people do not know exists. In addition, because of the checkerboard fashion in which its land is intermingled with private land, O. & C. has a great strategic advantage in encouraging good forest practices on the intermingled private land. In selling timber to private operators

O. & C. standards are necessarily encouraged, and already a noticeable improvement in forest practices can be observed on the private land.²

The O. & C. administration is one of the first attempts at sustained-yield management on such a large scale by an organization that must operate on income. In contrast to the Forest Service, which operates on an appropriation independent of its income, the O. & C. can by law receive no more than twenty-five percent of its income from timber sales for administration and protection, and Congress usually does not appropriate the entire twenty-five percent. It has many of the same problems and characteristics as industrial forestry undertakings and therefore serves as a proving ground for large-scale sustained-yield forestry.³

There is little recent reference material available regarding the O. & C. To the best knowledge of the author, besides the laws governing the administration there is available only a few pamphlets distributed by O. & C. summarizing the activities of the organization. There have also been a few magazine articles appearing from time to time in current magazines.

The procedure used in preparing this paper has been use of available reference material supplemented by interviews with men in the field working for O. & C. and

²Ibid., p. 1.
³Ibid., p. 19.
operators who purchase timber from O. & C.
HISTORY OF O. & C. LANDS

In the early days of this country the railroads were the only bond between many sections of the country. Without this bond these western states could well be a group of independent nations as exist in Europe today.

Early in our history Congress began to make grants of public land for the support of common schools and internal improvements. Such grants were sometimes made directly to chartered companies to aid in railroad construction. The Oregon and California Railroad Grant was made July 25, 1866 to aid in the construction of a railroad from Portland, Oregon south to the Oregon-California boundary line where it was to connect with the Central Pacific Railroad. The original grant occupied an area sixty miles wide from east to west and three hundred miles long from north to south, and comprised approximately 4,300,000 acres.4

Every odd-numbered section of public domain per mile for twenty miles on each side of the right-of-way was granted to the railroad. Thus the company received twenty sections of land for every mile of railroad to be constructed. If some of the specified sections had already been disposed of or were mineral in character, "the company was given the privilege of making lieu selections of other alternate sections within an area of not more than ten miles on each side beyond the limits of the first-named sections."5

4 Ibid., p. 2.
5 See map in appendix, p. 33.
The railroad company violated the provisions of the act by selling some of the land for more than the specified price of $2.50 per acre, by selling to other than actual settlers, and by selling more than one-quarter section to an individual. This was not in accord with the object of the grant and in 1908 Congress passed a joint resolution compelling the railroad company to restore the remainder of the grant lands to the Federal Government. The railroad company took the case to the courts and it was not settled until 1915 when the Supreme Court of the United States upheld the action of Congress.

After all settlements had been made, approximately two and one-half million acres were restored to federal ownership. The jurisdiction of this land was placed in the Department of the Interior where it has remained ever since. The method of administration as prescribed by Congress was economically unsound. The policy was one of rapid disposal and was stated in the following terms: "Said timber shall be sold as rapidly as reasonable prices can be secured therefor in a normal market." Cutover land was to be considered as agricultural and there was no provision for continuous renewal of the forest resource. This allowed no opportunity to manage the land on a con-

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8Ibid., p. 4.
servative basis, and before long the lands were being rapidly stripped of timber. It was assumed that cutover land would be taken up by homesteaders, but very little of it was suitable for agriculture and the amount of idle land multiplied rapidly. This unsound condition required corrective measures which were authorized by Congress in 1937.
SUSTAINED YIELD MANAGEMENT

In 1937 Congress realizing the unbusinesslike aspects of the rapid disposal policy completely reversed it and substituted a plan calling for conservation of the resource through a logical plan of management. This law contains the first specific authority granted by Congress to make cooperative agreements with other federal agencies, the state, counties, or private timber owners for the purpose of combining federal and private forests in units and managing both together in accordance with the principles of sustained-yield. This legislation sets the O. & C. far ahead as an outstanding example of American Forestry progress. Thus, when necessary to assure the success of sustained-yield management, the O. & C. administration has authority to suspend competitive bidding in selling of government timber. Congress has set up specific objectives to govern the activities of the management program including economic stability of local communities and industries as well as permanency of timber supply. The goal is continuous production of the largest possible volume of timber of commercial quality.

Sustained-yield management will prevent the building up of overdeveloped lumber industries that would move on in twenty or thirty years leaving stranded populations and

Ibid., p. 6.
Ibid., p. 1.
Ibid., p. 6.
impoverished communities. By limiting the annual cut, O. & C. allows a more modest form of initial development but one that will be permanent. A stable community attracts higher class families who own their own homes; it attracts small industries to use the by-products of the mills. A man with money to invest is more likely to be attracted to a stable community. Higher real estate values develop and better public facilities become established.

The Oregon and California Revested Lands Administration was established during 1938 to administer the area. Mr. W. H. Horning was appointed chief forester, and headquarters were located in the Custom House in Portland, Oregon. The lands were divided into districts, and district offices were established in the towns of Portland, Eugene, Roseburg, and Medford, Oregon. Thus each district includes in excess of 600,000 acres and because of the checkerboard distribution the land is scattered over an area twice that size. Many of the National Forests do not cover such a large area. A district ranger is in charge of each office and is assisted by one or more assistant rangers and timber cruisers.\(^2\) Authority to employ men selected under civil service was obtained and an organization of trained foresters experienced in timber sales and forest management was soon established.\(^3\) This is indeed a small organization to

\(^2\) Ibid., p. 7.
\(^3\) See appendix. p. 34.
manage so much land, but it seems to be working out satisfactorily. There are approximately sixty employees in the organization at present.

An advisory committee on forestry has been established by the Secretary of the Interior consisting of representatives of all agencies and interests concerned. The function of this committee is to assist in establishing a workable plan of management for the O. & C. lands. Such a committee is necessary because existing diversity of ownership brings numerous rights and interests, both public and private, into the picture. The committee has members representing foresters in private practice, logging operators, milling operators, the state forestry organization, the state college, the land grant counties, the lumberman's associations and grazing interests.14

O. & C. does not protect its own lands from fire. Protection is accomplished through contracts with the U. S. Forest Service and the state and private protective associations.15

A classification of the lands, not yet completed, is sufficiently advanced to permit a rough classification as follows:16

<table>
<thead>
<tr>
<th>Type</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Forest</td>
<td>1,984,000</td>
</tr>
<tr>
<td>Cutover</td>
<td>103,000</td>
</tr>
</tbody>
</table>

14Ibid., p. 7.
15Ibid., p. 8.
16Ibid., p. 14.
<table>
<thead>
<tr>
<th></th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Deforested Burns</td>
<td>219,000</td>
</tr>
<tr>
<td>Non-forest</td>
<td>270,000</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>2,576,000</strong></td>
</tr>
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Natural reforestation is taking place on a large part of the cutover land and the deforested burns. Some planting has been done.\(^7\)

The major species is Douglas-fir which makes up eighty-five percent of the total stand. The remainder consists chiefly of Ponderosa Pine, Sugar Pine, Hemlock, Spruce, Red Cedar, and Port Orford Cedar. Of the small amount of remaining Port Orford Cedar in the United States an important fraction is found on the O. & C. lands.\(^8\)

Congress passed legislation in 1939 authorizing O. & C. to exchange land with the state, the counties, and private owners. This is an important aid to good management, for it makes possible the blocking out of certain areas to bring about a more rational distribution of land ownership. Exchanges are also made to secure a more balanced distribution of age classes for management. O. & C. does not have the authority to exchange stumpage for cut-over land. To prevent exchanges that would allow concentrating privately owned timber in the more accessible and more valuable stands, thus stimulating liquidation, O. & C. has adopted the policy of making exchanges only when they.

will further the establishment of sustained-yield units. This policy was recommended by the Advisory Committee on Forestry and subsequently written into regulations approved by the Secretary of the Interior.¹⁹

The gross income from the sale of timber is approaching the estimated sustained-yield annual income of one million dollars per year. It is required by law that fifty percent of this go to the counties in lieu of current taxes. This is an outstanding example of the recognition on the part of Congress of obligations to local taxing bodies which have large areas of government land within their taxing units. This amount is substantially equal to the amount the counties would collect in taxes if the land were in private ownership. Twenty-five percent goes to the United States Treasury to reimburse it for past advances to counties in lieu of taxes and other obligations. The remaining twenty-five percent pays the cost of administration and protection which is enough for the essentials but necessitates strict economy.²⁰

The Secretary of the Interior is authorized to lease suitable lands for grazing.

When the Civilian Conservation Corp was in existence, there were five camps established on O. & C. land. Considerable work was accomplished in fire suppression, tree

¹⁹Ibid., p. 16.
²⁰Ibid., p. 18.
disease control, construction of truck trails, construction of protection structures, and reforestation.\textsuperscript{21}

The O. & C. is primarily a timber management organization, and as contrasted to the Forest Service has not concerned itself very much with watershed management, wildlife management, and recreation. It has also followed the policy of contracting the protection job to established agencies. The dearth of activity in these fields is due in a large measure to the checkerboard pattern of its lands. It owns seven thousand separate tracts of land. Thus if O. & C. were to establish a protection organization to protect its own land from fire, it would necessarily be protecting the intermingled private lands free of charge.

The United States Forest Service emphasizes protection and conservation of the resource while O. & C. stresses timber sales and cutting from more of a business viewpoint.

\textsuperscript{21}\textit{Ibid.}, p. 17.
TIMBER SALE POLICY

Because of the vast area and extreme complexity of ownership and economic problems existing on O. & C. lands, intensive sustained-yield management cannot be applied overnight. The exact productive capacity of the land must be determined before an annual cut can be established. This in itself is an enormous job and requires many growth studies in the immature stands. After the annual cut has been determined, there is the complex problem of deciding what operators, if willing, will be allowed to enter into the cooperative sustained-yield agreements. No unit will be finally established until the agreement has been considered by the Advisory Committee. Also it is the policy of the O. & C. administration to hold public hearings prior to the final establishment of a unit at which groups of local citizens may have their say.\(^{22}\)

The first such hearing was scheduled for the spring of 1943 but was postponed because of the world war.

While this process of inaugurating intensive sustained-yield is going on, a more extensive form of regulation is essential to prevent too rapid depletion of the resource in areas where the demand for timber is keen. In certain of these areas studies have shown that the demand seriously exceeds the sustained-yield supply, and con-

control measures must be enforced to prevent exhaustion of the resource.

As an extensive control measure the O. & C. has divided its lands into twelve master units whose boundaries, in general, follow natural lines separating timber marketing areas. Each area includes one or more towns in which the manufacture of timber products is an important source of employment. The timber sales within each unit are in the process of being adjusted and brought within its sustained-yield capacity which has been determined as accurately as possible from the information available.

The annual sustained-yield cut for the entire O. & C. lands has been set at 500 million board feet by action of Congress. If necessary this will be adjusted later when the productive capacity has been more accurately determined.

Steps taken toward establishment of the permanent sustained-yield organization have been to divide the O. & C. lands into one hundred and eleven operating areas or sustained-yield units. The major factors used to determine the unit boundaries are topography and accessibility to present and proposed markets and transportation facilities. Many other physical and economic factors must be

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23 See appendix.
taken into consideration. Boundaries are not finally established until the actual sustained-yield capacity is known and the operators willing to enter into cooperative agreements are determined. This division makes it possible to suggest areas that can be advantageously developed to operators seeking new locations. The function of an operating area is to permanently sustain the operation of an average size Oregon sawmill cutting fifty to one hundred thousand board feet per day.

The first step in adjusting timber sales to the sustained-yield capacity is to determine where the cutting exceeds the allowable volume and where it falls below. Where the cutting is too heavy, obviously, it should be gradually reduced; and where there is a great surplus of over-mature timber, timber sales should be encouraged. In reducing the cut it is apparent that specific operators will have to reduce their annual cut and others may have to go out of business entirely. The O. & C. has tried to be fair and just in this matter. Their policy has been to give due consideration to already established industries and their dependent communities. In order to do this in a consistent and equitable manner, they have developed a priority rating system based on the following factors:

1. "Refinements in manufacture which result in a high ratio of employment to raw material."

\(^{25}\)Ibid., p. 15.
2. "The degree of dependence of each operation upon O. & C. timber for continuity of operation.

3. "The degree of efficiency in practicing close utilization of timber both in the woods and in the manufacturing plant.

4. "The degree of compliance with the approved forestry practices of the region.

5. "The ability and willingness of the operator to develop and apply on both the public and private lands forest practices which will be in harmony with the requirements for local application of sustained-yield management.

6. "The distance of the manufacturing plant from the timber supply. (This point is important as a factor in conservation because mills located close to the timber in general can make profitable use of lower grades of logs than can more distant mills; consequently, mills located near the timber are in a position to practice closer utilization of trees as they cut them.)

7. "The ability and skill in practicing selective or partial cutting.

8. "Demonstrated ability to apply those slash disposal practices which result in saving a substantial proportion of the seed trees, young timber, and reproduction found on logging areas."

O. & C. prefers to sell their timber to an operator who already owns a major percentage of the privately-owned timber in the area and who will proceed to buy up as much saleable timber land in the area as possible. The timber operator who meets these O. & C. standards is in most cases a large operator, for it is usually he who owns his own land and has the capital to buy up adjoining land. Thus the O. & C. program tends to stop the trend in Oregon toward the smaller type of mill.

Small owners in an operating area who are not interested is such a program are encouraged to exchange out of
the area or to sell out to the local sustained-yield cooperator.

Many forest operators are seriously considering entering into the O. & C. program and several are already adding additional timberland to their holdings with this objective in view.

The present timber sale policy is to authorize only those sales that will not later hinder the long-time program, and during the present adjustment period before cooperative agreements are completed only short term contracts are accepted in most cases. This short term contract policy tends to work a hardship on the operators because they are unable to plan far enough ahead, and they never know when they will be cut off from buying more timber. This makes them reluctant to buy new equipment and put in permanent operations. One operator has built miles of road up to O. & C. timber expecting to buy it, and then the timber was not offered for sale.

This complete reversal of policy on the part of the O. & C. from one of rapid disposal to one of strict conservation has had a far-reaching effect on the areas concerned. It has been a severe blow to the operators who were accustomed to purchasing timber under the old policy and who had large scale operations already established, and as a result there has been some objection to the new policy. But after looking into the matter it becomes

apparent that the policies are sound and are in harmony with recent trends in forest management.

Timber is sold as much as possible on a selection basis. The local conditions of the stand, topography, and other factors combine to determine the form of selection most likely to produce satisfactory reproduction. In old-growth Douglas-fir stands area selection is used, and seed trees are reserved either as scattered individuals or small blocks. The emphasis over the whole area has been toward some form of selective cutting and most of the loggers have cooperated in trying out these practices.

The following general types of selection have been tried:27

1. Economic selection of high-value trees in old-growth stands. This method leaves a good residual stand, but the slash disposal problem becomes rather serious. Partial burning restricting the fire to heaviest accumulations has been successful in many cases.

2. Selection based on a minimum diameter limit has been successful if a preliminary survey of the area is made to determine the distribution of the small diameter trees.

3. Area selection has been successfully applied in many cases, but the area boundaries do not follow section lines and it is often necessary to make a one hundred percent cruise of the area to determine them.

4. Selection based on a one hundred percent cruise and marking of the trees. This method is used in the Pine and Port Orford Cedar areas.

Indiscriminate clearcutting or any method that will

prevent early restocking is not permitted.\textsuperscript{28}

Whenever some form of selection is used, broadcast burning if slash cannot be permitted, or the residual stand will in all probability be killed and the area will be in worse condition than if it was clearcut in the first place. In the Pine areas to prevent this the slash is piled and burned in strips along roads and around the boundaries of cutting areas. Snags are felled in similar strips. In the Douglas-fir type the most successful method has been spot burning in the heaviest accumulations and preventing fire in the reserved areas and patches of young growth.\textsuperscript{29}

\textsuperscript{29} W. H. Horning, \textit{Op. Cit.}, p. 11.
TIMBER SALE PROCEDURE

When an operator wishes to purchase some O. & C. timber, he fills out a form provided by them on which he states that it is his intention to submit a proposal to purchase the timber.

When the O. & C. receives such an application, the first step is to find out as much as possible about the operator. Operators are investigated to see if they are financially sound enough to carry out the logging of the timber applied for. An attempt is also made to determine to what extent the operator is willing to cooperate with the general contract stipulations and forest practice rules of the O. & C. They keep a file in the Portland office which contains a card for almost every operator in western Oregon. From the information available on the card he is classified as to whether they want to sell timber to him or not. Of three hundred and eighty-eight applications received in 1942, sixty-five percent were approved and thirty-five percent rejected. Of those rejected forty-three were disproved because the timber was immature and eight because the sale would have conflicted with the sustained-yield program.

The next step is to refer to the records on the timber in question to see if it is ready to be cut. If the records are not complete, an experienced man is sent out to make a pre-cruise examination of the area to see if the timber is ready to be cut. He also records any observations that will help the regular cruiser when he
cruises the area.

If it is decided that the area is ready to be cut, a cruiser is sent out prepared to make a complete examination and report. The cruising party usually consists of a cruiser and a compassman; the compassman usually makes a type map and contour map.

"The report should consist of a description of the area, an estimate of the volume to be removed, an appraisal of the value of the timber by species, the plan of development best adapted to the area, the cost of development, the investment required, and the market value of the products to be manufactured from the timber. The report should also include details with respect to the silvicultural practices to be followed, plans for brush disposal, fire protection and any special consideration that should be incorporated in the contract to protect the interest of the United States. The report should be accompanied by a copy of the form of advertisement to be used, a copy of the proposed contract and bond, and a map of the area." 30

The method of stumpage appraisal used by the O. & C. is based on the derived value of the stumpage. This is determined by subtracting the total logging costs plus a margin for profit and risk from the selling price of the logs at the mill. Or if the operator owns his own mill, it is carried one step further and the total logging costs, milling costs, and risk margin are subtracted from the selling price of the manufactured product. This is why such a complete report on the area to be logged is necessary, for each cost that will be incurred in logging the area must be determined.

A twenty percent plot cruise is usually made. The

first three logs in the tree are graded as number one, two, or three. This gives a fairly accurate picture of the volume and grades of logs on the area; and this is very important because the O. & C. follows the policy of offering the entire amount of merchantable timber on the area for sale for a lump sum, and any error in the cruise would result in a corresponding error in the sale price. This policy is necessary because they are operating on limited funds, and it saves the expense of paying a scaler to scale the logs. Scaling would be especially expensive for O. & C. because of the large number of small sales and because of the intermingled private lands. Many times an operator owns adjoining timber, and logs first one setting on O. & C. and then one on his own land; Thus a scaler would be needed for a few days and then be idle for a few days. From all indications this policy of selling on a cruise is quite satisfactory.

As soon as the cruise has been completed and the selling price of the products determined, all that remains is to subtract the costs of production and the margin for risk from the selling price to obtain the stumpage value. O. & C. has taken the lead in developing new methods for handling timber appraisal data. They have developed a system for determining the value of a given tree at the mill pond direct from the cruise data. Grade recovery studies were made for various log diameters and grades, and milling cost studies were obtained from
representative mills; and by aid of a "windowed cart-wheel chart" they can read the pond value of a given tree direct from the cruise data. Also developed is a graphic method of computing estimates of logging costs which by use of alignment charts is a material aid in quickly and accurately arriving at the total tree to pond costs. A third device developed by the O. & C. is a slide rule affair for computing truck transportation costs which takes into consideration factors of grade, road surface, weight of lumber, and many others.

As soon as the stumpage value has been determined, the timber is ready to be advertised for sale. But first the original applicant is usually contacted to see if he is willing to bid as high as the determined minimum stumpage value. In ninety-five percent of the cases the original applicant buys the timber and usually at the minimum price. If he is not interested, there is no need to advertise unless there are other prospective bidders. When the timber is advertised, the stumpage value is listed as the minimum price that will be accepted for the timber. Until such time as sustained-yield units are legally established by completing a cooperative agreement, all timber must be sold on competitive bid. The

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timber goes to the highest bidder under ordinary circumstances; but if he is considered to be unqualified to fulfill the contract, his bid is rejected and the sale is re-advertised.\textsuperscript{34} It would seem that other than this, O. & C. would have no opportunity to select the buyer they wanted, but they do have a limited degree of choice by one of three methods. First, they can specify in the advertisement that the timber must be milled within a certain area. This would limit the prospective buyers to those who had or could obtain the necessary facilities in that area. Second, they can specify the minimum annual cut and rule out the small operator. And third, they can specify the type of equipment to be used. Another method that can be used by O. & C. is to refuse to put up the timber for sale on the grounds that such a sale will conflict with the objectives.

Small sales may be advertised by posters or circular letters, but all sales over two thousand dollars are advertised in a local newspaper for not less than two weeks.\textsuperscript{35}

When a bid is submitted, it must be accompanied by a deposit of at least ten percent of the stumpage value for sales between one thousand and ten thousand dollars. This is required as a guarantee of good faith that the required contract and bond will be executed and presented for approval within the time limit specified in the

\textsuperscript{34} Act of August 28, 1937, Op. Cit., p. 11.
\textsuperscript{35} Ibid., p. 9.
advertisement. As soon as the contract and bond have been executed, the deposit is applied as the first payment for the stumpage. In sales under five thousand dollars where a bond is not required, the deposit is retained until successful completion of the contract. Deposits of unsuccessful bidders are returned upon the award of the bid.  

For all of the larger sales the successful bidder is required to submit a complete financial statement of his ability to fulfill the terms of the contract before the bid is accepted.  

A corporate surety bond is required in all sales where the stumpage value exceeds five thousand dollars. A bond of approximately twenty percent of the stumpage value is required for sales from five thousand to ten thousand dollars.  

The timber sale contracts used by the O. & C. are standard types which are used on all sales. The contract stipulations are similar to those used by the Forest Service and are a clear statement of the obligations of the purchaser and of the government. A set of forest practice rules and general contract stipulations is attached to each contract covering such items as method of payment, selective logging, reservations for

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36 Ibid., p. 10.  
37 Ibid., p. 11.  
38 Ibid., p. 13.
public purposes, protection of young growth, fire code, stream pollution, extension of time, and so forth.

After the contract and bond have been executed, the O. & C. must prepare the area for logging. All internal boundaries neighboring O. & C. lands are posted, and if the company cuts timber over the line, they are usually charged double scale on the trespass stumpage. No responsibility is assumed by O. & C. if the operator trespasses on private lands. Areas to be reserved for seed source or public purposes are well blazed. Since the timber is sold on a lump sum basis, no marking is done unless certain trees are wanted reserved for seed trees or other specified reasons.

Whenever possible the officers administering the sale go over the area with the operator and instruct him as to exact contract provisions and expectations so that there will be no misunderstanding between the two parties.

Cutting inspections are made during the operation to see if the operator is living up to the provisions of the contract and to see how far the logging has progressed. All payments must be made in advance of cutting and as soon as the fallers near timber not yet paid for, the operator is notified that another installment is due. Installments are usually of such size that they fall due

39 See appendix.
once a month.

After logging the O. & C. officers make an inspection of the area to determine the best method of slash disposal and make maps and set up specifications which are given to the operator. The operator burns his own slash and is responsible for any damage caused by a slash fire that gets away. He must burn it according to the regulations of the Oregon Forest Laws and cannot begin burning until he receives written permission from the O. & C. officer in charge.

After slash disposal a general inspection of the logging area is made to see if all the provisions of the contract have been fulfilled. Penalty scales or other measures are enforced where necessary. As soon as all settlements are made, the bond is declared null and void and the sale is completed.
ATTITUDE OF THE OPERATOR

From interviews with a limited number of private operators who purchase timber from the O. & C. the writer has found a great diversity of attitudes toward the policies of the organization. Many operators feel that the O. & C. is a step in the right direction, an example of American forestry progress. Many others, perhaps the majority, are prone to find fault with many of the policies that have been adopted. As could be expected, those who find fault are in most cases the ones who are not located or organized in such a way that they can enter into cooperative sustained-yield agreements with O. & C. They are usually the smaller size operations that do not own any great amount of land and who let their land go for taxes as soon as the timber has been cut. Many of them have been buying O. & C. timber for years and have become at least partially dependent upon it. Such operators in many cases have not been allowed to purchase more timber or have seen a slowly decreasing amount of timber offered for sale each year.

When questioned as to the policies adopted by O. & C. there are many of these private operators who are quick to express their dislike for them, but in most cases they cannot cite any specific examples where the policies are unsound and cannot suggest a better method of managing the timber.

It is the opinion of the writer that the organization
is being managed as efficiently as could be expected considering that it was established only a few years ago.
SUMMARY

In addition to paying their way the O. & C. lands are repaying the original investment and other costs incurred by the government before they were placed under management.

Because of the similarity of the O. & C. to industrial forestry undertakings it serves as a proving ground for sustained-yield forestry on a large scale.

Its success is a demonstration that forestry pays and is certain to influence private operators who are considering sustained-yield management.
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# APPENDIX

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<tr>
<th>Title</th>
<th>Page</th>
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<tr>
<td>MAP OF O. &amp; C. LANDS SHOWING MASTER UNITS</td>
<td>33</td>
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<tr>
<td>ORGANIZATION CHART OF O. &amp; C. ADMINISTRATION</td>
<td>34</td>
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</tbody>
</table>
Legend

1. Columbia River
2. Clackamas-Molalla
3. Santiam River
4. Alsea-Rickreall
5. Siuslaw River
6. Upper Willamette
7. South Coast
8. Douglas
9. South Umpqua
10. Josephine
11. Jackson
12. Klamath

Unit Boundaries
ORGANIZATION OF O. & C.

United States Department of Interior

General Land Office

Oregon and California Reverted Lands Administration

Headquarters-Portland

Chief

Senior Forester

Forest Mgt. Timber Sales Lands & Devel Business Ad.

Forester Forester Forester Chief Clerk

District Offices

Management Timber Sales Business Adminis.

Portland Eugene Roseburg Medford

District Ranger District Forester District Forester District Forester
That portion of the federal forest lands, familiarly known as the O. and C. lands, includes approximately 2,500,000 acres of forest which is widely scattered in checkerboard pattern throughout the portion of western Oregon lying between the Cascade Mountains and the Coast Range. These lands were originally part of a grant of land made by the federal government to a railroad company to aid in financing the construction of a railroad across Oregon to the State of California. The railroad was built as the Oregon and California Railroad, but later lost its identity under that name. The grant lands ultimately were restored to government ownership.

The legislative act restoring the O. and C. properties to public ownership stipulated a policy of disposal of the timber resources. In 1937, the Department of the Interior sought and obtained legislation which replaced the old policy of land disposal with a long range policy of resource management. The new policy requires the orderly development of the timber resources on the O. and C. properties in a manner designed to assure continuous production. This was an important social and economic achievement because the development of a program of forest management on the O. and C. properties was conceived as a means to secure the stabilization of local industries and their dependent communities. The objectives of the forest program on the O. and C. properties may be more clearly indicated by a listing of contemplated results:

1. A continuous source of timber supply will be made available for local wood-using industries. Industries will become permanent rather than transient.
2. Opportunity for continuous employment will exist. The logger and the mill man will be offered job stability. There will be a transition from the "horo today-gone tomorrow" type of employee to one who will have a permanent job and a permanent home.

3. The "butcher, the baker and the candle-stick maker" will enjoy continuous patronage. Movement of retail businesses from one locality to another will become unnecessary as the residence of the customer becomes stabilized. Solid business building construction will supplant the temporary frame shack and its unimposing false front.

4. Schools will be organized on a basis of permanency. Better teaching facilities will be developed. Children will have the advantages of properly developed courses of study.

5. The basic resource will not have been dissipated. Future generations will have equal advantages with the present in having "products of the soil" available for use.

6. Free competition will continue in marketing wood products. Monopolistic control of production to the detriment of the consumer, will not be a result of properly planned resource development.

7. Permanent manufacturing industries will attract fabrication plants. Fabrication plants will mean more employment opportunities and greater local prosperity.
8. Vested equities in property will be protected. Forest property will continue to enjoy a favorable market as sustained yield units are formed.

The approach which has been adopted for the introduction of forest management on the O. and C. properties is one of cooperation between the federal government and private industry. Flexibility is a necessary characteristic of the O. and C. management plan. It is designed for the purpose of aiding those forest industries and communities, which are partially dependent upon O. and C. timber, to make as smoothly as possible the adjustments which are necessary in accomplishing the desired transition from the era of unplanned, hit-or-miss forest economy and community insecurity to the contemplated era when forest industry and its dependent communities will be economically stabilized by the practice of sustained yield management. An outline of the proposed plan of action to be followed in managing the O. and C. forest resources follows:

A. General plan for localizing sustained yield cutting of O. and C. forests during the period necessary to negotiate cooperative agreements with operating companies who desire to practice sustained yield management.

1. The O. and C. territory will be subdivided initially into 12 economic units, each tributary to a group of communities in a distinct local timber-using area.

2. The purpose of subdividing the O. and C. territory into 12 economic units is to achieve an annual cut of such volume and so distributed as to safeguard the existing opportunities to establish cooperative sustained yield operations.

3. The plan will give all possible safeguards to the sustained yield opportunity for both large and small local timber-
using enterprises and in this way will give stability to the economy of local communities.

4. The total sustained yield of timber which may be cut on all of the O. and C. lands will be apportioned among the 12 economic units and for each of those units will be limited at the earliest practicable date to the volume which the O. and C. timber in the unit can supply continuously.

5. A prerequisite to approval of applications to purchase O. and C. timber in any of the 12 economic units, in general will be a commitment by the applicant to manufacture the timber in the marketing area designated for the unit in which the timber is located. The shipment of O. and C. timber to mills located beyond the limits of the prescribed marketing area of an economic unit will be restricted in keeping with the degree to which the total sustained yield of all forest lands in the unit is being utilized. In applying this policy, two types of areas will be recognized:

a. Where timber cutting is equal to, or greater than sustained yield. In such areas only a small percentage of the allowable annual timber-cut of the O. and C. lands in the unit may be so shipped.

b. Where timber cutting is less than sustained yield. In such areas, the shipment will be permitted of any portion of the sustainable yield of O. and C. timber which is surplus to the needs of the dependent mills in the marketing area of the unit. The rate of cutting of O. and C. timber in any
area of timber surplus for shipment beyond the immediate marketing area to which it is tributary, will be so regulated as to safeguard future prospects of establishing local sustained yield operations in that locality. When the shipment of surpluses is authorized the marketing of such timber will be correlated insofar as possible with the needs of concerns, in areas of deficient timber supply, which may be operating under cooperative sustained yield agreements.

c. Interchange shipments of timber between units, to the extent that such shipments have a compensating effect, will be exempt from the above restrictions.

d. Classes of timber which require for their proper utilization special manufacturing facilities, not available in the immediate marketing area, may be exempted from the above shipping restrictions.

6. Land exchanges for the purpose of retaining O. and C. timber for local manufacture will be encouraged. In some localities the successful retention of O. and C. timber for local industry may be endangered by the utilization of intermingled holdings of other timber which is destined for manufacture beyond the limits of the marketing area prescribed for the O. and C. timber. Under such circumstances, exchanges to consolidate and segregate the O. and C. timber will be in furtherance of local management objectives.
B. Plan of procedure to be followed in developing cooperative sus-
tained yield management.

1. During the period leading to the consummation of sustained yield management agreements, the policy will be to direct the disposal and cutting of O. and C. timber in such a manner as to encourage forest operators to place their operations on a sustained yield basis.

2. The allowable sustained yield cut of O. and C. timber in each of the 12 economic units will be apportioned among forest operators so as to give permanence, wherever possible, to existing communities and industries and to encourage the development of additional industries in localities where available timber supplies will permanently support such additional industries.

3. An important requirement for any concern seeking to negotiate a cooperative sustained yield management agreement will be to own enough private forest property to combine with O. and C. acreage so that the resulting forest unit will have sufficient producing capacity to support an operation of practical size.

4. Allocation of O. and C. timber during the time while cooperative agreements with operating concerns are being developed:

a. Temporarily, operators who are so situated that they cannot establish their operations on a sustained yield basis will be permitted to buy limited quantities of O. and C.
timber as an aid to normal liquidation of existing investments in logging facilities.

b. There will be an adjustment period during which operators who desire to participate in the sustained yield program will be expected to enlarge their forest property to the minimum producing capacity necessary to serve as a proper foundation for sustained yield planning.

c. During the adjustment period and while operators who desire to participate in the program are acquiring private forest producing capacity, the available yield of O. and C. timber will be rationed among competing concerns. The quotas of timber allocated to such concerns will be influenced by:

1. The relative extent of property ownership in forest land and manufacturing facilities of the several competitors.
2. The evidence of desire and ability on the part of each operator to practice sustained yield forestry.
3. The needs of existing efficient manufacturing plants which can be made permanent.

d. Opportunity to make land exchanges for the purpose of withdrawing from cooperative management units will be given to owners of lands within such units who fail to acquire sufficient forest property to warrant cooperative management agreements with the government. In general, the opportunity to dispose of private forest property located in a cooperatively-managed sustained yield unit should be
equally as good as would have existed if the management program had not been instituted. In situations where the disposal of private property is made more difficult by the introduction of the management program, the owners of such property in many instances will be able by land exchanges with the O. and C. administration to transfer their interests to other localities where marketing opportunities will be favorable. Exchanges for such purposes will be approved only to the extent that they do not interfere with sustained yield management or endanger the financial position of the general management program. This general plan will be adopted after receiving full publicity through the holding of advertised hearings in or near each of the 12 economic units and its subsequent approval by the Secretary of the Interior. Thereafter it will be used as the basis and guide for all necessary action in negotiating and effectuating cooperative sustained yield management agreements between the government and the local timber-using industries.

The foregoing outline has been prepared for the purpose of giving information on the broader essentials of the proposed forest management program. Those who may be interested in analyzing the proposed plan in greater detail may obtain further information from the O. and C. Administration, U. S. Custom House, Portland, Oregon.
The Department of the Interior was authorized under the congressional act of August 28, 1937 (H.R. 7618) to place the revested O. and C. lands and reconveyed Coos Bay Wagon Road lands under a sustained yield forest management program. The act provides for the formulation of a program that will stabilize local wood-using industries and their dependent communities. As a step toward attaining this objective, the region containing revested properties has been sub-divided into 12 master economic forest units. Each master unit was delineated after a careful study had been made of pertinent economic and physical factors which affect successful economic planning. The external boundary of each master unit was established to coincide with the exterior boundary of a group of tentatively outlined individual operating areas. The logical area within which timber from master units should be marketed to maintain local industry and payrolls has been outlined as a further step in economic planning.

The Siuslaw River Sustained Yield Forest Unit is one of those master units. Its boundary and marketing area are shown on the attached small scale map.

The unit contains a gross area of 478,333.69 acres of which 421,949.66 acres have been classified as best suited for forest production. The remaining 56,384.03 acres have agricultural, grazing, or other land use values.

The ownership of the 421,949.66 acres of forest land is divided as follows:

<table>
<thead>
<tr>
<th>Ownership</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private ownership</td>
<td>54%</td>
</tr>
<tr>
<td>O. and C. lands</td>
<td>34%</td>
</tr>
<tr>
<td>National Forest</td>
<td>6%</td>
</tr>
<tr>
<td>County owned</td>
<td>5%</td>
</tr>
<tr>
<td>Public Domain</td>
<td>1%</td>
</tr>
</tbody>
</table>

It is assumed, under the proposed management program, that eventually forest lands in all ownerships can be cooperatively administered.

Existing data on forest cover type conditions indicate the following percentage of the indicated age classes:

- Merchantable timber area: 50.5%
- Second-growth Douglas fir 6 to 20" dbh: 17.3%
- Douglas fir reproduction: 15.4%
- Reforesting area: 16.8%

There are 1,13,072.89 acres of Oregon and California Revested Railroad grant lands within the unit, of which 1,142,264.52 acres are suited to forest production. Existing inventory data indicates the following representation of forest cover types:
The cutting schedule for the first rotation of 100 years has been calculated on a fixed average annual volume basis for all timber types on the 112,264.52 acres of O. and C. lands. An average annual cut of 45 million board feet is the maximum possible without operating in timber under 16 inches d.b.h.

During the second and succeeding rotations, a stabilized annual cut of 51 million board feet from O. and C. lands may be expected if present forest practices are followed. This may be eventually increased to an ultimate annual production of 77 million board feet under very intensive management practices.

The tax levy on private property for the year 1940 was $56,371.00 or an average return of 22 cents per acre for all properties on the tax rolls. This figure does not include possible revenue from the 25,784.71 acres now in county ownership due to tax foreclosure.

Payments made to the land grant counties in 1941 in lieu of taxes from reversioned grant land properties within the Siuslaw River Sustained Yield Forest Unit amounted to $79,974.00 or 56 cents per acre. An additional $99,587.00 or 28 cents per acre was paid to the counties to retire obligations for previous taxes.

An estimated average annual in-lieu payment for current taxes to land grant counties of 41 cents per acre will be made for the initial 30 years of the management program. After that period of time an increase in the ratio of gross O. and C. revenues granted to the land grant counties will probably bring about a higher per acre return to the local governments.

The ratio of employment for the year 1941 in the lumber industry deriving its timber supply from the Siuslaw unit was calculated to be 6.2 workers employed per million board foot produced. By establishing a stabilized lumber industry, this ratio can be increased to approximately 7.1 workers per million board foot without further industrial expansion. A potential ratio of 3.5 workers per million board foot would be possible if additional product manufacturing facilities were established in the marketing area.

The declaration of this area as a sustained yield forest unit for O. and C. properties by the Department of the Interior would do much to promote economic and social stability for the surrounding community. At the present rate of depletion, the present merchantable timber supply would be liquidated in approximately 30 years or about 15 years before the small second-growth and reproduction types will have attained a merchantable size class for saw-log production. Such a cutting program would result in an almost complete shut-down of the timber industry dependent on this unit with a corresponding loss of revenue to local governments due to tax delinquency, unemployment, and a curtailment of activity in dependent and related industries and business.

A stabilized forest industry would eliminate the reversion of cutover lands to county ownership, thereby insuring a more constant tax base for planned county economy. It would also insure permanent community welfare with all the added social and economic benefits.
The determination of the allowable cut that may be taken from any unit of forest property is complicated because of the many factors which affect timber growth. The following brief explanation of procedures followed in determining the allowable cut for the Siuslaw River forest unit will help to explain allowances which need be made for each factor which affects the productivity of forest property.

1. O. and C. Revested grant lands within the Siuslaw River Sustained Yield Forest Unit contain some 142,265 acres of forest land. If this area were divided into 100 parts of approximately equal size and if each area was fully covered with a single age class of timber so that timber ranging in age from 0 to 100 years would be existent on the unit, then the forest would be perfectly arranged for maximum yearly volume production. Each acre in the entire unit would yield 720 board foot per acre per year; thus 102 million board foot (1,422.6 acres x 720 board foot x 100 years) could be taken annually from the O. and C. revested grant lands.

2. The assumption was made in 1, above, that each acre was fully covered with tree growth. Because of fire, windthrow, lack of immediate regeneration, etc. probably only 75 percent of full cover could be expected even under intensive management practices. If all other conditions on the Siuslaw River forest unit were as outlined above except for cover then 77 million board foot of timber (1,422.6 acres x 720 board foot x 75% x 100 years) could be produced annually if the entire area maintained an average of 75 percent of full cover.

3. Since the O. and C. Revested grant lands within the Siuslaw River forest unit have neither the regularity of age class conditions nor the percentage of cover that is accredited to it in the above examples, certain additional adjustments must be made in the determination of allowable cut so that the forest may be shaped to a desirable management pattern. The attached table presents the procedure used in deriving a satisfactory cutting schedule for these lands during the first rotation of 100 years.
### Cutting Schedule on a Fixed Volume Basis for Revested Properties within the Siuslaw River Sustained Yield Forest Unit

<table>
<thead>
<tr>
<th>Present</th>
<th>Rango in Age</th>
<th>Age</th>
<th>los-ili:twd.</th>
<th>mali-:M/ac.</th>
<th>Years</th>
<th>Av.</th>
<th>Fire:Ut-,</th>
<th>Incr.-Norm.-</th>
<th>Yield</th>
</tr>
</thead>
<tbody>
<tr>
<td>TYPE</td>
<td>At time of cut:</td>
<td>at ses:za.:norm-ty</td>
<td>%:time</td>
<td>of</td>
<td>Cut</td>
<td>of</td>
<td>1/</td>
<td>ses: 3/</td>
<td>cut:</td>
</tr>
<tr>
<td>---------</td>
<td>-----------------</td>
<td>---------------</td>
<td>--------</td>
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<td>-----</td>
<td>----</td>
<td>---</td>
<td>---------</td>
<td>-------</td>
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<tr>
<td>2nd-gro.90yr:</td>
<td>:306.35</td>
<td>:147.2 to 147.6:147.4:</td>
<td>:9.8:</td>
<td>:10:</td>
<td>:11.4:</td>
<td>:55.6:</td>
<td>:55.2:</td>
<td>:5.4</td>
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<tr>
<td>&quot;</td>
<td>:2,261.25</td>
<td>:137.6 to 138.9:139.2:</td>
<td>:10.8:</td>
<td>:10:</td>
<td>:11.8:</td>
<td>:55.8:</td>
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<tr>
<td>&quot;</td>
<td>:3,063.76</td>
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<td>:10:</td>
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<td>:51.4:</td>
<td>:3.4</td>
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<td>&quot;</td>
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<tr>
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<td>:2.8</td>
<td></td>
</tr>
<tr>
<td>&quot;</td>
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<td>:12.7:</td>
<td>:10:</td>
<td>:18.0:</td>
<td>:59.3:</td>
<td>:34.9:</td>
<td>:3.0</td>
<td></td>
</tr>
<tr>
<td>&quot;</td>
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<td>:13.4:</td>
<td>:10:</td>
<td>:27.3:</td>
<td>:58.4:</td>
<td>:31.8:</td>
<td>:4.6</td>
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<tr>
<td>Unstooked</td>
<td>:29,344.16</td>
<td>:75.8 to 95.4:85.6:</td>
<td>:85.6:</td>
<td>:10:</td>
<td>:50.4:</td>
<td>:30.3:</td>
<td>:5.3:</td>
<td>:10.6</td>
<td></td>
</tr>
</tbody>
</table>

It will be noted that the youngest age at time of cut is 75.8 years and is slightly under the minimum age of 80 years for production of trees that average 16" in diameter. This shows that 45 MM per year is the absolute maximum under a sustained yield program. The total years of cut for all age classes is about 100 years, the length of time selected for growing a crop of trees.

1/ 0.17% per year allowance for fire depletion on all stands, the assumption is made that 50% of the loss incurred in the merchantable type is salvable.

2/ 10% allowance for logging breakage and incomplete utilization; this is a conservative figure inasmuch as present studies show 15% to 20% loss.

3/ The assumption is made that forest areas will gradually become more completely covered as time progresses. A 3% increase in cover has therefore been used for each decade as stands progress from 20 to 70 years of age, and 2% per decade above 70 years.
GENERAL DESCRIPTION OF THE SIUSLAW RIVER SUSTAINED
YIELD FOREST UNIT - MASTER UNIT #5

Area:

This unit covers 478,334 acres, of which 143,073 acres, or 30%, is O. and C. land; 421,950 acres, or 88%, is adapted to forest use.

General location:

This unit lies in Lane County on the headwaters of the Siuslaw River. Located west of Junction City, Eugene, and Cottage Grove, most of the unit lies on the western side of the Coast Range divide.

General topography:

The topography within this unit varies from gently rolling on the eastern slopes of the Coast Range to medium rough for the majority of the unit. The area is characterized by crooked twisting streams and relatively narrow ridges of irregular heights. This is especially true of the southern half of the unit.

General age class distribution on the forest lands:

Of the 88% of total area in forest land, 50% is in merchantable timber, mostly Douglas fir. 17% is in second growth. Advance reproduction is found on about 16% of the area and approximately 17% of the area is reforesting more or less satisfactorily.

Principal communities within the market areas of the unit:

(With 1940 population to nearest ten)

1. Eugene------------------20,840 3. Junction City--------1,190
2. Cottage Grove-------------2,630 4. Florence-------------1,660

Total population of communities named-----------------------------25,120
GENERAL PHYSICAL STATISTICAL DATA
for the
SIUSLAW RIVER SUSTAINED YIELD FOREST UNIT - MASTER UNIT #5

Map of Western Oregon showing location of forest unit.

Area in acres:
- O. and C. lands 1,13,073
- Private and other public lands 335,261
- Total unit area 1,478,334

Land use suitability by acres:
- Forest use 421,950
- Agriculture, grazing, etc. 56,384
- Total unit area 1,478,334

Forest types on unit by acres:
- Merchantable timber 213,019
- Small second growth 73,096
- Reproduction 64,936
- Reforesting 70,899
- Total area suited to forest growth 421,950

Cutting program:
For 50 to 60 year regulatory period
- O. and C. lands 41 MM/yr.
- Unit as a whole 103 MM/yr.

Cutting program:
Following regulatory period
- O. and C. lands 52 MM/yr.
- Unit as a whole 154 MM/yr.
A. Approximate number of operating mills within the unit marketing area: 55

B. Number of workers and total number of persons dependent upon the timber industry (Based upon estimated annual cut.):

| For industries supported by O.& C. Forest Lands Unit Forest Lands |
|-----------------|-----------------|-----------------|-----------------|
| Workers         | Dependents      | Workers         | Dependents      |
| 246             | 1476            | 618             | 3708            |

1. Transition period:
   a. Lumber processing, only: 312 1872 924 5514
   b. Same, plus product finishing:
   c. Same, plus by-product manufacturing:

2. Following transition period:
   a. Lumber processing, only: 364 2184 1078 6468
   b. Same, plus product finishing: 442 2652 1309 7851

C. Annual returns in wages at estimated average rate of $1.00 per hour, based on 13.6 man-hours per M foot of lumber produced, from stump to car:

| O.& C. Forest Lands Unit Forest Lands |
|-----------------|-----------------|-----------------|-----------------|
| Workers         | Dependents      | Workers         | Dependents      |
| 557,600         | 1,400,800       | 707,200         | 2,094,400       |

D. Annual returns to counties, based on 50% of estimated annual income:

1. During transition period: 61,500
2. Following transition period: 78,000

E. Annual returns to Federal government, based on 25% of estimated annual income:

1. During transition period: 30,750
2. Following transition period: 39,000

F. Transportation systems available for the unit:
   1. Logs, from stump to mill:
      a. Railroads
      b. Logging trucks
   2. Lumber, from mill to market:
      a. Railroads
      b. Lumber trucks

G. Principal markets:
   1. Local: Eugene, Cottage Grove, Junction City, Florence
   2. Distant: California, Middle West

* Period required to balance forest stand conditions
### Progress of Management on O. and C. Lands in Proposed Cooperative Operating Areas Located in the Siu...
### SIUSLAW RIVER SUSTAINED YIELD FOREST UNIT

<table>
<thead>
<tr>
<th>Operating unit</th>
<th>UNIT PROPERTIES</th>
<th>REVESTED PROPERTIES</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Forest Acreage</td>
<td>Potential Producing Capacity Length cut</td>
</tr>
<tr>
<td>Upper Siuslaw</td>
<td>71,298.97</td>
<td>22,388 M 65 16,717 M 697</td>
</tr>
<tr>
<td>Noti</td>
<td>50,295.53</td>
<td>18,207 M 60 17,000 M 495</td>
</tr>
<tr>
<td>Middle Siuslaw</td>
<td>67,724.72</td>
<td>27,699 M 50 23,618 M 798</td>
</tr>
<tr>
<td>Lower Siuslaw</td>
<td>48,230.44</td>
<td>17,459 M 60 9,305 M 398</td>
</tr>
<tr>
<td>Lower Lake Creek</td>
<td>37,494.60</td>
<td>13,573 M 60 6,075 M 255</td>
</tr>
<tr>
<td>Deadwood Creek</td>
<td>40,441.77</td>
<td>18,280 M 60 2,771 M 400</td>
</tr>
<tr>
<td>Upper Lake Creek</td>
<td>26,539.73</td>
<td>9,555 M 50 12,950 M 370</td>
</tr>
<tr>
<td>Poodle Creek</td>
<td>40,558.62</td>
<td>14,682 M 50 6,311 M 322</td>
</tr>
<tr>
<td>Coyote Creek</td>
<td>39,365.28</td>
<td>12,398 M 40 8,345 M 415</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td>421,949.66</td>
<td>154,241 M</td>
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COMPARISON OF O&C. INCOME WITH 25% REIMBURSEMENTS AND APPROPRIATIONS

(a) TOTAL FOR THE FOUR FISCAL YEARS 1939 TO 1942 INCLUSIVE

SCALE $1.00 = $200,000

NOTE:
Surplus earnings, remaining in the Treasury at the end of the fiscal year of 1943 as a working capital reserve and available for future appropriations, amount to $237,000 of which $74,000 is the surplus for the fiscal year of 1942, just ended. The Coos Bay Wagon Road Trust Fund, at the end of the past fiscal year, 1942, also shows a surplus of approximately $40,000 available for payments in lieu of taxes or for deposit in the general fund.

(b) FISCAL YEAR 1942

(c) FISCAL YEAR 1943

TOTAL COMBINED INCOME
OIC AND C.B.W.R.GRANTS 1939-1942

TOTAL COMBINED INCOME
FISCAL YEAR 1942

TOTAL COMBINED INCOME
FISCAL YEAR 1943 (ESTIMATED)

COMPARISON OF O. AND C. TIMBER CUT AND TIMBER SALES WITH ALLOWABLE AVERAGE ANNUAL CUT

(a) TIMBER CUT

ALLOWABLE AVERAGE ANNUAL CUT
ACTUAL AVERAGE ANNUAL CUT 1939-1942 INCLUSIVE
ACTUAL CUT FOR THE PAST FISCAL YEAR OF 1942
PREDICTED CUT FOR THE CURRENT FISCAL YEAR OF 1943

AVERAGE ANNUAL SALES 1939-1942 INCLUSIVE
ACTUAL SALES FISCAL YEAR OF 1942
CARRY-OVER ON JULY 11, 1942 OF TIMBER SOLD BUT NOT CUT
PREDICTED SALES FOR FISCAL YEAR - 1943

THE O. AND C. LANDS
Location - In a strip of country 60 miles wide and 300 miles long extending north and south through the heart of the Douglas Fir region of western Oregon.
Ownership - Federal
Previously in private ownership as part of a railroad land grant.
Area - 2,516,000 acres.
Timber - 50 billion board feet chiefly Douglas Fir.
Management - Timber cutting on these lands is restricted to 500 million board feet annually. The existing timber at that rate of cutting will last for 100 years. Thereafter cutting will continue perpetually at the same rate in second growth timber produced on the lands cut-over 100 years previously.

R.E. Lawlor Oct 20, 1942
RECORD OF REDUCTION OF ACCRUED OBLIGATIONS IN LIEU OF TAXES OUTSTANDING IN 1937 AGAINST THE OREGON CALIFORNIA REVESTED RAILROAD GRANT LANDS.

**NOTE**

The Interior Department report to the Committee on Public Lands in 1937 in connection with HR 8588 estimated that 25% of the income realizable through the proposed sustained-yield plan of management would retire the accrued obligations in lieu of taxes in 9 years. The actual record in reducing the obligation shows that 9 years was a high estimate. The income useable for reducing this obligation immediately after June 30, 1943 will be sufficient to completely retire the outstanding remainder of the obligation.
RECORD OF PAYMENTS IN LIEU OF TAXES ON THE OREGON CALIFORNIA REVESTED RAILROAD GRANT LANDS

CALENDAR YEARS 1937—1942

Total Payment in Calendar Year

1937 $504,128
1938 $643,226
1939 $313,845
1940 $558,606
1941 $667,052
1942 $718,510

Total Payment in Calendar Year $504,128

Total Payment in Calendar Year $643,226

Total Payment in Calendar Year $313,845

Total Payment in Calendar Year $558,606

Total Payment in Calendar Year $667,052

Total Payment in Calendar Year $718,510

Delinquent Claims

- 1937 $504,128
- 1938 $532,935
- 1939 $313,845
- 1940 $156,202
- 1941 $222,351
- 1942 $239,503

In Lieu of Current Taxes

- 1937 $110,291
- 1938 $201,600
- 1939 $372,404
- 1940 $444,701
- 1941 $479,006
- 1942 $507,706
SUSTAINED YIELD CUTTING RECORDS FOR THE O&C PROPERTIES
1939 TO DATE

Estimated future forest producing capacity of the O&C properties.

Annual cut which is allowable during that period of time which is required to balance forest stand conditions.

March 31, 1943 R.E. Lawlor
TIMBER CONTRACT

THIS AGREEMENT, made and entered into at Oregon, this day of , 1937, under authority of the Act of August 28, 1937 (50 Stat. 874), between THE UNITED STATES OF AMERICA, party of the first part and of and of and of a partnership doing business under the firm name of having an office and principal place of business at , party of the second part, hereinafter called the Purchaser.

1. WITNESSETH, That the party of the first part agrees to sell to the Purchaser upon the terms and conditions herein stated and subject to compliance with the Forest Practice Rules and General Contract Stipulations for the sale of timber from the Revested Oregon and California Railroad and Reconverted Coos Bay Wagon Road Grant Lands as approved by the Secretary of the Interior on July 7, 1938, all of the merchantable dead timber, standing or fallen, and all of the merchantable green timber designated for cutting by the Chief Forester of the Oregon and California Revested Lands Administration or his representative, estimated to be more or less, on the following described lands, to-wit:

situated in the County of , State of Oregon, the same being lands the title to which has been reconverted to the United States under the provisions of the Act of

2. FOR AND IN CONSIDERATION of the foregoing the Purchaser agrees to pay to the Chief Forester, at Portland, Oregon, to be placed to the credit of the United States, the sum of ( ) as the full purchase price of the timber at the following rates and payable in partial payments of at least each in advance of cutting.

<table>
<thead>
<tr>
<th>SPECIES</th>
<th>M. FEET B.M.</th>
<th>PRICE PER M.</th>
<th>AMOUNT</th>
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<tbody>
<tr>
<td>Yellow Pine</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sugar Pine</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Red Fir</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yellow Fir</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>White Fir</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
The Purchaser further agrees that in addition to the Dollars (§ ) deposited with the bid for the timber, he will pay to the Chief Forester the balance, Dollars (§ ) necessary to complete the initial payment, prior to approval of the contract by the

It is further agreed that prior to the time when stumpage value of the timber cut shall exceed the initial payment of § , the Purchaser will make another payment of § , and subsequent payments of like amount at such times as may be necessary to insure that the stumpage value of the timber cut, and not paid for at any time, shall not exceed the payments in the hands of the Chief Forester of the Oregon and California Revested Lands Administration; provided, that the last payment may be an amount equal to the balance due on the contract.

3. The Purchaser further agrees that unless an extension of time is granted by the officer approving this contract, all timber will be cut and removed within years from the date of approval hereof.

4. The Purchaser further undertakes and agrees that he will cut and remove said timber in strict accordance with the following Forest Practice Rules and general contract stipulations.

"The following forest practice rules and general contract stipulations are hereby prescribed for use in all contracts for the sale of timber from revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands situated in the State of Oregon, except as special provision shall be made by the Secretary of the Interior with respect to particular sales.

"1. Definitions: The word 'Chief Forester' as used in these forest practice rules and contract stipulations signifies the Chief Forester, O. & C. Lands. His office and principal place of business shall be in the City of Portland, Oregon.

"The term 'officer in charge' whenever used in these stipulations signifies the forest officer of highest rank assigned to the administration of timber sales within the District in which the sale is located, or such other officer as may be designated by the Chief Forester to supervise the sale."
Foresters, logging engineers, log scalers and other officers authorized to administer timber sales will be appointed by the Secretary of the Interior and receive their instructions from the Chief Forester or the officer in charge.

"2. Basis of Sale: Timber shall be sold on the basis of

"3. Deposits: Cash deposits in advance of cutting will be required as stipulated in the contract. The title to standing timber or forest products covered by the contract will not pass to the purchaser until such timber or products are paid for. If at any time the stumpage value of the timber cut and unpaid for shall approach or equal the total amount on deposit, an additional advance deposit shall be required.

"4. Logging areas designated by: The priority of areas to be logged, when economically feasible, may be designated by the officer in charge if such action is necessary to prevent deterioration from fire, insects of disease, and to fully protect the interests of the United States.

"5. Selective Logging: The logging of areas in such a manner as to preserve a part of the merchantable timber, promote the growth of young trees, or preserve the forest cover, shall be practiced on all lands chiefly valuable for the production of timber. The general plan of selective logging to be followed may take any of the various forms of tree selection, group selection, or area selection, or combinations thereof, which in the judgement of the Chief Forester will assure the successful conservation and protection of the resources under development.

"6. Reservations for Public Purposes: In the discretion of the officer in charge, a strip of suitable width on each side of lakes, streams, roads and trails and in the vicinity of camping places and recreation grounds may be reserved, in which little or no cutting will be allowed. In carrying out the selective logging in these areas all reasonable care shall be taken to avoid injury to the remaining standing timber. Within these reserved areas trees shall be felled in such a manner as to leave the right of way, streams, and lake shores free from slash deposits.
7. Protection of Young Growth: The young growth shall be protected as fully as possible in every branch of the logging operations and its use in the construction of improvements may be restricted by the officer in charge.

8. Fire Code: Section 5 of the Act of August 28, 1937, provides in part, 'That rules and regulations for the protection of the revested lands from fire shall conform with the requirements and practices of the State of Oregon insofar as the same are consistent with the interests of the United States', and proceeding in accordance therewith, contractors will be required to comply with applicable provisions of the State fire code, as well as the following:

(a). The slash resulting from logging operations shall be burned only under written permit from the Chief Forester acting in cooperation with the State Forester. In the Douglas-fir type on areas logged in group or area selection manner the burning of slash, where required, shall be carried out in accordance with the best and safest practices recognized in the 'Forest Practice Handbook' of the Pacific Northwest Loggers and the West Coast Lumberman's Associations. Adequate special protection shall be given to all reserved timber. Proper fire trails shall be constructed as required by the Chief Forester where necessary in advance of slash burning to protect green timber areas, islands of immature timber and previously logged areas that have been cleared of slash. Where the tree selection method of logging is used special methods economically possible shall be worked out by the Chief Forester in cooperation with the State Forester and the purchaser. In the Ponderosa pine type slash disposal shall be carried out in accordance with the Rules of Forest Practice (Oregon) of the Western Pine Association. Special provisions may be developed by the Chief Forester in cooperation with the State Forester and the purchaser.

(b). Smoking and lunch fires shall be restricted during periods of fire hazard and shall be permitted only in especially prepared places.

(c). The contractor shall be required to stop logging operations in especially hazardous fire weather upon request from the Chief Forester.
9. Responsibility for Damage: The contractor shall be held accountable for any damage to virgin timber, reserve stands of young growth, occurring as a result of slash burning or other fires originating on the sale area or adjacent lands and shall be required to pay for such damage on the basis of an appraisal to be conducted by the Chief Forester; provided the Purchaser, his subcontractors or employees are directly or indirectly responsible for the origin or spread of the fire.

10. Sales: Rights of Way: Other sales within a sale area may be made of products and kinds of timber not sold under a previous sale, provided such sales will not, in the judgment of the officer having authority to make such sale, interfere with the operations of the previous purchaser. The previous purchaser shall not be held liable for any damage by fire or other causes for which such additional purchasers are directly or indirectly responsible. Rights of way may be granted through portions of the sale area during the contract period, provided they do not interfere with the operations of the previous purchaser.

11. Firewood: Improvements: As far as possible only unmerchantable timber other than young growth shall be used for firewood and improvements, and material so used will not be charged to the Purchaser. Wood and improvements taken from merchantable material will be scaled or measured, charged, and paid for at its appraised value.

12. Stumps: Stumps will be cut low so as to avoid unnecessary waste.

13. Waste: Unnecessary waste of merchantable timber not previously paid for in high stumps, butts, tops, breaks, skids, and partially sound logs and all trees designated for logging which are not logged and all trees which are left felled or lodged or badly damaged by the logging operations will be scaled for their merchantable contents and charged against the Purchaser.

14. Carelessness: Breakage: Carelessness on the part of fellers or other employees of the Purchaser that results in unnecessary breaking of trees not previously cruised or scaled will be penalized by scaling such trees full as if they had not been broken.
"15. Sanitation: The vicinity of logging camps and stables will be kept in a clean and sanitary condition, and rubbish will be removed and properly burned or buried during the occupancy and upon the removal of the camps and stables.

"16. Pollution: Obstruction of Streams: Streams shall not be obstructed by felled trees or otherwise, nor shall they be polluted by sawdust, manure, or any other refuse from a camp or mill.

"17. Utility Facilities: Existing telephone lines, fences, roads, trails, and other improvements shall be protected as far as possible in the logging operations, and whenever they are broken or obstructed the Purchaser shall promptly repair the damage. If he fails to make the repairs promptly, the officer in charge may make the repairs and purchasers may be charged with double the expense thereof.

"18. Necessary Improvements: Improvements necessary to execute his contracts, such as camps, sawmills, railroads, roads, telephone lines, chutes, bridges, sluices, and dams may be constructed and maintained by the Purchaser on and across the contracted area, subject to regulation by the Commissioner of the General Land Office.

"19. Existing Improvements: Improvements already on the area which are necessary for logging purposes may be used by the Purchaser subject to regulation by the Commissioner of the General Land Office.

"20. Time for removal of Improvements: The time limit for the removal of the improvements and other property of the Purchaser is one year after the expiration of the contract. After that time the title to improvements and camps will attach to the land, and no personal property of the purchaser will thereafter be removed except with the written consent of the officer in charge; Provided, that improvements necessary for the logging of other 0 & C timber may be left for such time and on such terms as may be prescribed by the Commissioner of the General Land Office.

"21. Extension of Time: Extension of time for the performance of any contract may be granted the Purchaser by the officer approving the contract, in his discretion and subject to such conditions as he may impose.
"22. Extension of Time Denied: If extension of time to cut and remove the timber is not granted by the officer approving the contract, the Purchaser shall not cut timber after the expiration of the contract, but he may remove the timber previously cut and paid for, within one year of the expiration of the contract. If not removed within the time allowed, the title will revert to the United States notwithstanding the Purchaser may have paid for the timber.

"23. Assignments by Purchaser: Assignment of any contract in whole or in part by the Purchaser will not relieve him of his contract obligations unless the assignment is approved by the officer approving the contract and the bond is satisfactorily renewed.

"24. Records: Reports: The Purchaser shall furnish the Chief Forester annually on forms provided therefor, a report of the amount of lumber sold and the average prices received f.o.b. the mill during the preceding year; the amount of ties and timber sold, with average price per M; and the amount of by-products sold and the total receipts for the same, and such other information as may be requested. These reports will be regarded as confidential.

"25. Suspension of Operations: Suspension of the Purchaser's operations may be made by the Chief Forester after due notice if any requirements of the contract and of these stipulations are disregarded and until there is satisfactory compliance. Failure to comply with any one of the requirements of the contract after written notice addressed to the Purchaser by the officer in charge will be ground for revocation by the officer approving the contract of all rights of the Purchaser under this and other contracts, and the forfeiture of his bond and of all moneys paid, and the Purchaser will be liable for all damage resulting from his breach of contract.

"26. Appeal: An appeal as provided by the Rules of Practice of the Department of the Interior may be taken to the Commissioner of the General Land Office and Secretary of the Interior from the final decision of the Chief Forester or his staff.

"27. Bond unsatisfactory: Whenever any bond furnished to guarantee obligations under a sale shall be unsatisfactory to the officer approving the sale he may require a new bond which shall be satisfactory to him.
"28. Default: Wilful failure of the Purchaser to complete his contract or to log as promptly as economically possible an area damaged by fire, wind, insects, or other causes, or the commission by him of any act for which the officer approving his contract shall declare the contract forfeited, will render the Purchaser and his bondsmen liable for the depreciation in the value of the remaining timber on an estimate of value and quantity to be made under the direction of the officer approving his contract.

"29. Persons Excluded: No member of or delegate to Congress shall be admitted to any share, part, or interest in any contract, or to any benefit derived therefrom (See Secs. 114 and 116, Act of March 4, 1909, entitled 'An Act to codify, revise and amend the penal laws of the United States', 35 Stat. L. 1088, 1109), and no person undergoing a sentence of imprisonment at hard labor shall be employed in carrying out any contract (See Executive Order of May 18, 1905)."

5. It is further understood and agreed that this contract shall be null and void and of no effect until approved by the

and until the purchaser shall have deposited a cash bond or filed an acceptable corporate surety bond in the sum of $______ dollars ($______) with the Chief Forester of the O. & C. Revested Lands Administration as a guarantee of the faithful performance of the terms of the contract; said cash bond to be returned to the Purchaser or corporate surety bond declared null and void upon completion of the contract, provided the terms of the agreement have been fully observed and the cut-over area left in a state favorable to natural reforestation. It is further provided in this connection that if the terms of the agreement have not been fully conformed to and the cut-over area left in a state which will insure natural regeneration, as determined by the officer in charge, that the bond will be forfeited.
<table>
<thead>
<tr>
<th>Unit Name</th>
<th>Total Acreage</th>
<th>0 and C acreage</th>
<th>% C&amp;C acreage</th>
<th>Forested acreage</th>
<th>% Forested acreage</th>
<th>% of Forest area in mature timber</th>
<th>% of Forest area in 2nd-growth timber</th>
<th>% of Forest area in advance reproduction</th>
<th>% of Forest area showing re-seeding</th>
<th>Population of principal towns:</th>
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SOUTH COAST SUSTAINED YIELD FOREST UNIT
OWNERSHIP & MARKETING AREA MAP

LEGEND
- O & C LANDS
- MARKETING AREA
- UNIT BOUNDARY

PACIFIC

OCEAN

T.19 S.
T.20 S.
T.21 S.
T.22 S.
T.23 S.
T.24 S.
T.25 S.
T.26 S.
T.27 S.
T.28 S.
T.29 S.
T.30 S.
T.31 S.
T.32 S.
T.33 S.
JACKSON
SUSTAINED YIELD FOREST UNIT
OWNERSHIP & MARKETING AREA MAP

LEGEND
- O&C LANDS
- MARKETING AREA
- UNIT BOUNDARY

JAN. 1, 1943
R.E. Lowlor