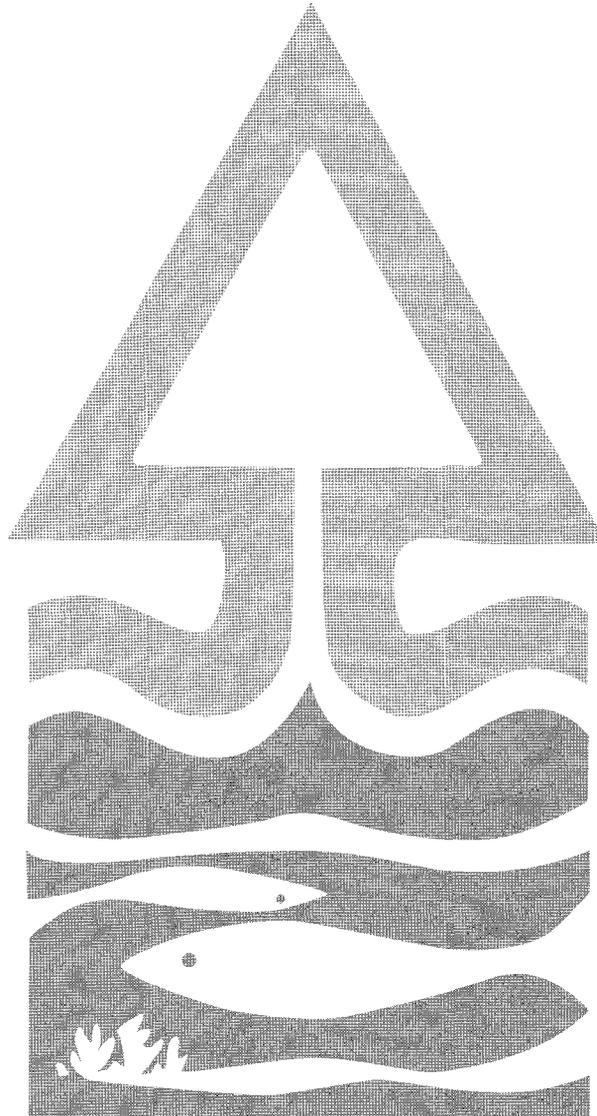


CHAPTER EIGHT

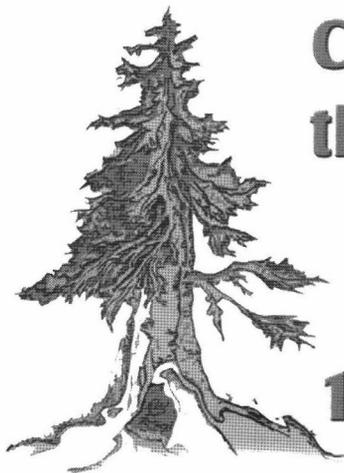
# FINISHING THE CENTURY



SIUSLAW  
NATIONAL  
FOREST



The last decades of the Siuslaw's century saw the Forest moving away from its post-war focus on timber production, and responding to national and regional legislative mandates. Beginning with the Multiple Use Sustained Yield Act of 1960, Congress restated a fundamental management philosophy for the Forest Service by placing watershed, range, wildlife, and recreation as equal priorities with timber.



# Celebrating the Siuslaw National Forest 1908 - 2008

## *A Century of Growth*

In the years since World War II, timber had been increasingly important for most national forests, including the Siuslaw. By the late 1950s, however, national forest timber production was becoming controversial. Conservation groups—most notably the Sierra Club—led opposition to Forest Service management practices. The public and local newspaper editors responded to several general conservation issues, especially clear-cutting and wildlife.

On the positive side, high timber production on the national forests provided logs to keep the mills running when private timber supply was depleted from World War II demand and the liquidation that occurred during the depression. The heavy annual cuts of the post-war years produced revenue for the Forest Service that made the agency less dependent on Congressional appropriations. Revenue-sharing programs meant that

local communities received as much as 25 percent of timber revenue in lieu of property tax. In addition, the network of new logging roads opened the forest to the public and helped forest managers deal with fire and silvicultural activities.



Alsea District watershed damage, clear-cut slope on left.

The negative aspects of intense timber production included the damage that logging did to watersheds, especially on steep slopes. For

the Siuslaw and other Douglas fir forests, intensive logging was accomplished through clear-cutting, which was always controversial. Spawning and rearing areas for anadromous fishes were damaged in streams adjacent to heavy cutting. The loss of old-growth habitat threatened certain species of wildlife.

After the passage of the Multiple Use Sustained Yield Act, proposed by Senator Hubert Humphrey in 1960, the Forest was required to publish annual plans for multiple resource use. In the 1962 Siuslaw National Forest "Report on Multiple Use Management," Forest Supervisor Spencer T. Moore prefaced the document with a quotation from Gifford Pinchot: "We have to the best of

### **National Environmental Legislation 1960-1976**

- **Multiple Use Sustained Yield Act, 1960**
- **Accelerated Public Works Program (Job Corps), 1963-1964**
- **Wilderness Act, 1964**
- **Wild and Scenic Rivers Act, 1968**
- **National Environmental Policy Act, 1969**
- **Endangered Species Act, 1973**
- **National Forest Management Act, 1976**

**I got to write the original management plan for the three wilderness areas here on the Waldport district: Drift Creek, Cummins Creek and Rock Creek. I was able to, from past experience, write in those plans some restrictions which I think is very significant. First, I decided to have one wilderness completely trailless. It had no trails at that point. It was important for a total watershed involvement to have no trails there. The other was, we had some established grazing in Drift Creek, but it had been terminated ten years prior. Over the years, I had developed more trails into the Drift Creek country. I felt that should not be done, since we had no established use, or existing use. I wrote those up so that they would be horseless wildernesses. Pack stock and stuff is a very important issue in some of the eastside wilderness [areas]. Westside, where the soils were always damp and stuff, a resource problem could very quickly get started. I wrote those up to be horseless. I'm here working on this pretty independently, and the Ranger just said "do it". I wrote that in there. He questioned that. He signed it and sent it on. It went to the Supervisors office in Corvallis, and it went on to the regional office in Portland, where it got reviewed up there. They applauded that decision as being visionary. It was the first it had ever happened in this region, to have a horseless wilderness. So then everyone kind of breathed a sigh of relief and, of course, they were quite willing to accept the responsibility for that.**

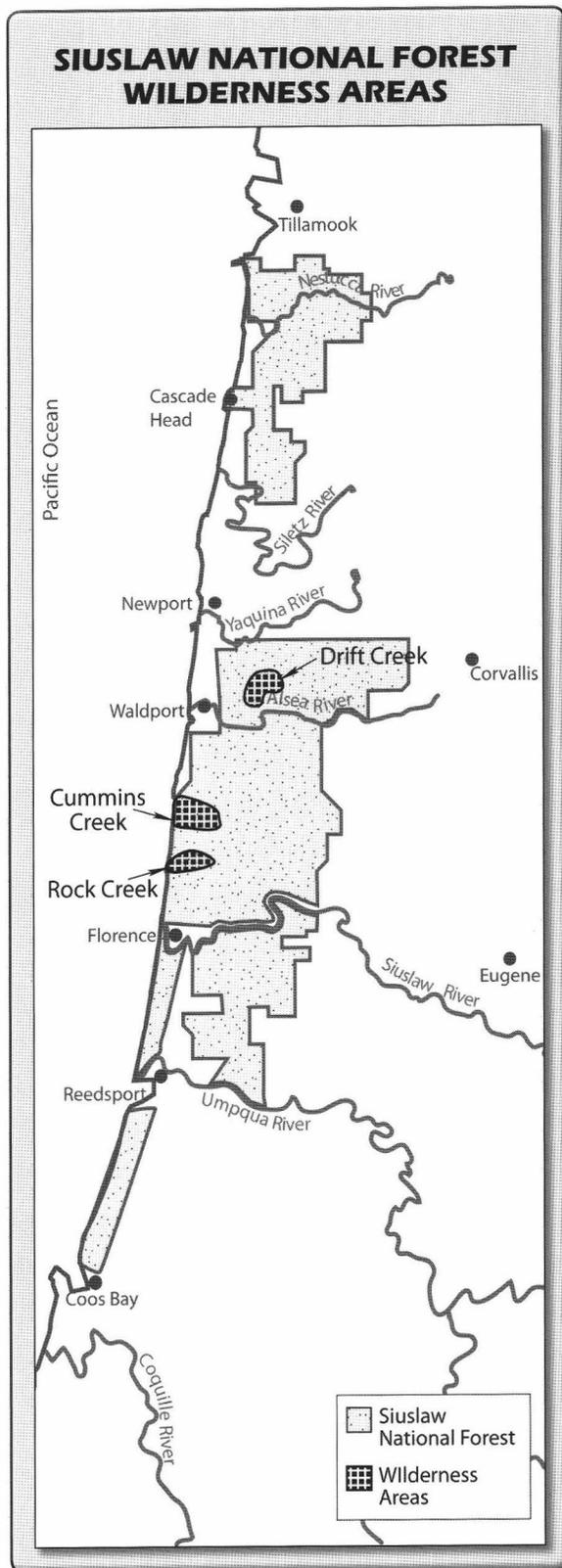
**Loyd Collett Interview, 2005**

our ability managed your lands within our jurisdiction to provide 'the greatest good for the greatest number in the long run.'"<sup>1</sup> This was well-chosen, for it made the point that multiple use was not new and that the Chief Forester himself had set the Forest Service on this path in 1905.

Recreation was the most familiar of the new multiple use objectives. This was a use that had been important since the 1930s and was more important in the post-war years. The legislation of the 1960s put a new slant on recreation by opening the discussion of wilderness areas and wild and scenic rivers. The Siuslaw eventually designated three wilderness areas under the Oregon Wilderness Act of 1984: Drift Creek, Cummins Creek, and Rock Creek. Although the Forest has an abundance of rivers, none was designated as Wild and Scenic.

Another 1960s legislative thrust, the Accelerated Public Works Program of 1963, created opportunities for young people to enter programs run by the Department of Labor, including the Youth Conservation Corps and the Job Corps. These were similar in some ways to the Civilian Conservation Corps of the 1930s, but not solely dedicated to conservation. The Job Corps—which was a part of this program—was not as large as the CCC, but it was considerably longer lived. The program began in 1964 and is still operating.

The Department of Labor and the Forest Service chose Camp Angell as a Job Corps center. It is one of six Job





Job Corps enrollees paint the interior of Cape Perpetua Visitor Center, 1967.

Corps programs in Oregon. This early co-ed facility incorporated some of the original structure built by the CCC in 1941. When the Job Corps came to Camp Angell in the 1960s, they found an aging camp in need of updating. The program has found sufficient support from the public and from Congress to continue. Projects included the Cape Perpetua Visitors' Center, the Alsea Ranger Station, the Hebo Ranger District office, and expanding the Waldport Ranger Station.

## NATIONAL ENVIRONMENTAL POLICY ACT AND THE “OLOGISTS”

Of all the legislation of the 1960s and 1970s, the National Environmental Policy Act or NEPA has had the most impact on Forest Service policy and practices. This Act was introduced by Senator Henry M. Jackson and Congressman John Dingle in 1969, and signed into law in 1970. The NEPA requires an environmental analysis for all major projects, including timber sales. The NEPA also calls for public involvement and comment in the decision-making process. As a result of these requirements, the Forest Service hired many specialists in scientific fields during the 1970s, including biologists, hydrologists, geologists, archaeologists, and others collectively called “ologists” by old-time Forest Service staff. Although the Forest Service had long employed specialists for research and specific projects, the new scientific staff members were working on the ranger districts and in forest supervisors’ offices.



Karen Bennett, hydrologist, 1989.

Another environmental law created during the 1970s was the Endangered Species Act of 1973. This legislation would have a huge effect on the Siuslaw and other national forests in the 1990s.

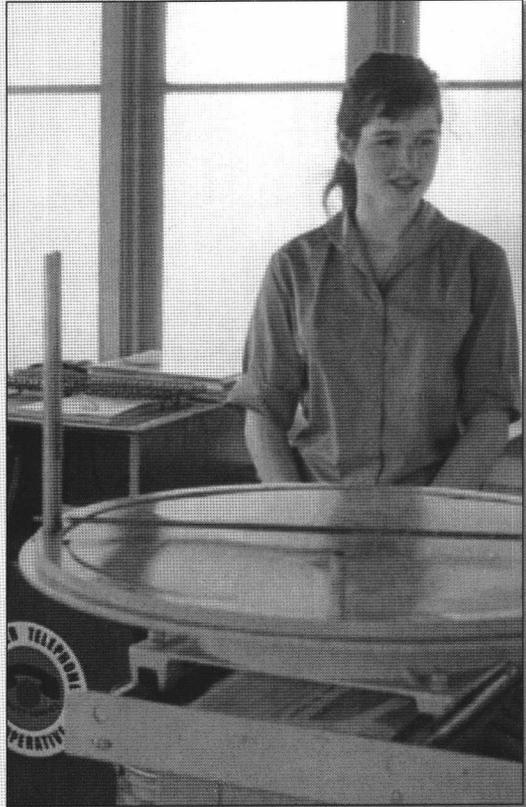
**So we needed a wildlife biologist, and we needed a soil scientist and a hydrologist. Well, those people are called the “ologists” in the Forest Service. They weren’t as much interested in fighting fire. You know, they got their degree, they went to college to be a soil scientist or a fish biologist, and they had no interest in fighting fire. So as we started hiring those folks, ...[our] workforce now is specialized and they all had an interest in their specialty and not in other realms of the Forest Service, which fire was the big one in the summer. Not saying we don’t have biologists and soil people that go out and fight fires now, but a lot of them don’t. They’re more concentrated on their careers, missions, being a biologist.**

**Dave Beck Interview, 2004**

Important changes within the culture of the Forest Service occurred during this period. Forest Service hiring and recruiting changed to create a more diverse workforce, and to include the new specialties needed for NEPA planning. As a result, the Forest Service could no longer rely exclusively on workers from local communities and forestry programs at land-grant colleges.

**Women weren't allowed to wear pants to work. It started when some of the teachers, especially kindergarten teachers, were insisting on wearing slacks to work because they had to be down on the floor with the kids and dresses just weren't working. Then the other government workers thought we ought to be able to wear our [jeans], and I was on the Umpqua then. The AO said that women absolutely would not be wearing dresses while he was here or pants suits or anything else while he was in charge. And he retired. I was a forestry tech by then and wore jeans a lot, in and out of the office, so the other women in the office said to the ranger, "If Pauline can wear pants to work why can't we?" He couldn't see any reason why not. Actually, I think he was afraid to tackle that one, and so we wore nice slacks to work and looked very attractive and then Glide was the first district that did that.**

**Pauline McGinty Interview, 2006**



Women made up a larger portion of the Forest Service staff after the 1980s.

The new personnel were not always as comfortable with the agency or with living and working in small isolated communities as their predecessors had been. Also, some of the new staff were not entirely convinced of the Forest Service's good faith in environmental stewardship. Concerned Forest Service employees in Eugene formed the Forest Service Employees for Environmental Ethics (FSEEE) during this period. In its own words, the FSEEE serves as "a vigilant watchdog over the successes and failures of the Forest Service. Our efforts to reform the agency require FSEEE to widely publicize examples such as disastrous timber policies and successful watershed restorations."<sup>22</sup>

**I don't think we as an organization or agency are as connected to the local community as we used to be. And having come from that community, I think I can make that statement fairly without being overly critical of both the outfit I work for and the community I come from. Employees here are still... pretty involved in the local community. But the Forest Service back when I came to work here, and I know before that because I know a lot of those old-timers and for a number of years after I came to work here, was viewed as a primary contributor. People here were very visible and involved in local service clubs, volunteer organizations. We were actively a part of the Chamber of Commerce. We participated in the Community Days event. We don't do that very much anymore.**

**Bruce Gainer Interview, 2005**

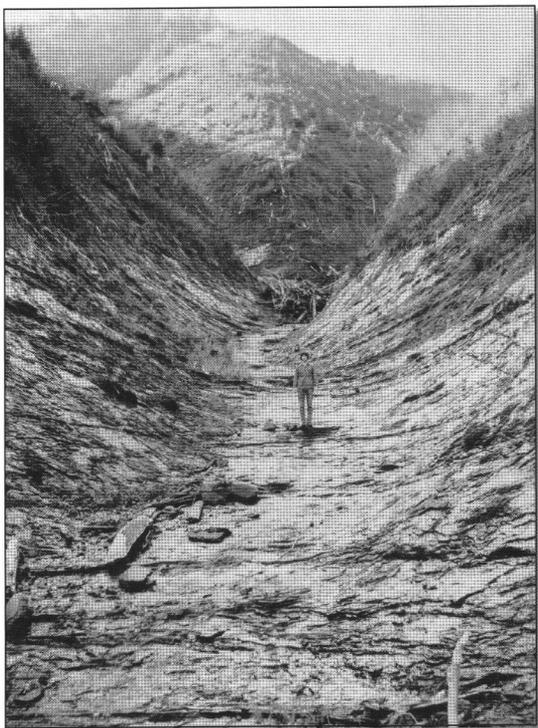
The 1970s were a time of cultural change in many aspects of American life. Leisure activities became more important, manufacturing industries declined, and ordinary people became concerned—and opinionated—about the environment. Such disparate phenomena as the media, the Vietnam War, and the drug culture influenced people's outlook. On the Siuslaw, pressure increased as more people from the Willamette Valley and metropolitan areas came to the Forest for recreation. The creation of the Oregon Dunes National Recreation Area in 1972 shows the agency's increasing interest in recreation and the larger place it was assuming in forest management.

During these years, the Forest Service became concerned about law enforcement and the need to protect visitors and staff. Threats included misuse of resources by visitors, eco-terrorism, and marijuana cultivation. Retired Siuslaw Law Enforcement Officer (LEO) Bruce Gainer commented in an interview that there were 23 LEOs in Region 6 at the start of the 1970s, and over 120 by the 1980s. Gainer himself logged over 1500 hours in a helicopter searching for marijuana plantations on the Siuslaw. At the peak of activity, Gainer found over 200 plots in one year.<sup>3</sup> Eco-terrorism began in the 1970s and continued through the 1980s and 1990s. On the Siuslaw, protestors burned herbicide helicopters in 1980. The destruction of the Oakridge Ranger Station on the nearby Willamette National Forest in 1996 was one of the most visible terrorist actions.

The forest issue that defined the 1970s and 1980s was clear-cutting. Silviculturalists advocated clear-cutting as the most efficient and cost-effective strategy for logging and replanting Douglas fir forests. Evidence from studies at the University of Washington and other institutions supported the practice.<sup>4</sup> Critics of the practice brought up its negative effects on the landscape and on wildlife. Finally, two national forests far from the Douglas fir country—the Bitterroot National Forest in western Montana and the Monongahela National Forest in West Virginia—were the setting for serious confrontations between environmental groups and the Forest Service. Environmental

groups sued, and the courts ruled against the Forest Service. In 1976, Congress passed legislation to regulate clear-cutting on Oregon and California lands administered by the Forest Service and the Bureau of Land Management. These laws mandated additional environmental planning, required management for species diversity, and limited clear-cutting to 40 or 60 acre plots.

On the Siuslaw, two environmental lawsuits had important consequences for forest management. These were the Gilmore suit in 1972 and the Mapleton suit in 1984. The Gilmore suit came as the environmental community's response to serious landslides on steep clear-cut slopes. Slides on the Bell Divide sale ran into Fivemile Creek, a tributary of Tahkenitch Lake. The outcome of the Gilmore suit was that the courts suspended logging in the south end of the Gardiner Ranger District. The Mapleton suit suspended logging on sales on the Mapleton District requiring road construction. Sales were permitted on a case-by-case basis for several years until the judgment was overturned.<sup>5</sup>



Stream washout, 1990.



Log truck protest, 1976.

Through the 1970s and 1980s, the Siuslaw and other forests in Region 6 incorporated the new planning procedures and management objectives into their operations. Timber sales continued at a substantial pace on the Siuslaw, with yearly volumes ranging from a low of 254.8 million board feet sold in Fiscal Year (FY) 1989 to a high of 406.6 million board feet sold in FY 1981. Yearly sales from FY 1980 to FY 1990 averaged 344 million board feet. The cut consisted of second-growth Douglas fir, western hemlock, and some Sitka spruce, mostly trees in the 100-150 year age range. These trees were natural reproduction after the huge forest fires of the mid-1800s. Herbicide applications and clear-cuts drew protests during the 1980s, and both of these practices received attention from the media, especially in the urban areas of Portland and Eugene. Herbicide applications in the Alsea Valley prompted a large protest on the Forest.

### **Events of the 1990s**

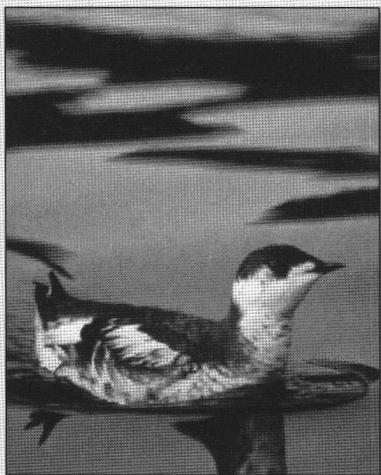
- **Siuslaw National Forest *Land and Resource Management Plan*, 1990**
- **Northern Spotted Owl listed as endangered, 1990**
- **Marbled Murrelet listed as endangered, 1992**
- **Snowy Plover listed as endangered, 1993**
- **Clinton Environmental Summit, Portland, April, 1993**
- ***Forest Ecosystem Management*, July, 1993**
- **Draft Supplemental EIS for Spotted Owl zone, July, 1993**
- **Final Supplemental EIS for Spotted Owl zone, February, 1994**
- ***Record of Decision for Amendments to Forest Service and Bureau of Land Management Planning Documents within the Range of the Northern Spotted Owl (aka The Northwest Forest Plan)*, April, 1994**
- **Siuslaw National Forest *Forest Plan Merger Document*, December 1996**

In 1990, the Siuslaw prepared its *Land and Resource Management Plan*. Other national forests in Region 6 prepared comprehensive plans in the same year. These were substantial documents prepared in accordance with the National Environmental Policy Act of 1969 and the National Forest Management Act of 1976. The Siuslaw's 1990 plan was to remain in force through a 10-year cycle, with revisions scheduled in 2000. The plan was to establish the following:

- Forest-wide multiple-use goals
- Forest wide strategy to meet NFMA requirements
- Management areas within the Forest and their specific requirements

- Allowable timber volumes
- Evaluation and monitoring strategy<sup>6</sup>

The major issues listed in the 1990 plan consisted of 25 items, all of which were at least somewhat contentious. The top six were timber, old-growth forest, watershed, fish habitat, wildlife and endangered species, and recreation. The northern spotted owl had recently been listed as an endangered species, so the *Plan* designated 13,587 acres of old-growth forest as spotted owl habitat that would not be logged. The total old-growth reserve was 30,807 acres in the 1990-2000 decade and 23,329 acres in subsequent decades.<sup>7</sup> Timber volume for the 1990-2000 decade was to average 332 million board feet each year.



Marbled murrelet.

**We found the first [marbled murrelet] nest in Oregon in 1990. There were no nests known in Oregon to my knowledge until 1988, and there was only one nest known in North America and that was found in 1977 down in the Olympic State Park and that was found accidentally. So actually the Audubon Society has put out a reward for the first person to find a marbled murrelet nest because it was the last species in North America that hadn't been found. And that nest was found accidentally in 1977. So up until the early part, I think, the late 80s and early 90s that research really began on the murrelet.**

**Kim Nelson Interview, 2004**

**I think it was about 1990 that the marbled murrelet/spotted owl issue came on board, and we kind of were in a transition mode for a time. There was a time when we got away from planning and did things like marbled murrelet surveys. Doing recreation work, which was something different for me, but we couldn't do the planning like we used to. It had to be other things. We had to transition to other things.**

**Bruce Buckley Interview, 2004**

The northern spotted owl was listed as endangered in 1990. Listings for the marbled murrelet, coho salmon, the snowy plover, and other species found on the Siuslaw followed. The region-wide 1990 planning effort came under criticism in the courts, and the courts ordered the forests within the northern spotted owl's range to suspend timber production

and other management activities until issues could be resolved. In 1993, President Clinton called for an environmental conference to be held in Portland in April. The conference would examine the controversy and propose solutions. President Clinton mandated an inter-agency group called the Forest Ecosystem Management Assessment Team (FEMAT). In July of 1993, FEMAT published its report, called *Forest Ecosystem Management: an Ecological, Economic, and Social Assessment*.



President Clinton's Environmental Summit, Portland, 1993.

In the wake of the FEMAT report, the Forest Service and the Bureau of Land Management created an interagency team to prepare an Environmental Impact Statement (designated the "Supplemental Environmental Impact Statement" or SEIS) to

**Timber cutting and other operations on lands managed by the Forest Service and the Bureau of Land Management within the range of the northern spotted owl have been brought virtually to a halt by federal court orders for several reasons. Foremost has been the failure of the agencies to produce plans that satisfy the requirements of several laws including the National Forest Management Act of 1976, the Endangered Species Act of 1979, and the National Environmental Policy Act of 1969. Shortcomings have included delays in meeting court-imposed time schedules, inadequate environmental impact statements, and numerous proposed management actions (e.g. timber sale proposals) that resulted in "jeopardy opinions" from the U.S. Department of the Interior, Fish and Wildlife Service.**

***Forest Ecosystem Management: an Ecological, Economic, and Social Assessment [the FEMAT Report]***

### **Agencies contributing to the FEMAT Report**

- **US Department of Agriculture, Forest Service**
- **US Department of Commerce, National Marine Fisheries Service**
- **US Department of the Interior, Bureau of Land Management**
- **US Department of the Interior, Fish and Wildlife Service**
- **US Department of the Interior, National Park Service**
- **Environmental Protection Agency**

serve as a planning document for the national forests and BLM's O&C lands within the range of the northern spotted owl. This area included forests and O&C lands throughout western Washington, western Oregon, and northern California. The 1990 Siuslaw Forest Plan and Forest Plans for eight other forests in Region 6 would be affected by the new supplemental EIS. The supplemental EIS was available in draft in July, 1993, and in its final form in February, 1994. Two months later, the interagency group published the "Record of Decision" for amending previous plans of national forests and O&C lands within the range of the northern spotted owl. This document is generally known as the *Northwest Forest Plan*.

**Fairly early on, we recognized that this critter [the northern spotted owl] was going to be fairly difficult to manage just because they use such large areas and they seem to like old forests. Of course, back in those days (this was the early '70s through about the early '80s) the management agencies were not really prepared to deal with something like that. The focus was mainly on producing wood volume. That's where most of our direction was coming from. So fairly early on we recognized that there was somewhat of a conflict there.**

**Eric Forsman, member of the FEMAT team, Interview, 2004**

The *Northwest Forest Plan* follows Alternative 9 of the FEMAT report. The *Plan* established that the range of the northern spotted owl on federal land consisted of more than 24 million acres. This land was to be managed as follows:

**Congressionally Reserved Lands**—30% of the range, consisting of National Parks, Wildlife Refuges, Wilderness Areas, and Wild and Scenic River corridors, was already protected by previous legislation.

**Late Successional Reserves**—30% of the range, consisting of forests to be managed as old growth or mature coniferous forests could not be logged.

**Adaptive Management Areas**—6% of the range, consisting of lands open to experimental management strategies, could be logged on a trial basis.

**Managed Late Successional Areas**—1% of the range, consisting of late successional forest land not necessarily managed as reserves, could be logged.

**Administrative Withdrawals**—6% of the range, designated as administrative sites by the Forest Service, was already protected.

**Riparian Reserves**—11% of the range, consisting of lands reserved for watershed management, could not be logged.

**Matrix**—The remaining 16% of the northern spotted owl's range was available for logging.

In effect, 78 percent of the national forest and O&C land within the northern spotted owl range was reserved and was not available for timber harvest. Twenty-two percent—the matrix lands and the “adaptive management areas”—would be available for timber sales. Authors of the *Plan* estimated that timber volume from all federal lands within the range of the northern spotted owl would dwindle to 1.1 billion board feet.<sup>8</sup> This would be the total cut for all national forests and O&C lands within the northern spotted owl habitat. For comparison, the Siuslaw alone cut 420 million board feet, or about 38% of this amount in 1988.

The Siuslaw set about incorporating directions from the *Northwest Forest Plan* into an amended version of its 1990 *Lands and Resource Management Plan*. The resulting “Forest Plan Merger Document” was published in December of 1996. The effects on the Siuslaw were profound. Timber sales diminished from 381.7 million board feet in 1990 to 12.4 million in 1991, and then to 4.2 million in 1992. Other activities, however, would flourish in the new environment. These included stream restoration projects, heritage projects, and wildlife management.

**In summary, I would generalize by saying that the Forest Service has been accused of practicing industrial forestry on public lands and found guilty, although we did it as well or better than anyone. But there is no right way to do the wrong thing. Now we need to develop a new art, that of ecosystem management.**

**Forest Supervisor James Furnish, 1994**

The Siuslaw is not the only source of timber for the coast, of course, and the highly productive state forests and private lands have contributed most of the total cut for western Washington and Oregon. Private forests and state forests are not governed by the *Northwest Forest Plan*, but they are required to develop Habitat Conservation Plans on 100-year planning cycles.

# The Road We've Traveled

## Decades of Change

### 1970s to 1980s

Clearcut Harvest  
350-450 mmbf/yr

Restoration  
tied to  
mitigation of  
timber harvest  
activity

Forest  
Management  
Controversies

### 1990s

Began  
thinning  
plantations  
for habitat  
objectives

Large-scale  
scientific  
assessments

High priority  
restoration  
areas identified  
by large-scale  
assessments

Northwest  
Forest Plan,  
1994

Roads  
identified to  
provide long-  
term access.  
Other roads  
waterbarred for  
stability.

Reduced Budgets:  
\$28,000,000 (1990 dollars) to  
\$12,000,000 (2001 dollars)

1996-97 storm  
damage  
accelerated road  
decommissions  
and instream  
habitat restoration

Increased  
collaboration  
with  
watershed councils  
and other partners

Oregon Plan  
for Salmon &  
Watersheds

Partners

### 2000s

Forest focuses on multi-  
resource restoration in  
high priority areas on  
both federal and private  
lands.

Watershed  
Councils

Clean Water  
Healthy Habitats  
Species Recovery

SIUSLAW NATIONAL FOREST'S JOURNEY

Endangered Species Act - Clean Water Act

Social and Political Influences

Judicial  
Decisions

Endangered  
Species  
Listings

Recovery Plans  
& Consultation,  
Critical Habitats  
Identified

Clean Water  
Action Plan

## SOCIAL AND CULTURAL CONSEQUENCES

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The environmental legislation of the 1980s and 1990s had a profound effect on Oregon's wood products industry. New laws protecting endangered species, creating wilderness areas, repairing damaged watersheds, and limiting logging reduced the cut from federal lands, and perhaps threatened the whole industry. Through the 1980s there were about 30,000 jobs in wood products state-wide. Economists viewed these primary production jobs as support for other jobs at a 1:4 ratio, so that as many as 150,000 jobs were tied to the lumber industry in the state. About 56 percent of Oregon's timber originated on federal lands in 1988.<sup>9</sup>

As the 1980s ended, the economic consequences of interrupting the flow of federal timber to the mills were all too apparent in the Pacific Northwest. In October 1988, Oregon Senator Mark Hatfield and Washington Congressman Brock Adams sponsored a bill which would guarantee a federal cut of 9.6 billion board feet through the summer of 1990. The new 10-year management plans that national forests were preparing for 1990 were expected to offer long-term solutions. The Hatfield-Adams bill also sponsored research into the northern spotted owl's habitat and range. The Florence *Siuslaw News* announced that timber sales would soon resume throughout the Siuslaw National Forest, except on the Mapleton District, where sales were still restricted by a 1984 injunction. The Supreme Court later rejected the Mapleton District's request to resume sales, and then the 9th Circuit Court overturned the 1984 injunction.<sup>10</sup>

By 1989 the lumber industry was panicking about the timber supply from federal lands. Auction prices for Douglas fir stumpage on the Willamette National Forest reached a record of \$1,567 per thousand board feet on December 27, 1989. It is



With diminishing cuts, log exports from federal lands became controversial.

questionable whether a mill could produce lumber profitably with this price for logs, but concern for timber supply had provoked a bidding war.<sup>11</sup>

Mills on the coast began to close in the early 1990s as the cut from the Siuslaw and the BLM's O&C lands diminished. In February of 1991, the Bohemia Lumber Company closed their mill in Drain, but continued operations in their mill in Gardiner. This historic mill town had been a center of the industry for 125 years. The Bohemia mill at Gardiner employed 300 workers and produced 700,000 board feet of lumber each day. Then, in November of 1992, Bohemia closed the Gardiner mill. The Davidson Industries mill in Mapleton closed June 3, 1993, threatening a 45-year old family business and the principal industry in Mapleton. One month later, at the end of July, 1993, the International Paper linerboard plant in Gardiner closed. This was the second large mill to close in Gardiner in nine months.

Mill closures and layoffs have always been a feature of the lumber business or any other cyclical industry. The closures of the 1990s were different, however, because they were not temporary. Mills were dismantled, the machinery sold, and the land left vacant. With the dismantling of the mills came an ominous reduction in the industrial capacity of the region.

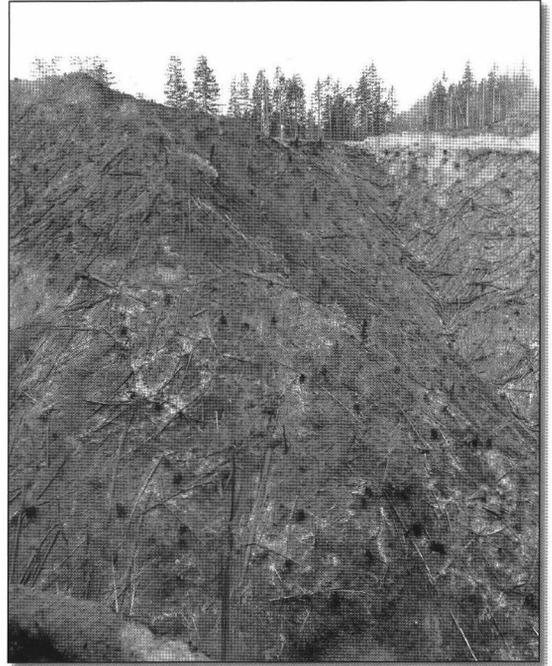
**Those who have worked in the woods and the mills like their fathers and grandfathers before them watch with uncertainty as Davidson Industries closes its doors today, signaling the end of an era of logging in the Siuslaw Valley.**

***Siuslaw News, June 30, 1993, p.1***

## ECONOMIC EFFECTS

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On June 30, 1993, Lane County lumber industry leader Kay King of King Logging led a demonstration protesting the proposed *Northwest Forest Plan*. King and about 200 industry representatives drove hearses carrying caskets painted with the names of timber communities. A mock funeral for the industry was held at the federal building in Portland. The Clinton Administration estimated that 6,000 jobs would be lost in the industry because of the *Northwest Forest Plan*. The industry itself estimated that 70,000 jobs would be lost. The former number reflects the number of jobs to be lost after the plan was implemented, and the latter number reflects the total number lost through the environmental legislation of the 1980s and 1990s.<sup>12</sup> Announcing the death of the timber-dependent communities was a little premature, however.



Steep clear-cut slope.

Projections from economists in Washington, DC, as well as the Pacific Northwest, showed that the region's economy would continue to grow despite the displacement of lumber workers. Both Oregon and Washington would create more new jobs than they would lose, thanks to the healthy economy of the 1990s. "What the forecast showed... was an expected growth in the economy despite the loss of thousands of jobs in the timber industry... But whether the people who are losing their jobs are the same as those who are finding new jobs is impossible to determine."<sup>13</sup> In effect, the Clinton Administration reasoned that the timber jobs could be sacrificed without harming the economy as a whole.

**The bottom line [for the *Northwest Forest Plan*] on the balance is compliance with the law. One question that is not being asked and gets very little recognition is that the solution has to be in legal compliance; as if the President could have made any decision and it would have been all right, What is compliance? Being 99 percent sure it will meet the law? Being 90 percent sure? How about 70 percent, or 60 percent?**

**USDF Forest Service Chief Jack Ward Thomas quoted in the *Siuslaw News*,  
July 28, 1993**

The economic changes afflicting the coast in the 1980s and 1990s are best seen as part of the nation-wide movement towards a post-industrial economy. Industrial production throughout the U.S. was diminishing during these years, as evidenced by declines in textile production, steel, machinery, and other manufactured goods. Lumber towns in Oregon were having hard times, but so were textile towns in the South and manufacturing towns in the Midwest—soon to be called “the rust belt.” In the future manufactured products were to be imported but not produced in domestic mills or factories. The new post-industrial economy created jobs in services, construction, retail, information technology, and finance.

## EFFECTS ON THE SIUSLAW

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As the scope of the *Northwest Forest Plan* became known to the public, the Siuslaw National Forest and the Forest Service in general found itself in an awkward position. The new environmental laws required active compliance from the Forest Service and the Bureau of Land Management. These agencies were to some degree invested in the era of high timber production, however, since their budgets benefitted from timber sales. Many of the staff were from small towns on the coast and had cultural ties with the lumber industry. They also had strong ties with the region and the forest itself. It was difficult for these people to see themselves as environmental villains or political losers.

The Siuslaw's annual budget was reduced from \$28,000,000 in 1990 to \$12,000,000 in 2001. During the same period, the Forest's staff declined from 330 to 150. Uncertainties in budget and staffing reduced morale. In addition, the feeling persisted that the Forest Service had somehow lost prestige and the public's trust.

**Where I grew up, “uncle” was a term to indicate submission. The glimpse we’ve all had of the President’s Forest Plan for the Northwest provides ample evidence that management of federal lands is forever altered. The legal system has been used very effectively to bend our arm just about to the breaking point. It’s my hope that Forest Plan serves as an overt admission that our old methods were not sustainable, that we can just say “uncle,” pick ourselves up off the ground and get busy finding out if new ideas achieve what we’re after.**

**Forest Supervisor James Furnish, 1994**

The Siuslaw, like other national forests, sold surplus land and facilities as the staff declined and the Forest consolidated. The program of “Conveyances of Administrative Sites” sold the Waldport residences and the Alsea Ranger Station. Other properties including the Gardiner Ranger Station, the Mapleton residences, Big Elk campground, and the Cedar Creek administrative site are scheduled for sale. In addition to producing revenue for the Forest, these sales help the counties, since the lands sold are no longer exempt from property tax.

A lingering issue associated with the diminished cut was the Forest Service's long-standing policy of sharing timber revenues with local governments in lieu of property taxes. This practice dates back to the creation of the Forest Service. Counties could not collect taxes on federal lands, but the Forest Service compensated the counties with a share of timber sales revenue. As timber production declined, these revenues were lost, although the counties still needed to provide the same services. Oregon and Washington legislators were able to pressure the federal government to make up some of the lost revenues on a temporary basis, but no permanent solution has been found.

## THE SIUSLAW NOW: TIMBER AND FOREST ECOLOGY

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In the wake of the *Northwest Forest Plan*, all national forests and BLM districts in the range of the northern spotted owl saw their timber harvests cut by at least 80 percent. The Siuslaw and the Olympic National Forest in Washington had both the northern spotted owl and the marbled murrelet, so they were especially vulnerable. According to the 1996 *Siuslaw Forest Plan Merger Document*, about 8,833 acres (or 1.4 percent of the forest) remain in the Matrix lands category after lands classified as Congressionally Reserves Areas, Late Successional Reserves, Adaptive Management Areas, Riparian Reserves, and Scenic Viewsheds were defined and eliminated from consideration for logging. The 1.4 percent of Matrix land on the Siuslaw is considerably less than the 16 percent envisioned by *Northwest Forest Plan*.

The timber base provided by the Matrix lands, however, had been augmented by new management of lands in other categories. Much of the land on the Siuslaw intended for future northern spotted owl habitat is land that was logged and replanted 20 to 50 years ago. The goal for this land is to create late successional reserves of diverse species in multiple age classes. The timber plantations, however, are even-aged and consist mostly of Douglas fir. The Thinning for Diversity (TFD) program removes trees from the old plantations to lower stand density and permit introduction of species other than Douglas fir. Western red cedar, western hemlock, and Sitka spruce now contribute to the species mix on many former Douglas fir monoculture plantations. Deciduous trees also establish themselves after thinning. Since the Douglas fir removed is merchantable timber, harvests in recent years on the Siuslaw have risen to around 40 million board feet, or about 8 percent of the annual harvest during the 1960-1990 period.

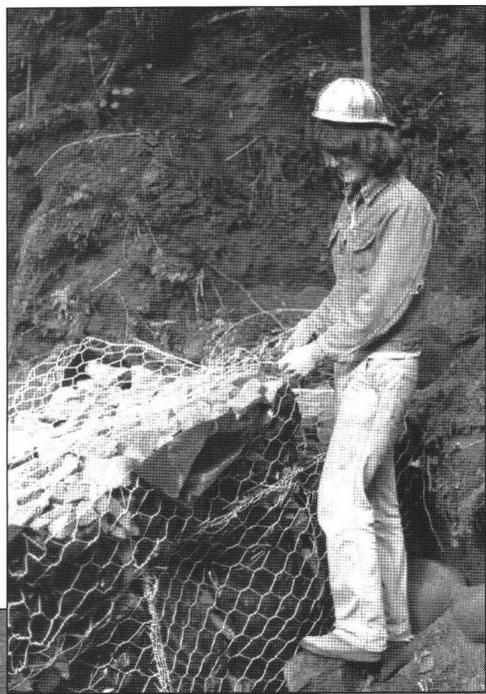
In addition to thinning, the Forest has pursued opportunities for reforestation and for managing plants other than trees. Special Forest Products on the Siuslaw include medicinal plants like *Digitalis*, mushrooms, greenery, and nursery stock. Tribal groups harvest native plants for traditional crafts and other purposes. New strategies for controlling invasive plants, especially in the Oregon Dunes, are having a positive effect.



Thinned stands favor diverse species. Tom Iraci photo 2008.

## THE SIUSLAW NOW: WATERSHED PROTECTION AND RESTORATION

One of the areas of emphasis in the post-1990 years on the Siuslaw has been watershed restoration. In the 1990 *Land and Resource Management Plan*, Forest managers noted that streams needed to be protected and restored for fish habitat and watershed quality. Protective measures included avoiding streams during logging, maintaining streamside vegetation, and protecting streams during road building. These measures created an ancillary problem for restoring damaged streams, however, because avoiding the streams limited access to them and made it impossible to use heavy equipment required to do the restoration work. "Building structures to create spawning and rearing habitat for fish, modifying blockages to fish passage, and providing resting pools... are often effective, but... are generally feasible only in those steams (probably less than 5 percent of the total) that are accessible to heavy equipment."<sup>14</sup>



Volunteer working on habitat restoration.

Before the 1990s, funds for restoring habitat were tied to timber sales. The amount of work proposed was directly related to the amount of timber harvested and the amount of damage to the watershed. Knutsen-Vanderberg funds were available for fish habitat, but these were also tied to timber sales. In effect, then, restoration of streams and riparian zones was difficult to accomplish. The total annual amount of restoration work projected in 1990 was 100 acres per year.<sup>15</sup>

In the post-1990 years, watershed management and restoration received new emphasis and additional funding opportunities. Watershed surveys and planning studies identified problem areas. A large portion of the critical riparian areas and salmon habitat are on private land, so watershed management required collaborative planning. Partnerships between the Forest, private land owners, and other land management agencies made it possible to do planning and implementation on a scale that could change whole watersheds. Watershed councils made up of land managers and concerned citizens created a constituency much broader than the Forest Service alone.

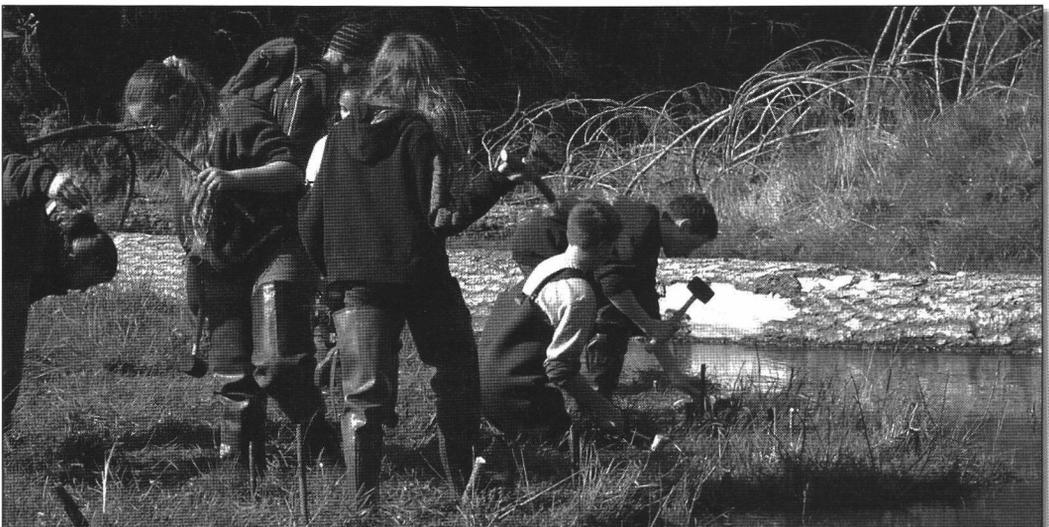
An excellent example of this new coordinated approach to watershed restoration is the Karnowsky Creek Restoration Project begun in 2001. Early settlers had channeled this tributary of the lower Siuslaw River to divert the stream from the bottom land, which they used for grazing cattle. Salmon reproduction zones were lost. Logging on steep hillsides had created unstable slopes. The Siuslaw Watershed Council was the lead organization for the project.



Restoring the Karnowsky Creek required special equipment that would protect the fragile wetlands.

The Siuslaw provided expertise and volunteers provided much of the labor. Restoration work included returning the stream to its original channel, adding woody debris to the stream, planting western red cedar and willow, removing roads, lengthening bridges, and acquiring private lands in the vicinity. At its completion in 2004, the Karnowsky Creek project won the international Theiss River Prize for conservation.<sup>16</sup>

Closely related to watershed and stream rehabilitation is fisheries management. Salmon and steelhead management has been a significant issue on the coast for decades. Fish hatcheries on major streams have provided salmon and steelhead for sport and



Students participate in watershed projects.

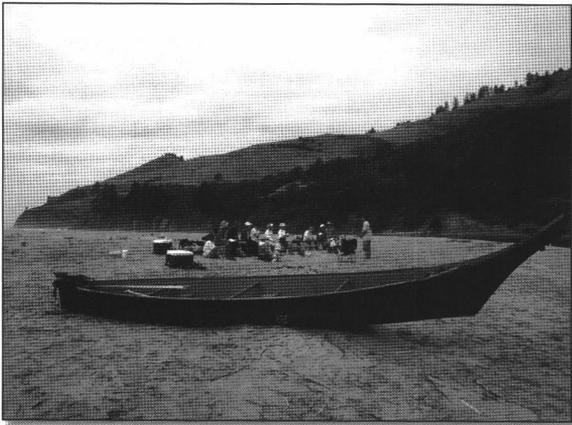
commercial fishing since the beginning of the state hatchery program in the 1910s. In recent years, the biological community has lost confidence in the long-term efficacy of hatcheries, and embraced programs that improve the spawning and rearing habitat of native fish. Since the 1990s, cooperative management programs and partnerships with conservation groups have enabled the Siuslaw to provide professional expertise to salmon habitat work. The listing of the silver or coho salmon as an endangered species added to the importance of fish habitat restoration.

Wildlife has been another area of concern over the decades, but the emphasis has shifted in recent years from game species to endangered non-game species, including invertebrates such as the Oregon silverspot butterfly. The Grass Mountain State Game Reservation was set aside in 1913 to perpetuate elk in the central coast country. Elk habitat improvement is carried on throughout the Forest as needed.



## THE SIUSLAW NOW: HERITAGE AND TRIBAL RELATIONS \_\_\_\_\_

Since the legislative programs of the 1960s, concern for the human elements in the environment has been a part of Forest planning. Laws relating to cultural resources on federal land date back the National Antiquities Act of 1906. The current mechanism for administering this law and others that protect antiquities was formulated in the National Historic Preservation Act of 1966. This legislation created the Section 106 review process that examines all Federal undertakings for potential threats to cultural resources.



In 2003 the Forest and western Oregon tribes collaborated on a heritage expedition, lower Salmon River estuary.

During the 1930s, as part of the New Deal, the federal government created programs to document American cultural resources within the built environment of structures and buildings. These programs were the Historic American Building Record and the Historic American Engineering Record, which maintain archives of reports, documents, plans, and photographs of significant structures. The major bridges on the coast highway, for example, are documented on the Historic American Engineering Record. Similar to these programs but broader in scope is

the National Register of Historic Places (NRHP), created in 1966 as part of the National Historic Preservation Act. The National Register maintains reports, plans, and photos of cultural resources including archaeological sites, buildings, traditional cultural properties, and cultural landscapes. Nomination to the National Register, or a formal determination that a resource is eligible for nomination, establishes that a resource is worthy of long-term protection.

The Archaeological Resources Protection Act of 1979 gave the Forest additional legal responsibility for archaeological resources and sites. Finally, in the 1990s, amendments to the National Historic Preservation Act and the passage of the Native American Graves Protection and Repatriation Act led to closer cooperation



Tribal member shows students a tule duck decoy at the Tsilila Festival.

## **National Register Resources on the Siuslaw Include the Following:**

### **Archaeological Resources –**

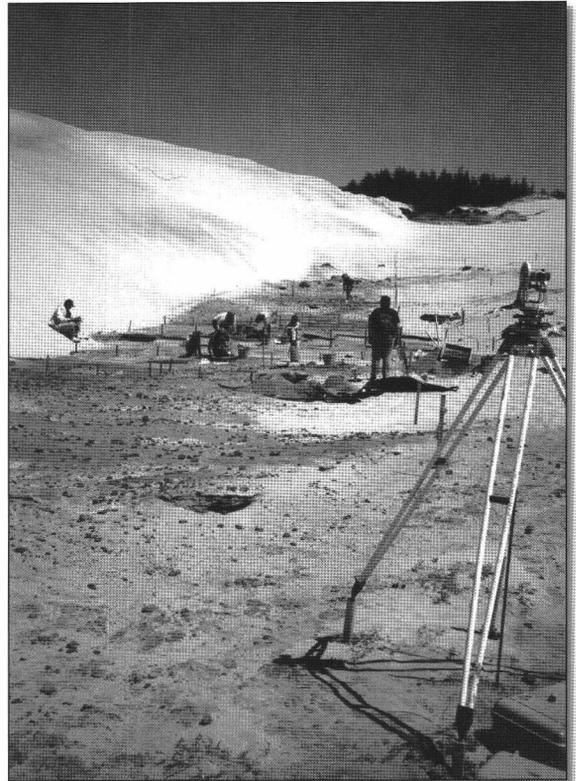
- **Tahkenitch Landing Site (35-DO-130)**
- **Cape Perpetua Site (35-LNC-54)**
- **Good Fortune Point Site (35-LNC-55)**
- **Good Fortune Cove Site (35-LNC-56)**
- **Cape Creek Site (35-LNC-57)**

### **Historic Resources—**

- **Heceta Head Lighthouse and Keepers' Quarters**
- **Cape Perpetua CCC West Shelter and Stone Parapet**
- **Spruce Production Railroad XII, Spur 5**

between the Forest and tribal organizations of the central coast. These include the Confederated Tribes of Siletz Indians, the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians, the Confederated Tribes of the Grand Ronde Community of Oregon, and the Coquille Indian Tribe. Through its Heritage program, the Forest maintains government-to-government relations with the tribal groups, particularly regarding archaeological sites, sacred places, traditional craft materials, and lifeway documentation.

In 1991, the Forest Service began the Passport in Time (PIT) program, which provided an opportunity for volunteers to get involved in cultural work, including excavating sites, documenting and restoring structures, and other hands-on efforts. The program on the Siuslaw has been popular over the years, and has contributed to our knowledge of the prehistory and history of the coast country.



Western Oregon University students and PIT volunteers excavating the Siuslaw Dunes site, 2000.

I like to look for historic sites and find some shell middens here and there, some fish weirs that no one knew about. It's kind of neat to tell [Forest Archaeologist] Phyllis [Steeves], "Hey, we've got a fish weir up on the Siuslaw. Do you know about it?" "No." So we get to take people out... Three or four years ago, I was out in the south side of the Siuslaw River, low tide, found these sticks and they were kind of interesting because they were split. Most fish weirs are just round sticks, cut sticks. These were split. And I had been out there before and never saw them before. They didn't catch my attention. Told Phyllis about it, think we went out and looked at it. Then that year they had a PIT project, we went back. Phyllis took a sample. I'm not sure what developed from that, but it was split wood instead of round sticks, which was one unusual feature. It was in an area that a lot of people go to. I talked to one of the local tribal members; he didn't know about it. "No, I didn't know there was a fish weir over there." Kind of neat to find those things.

Dave Beck Interview, 2004

## THE SIUSLAW NOW: PUBLIC STEWARDSHIP

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One of the most visible changes from earlier years of Forest Service management is the emphasis on cooperative decision-making. Watershed councils, public stewardship groups, and partnership with community organizations touch many aspects of day-to-day work on the Siuslaw. The new culture of the Forest Service emphasizes public participation and a pre-requisite to major policy decisions or individual projects.



Tour group on Marys Peak.

**Restoration, Recreation, and Partnerships are what make this Forest tick. It's our niche, and what we do best with the natural resources we've been given on this Coastal forest. It doesn't matter whether we are assisting an off-highway vehicle rider, providing fish-friendly culverts that provide a natural path for fish to spawn in forest streams or meeting with a member of one of our valued communities we work with. Each of our tasks is unique and contributes to the whole of this Forest.**

**Forest Supervisor Bernie T. Gyant, 2008**

- <sup>1</sup> Siuslaw National Forest “Report on Multiple Use Management in 1962” (on file, Waldport, OR: Siuslaw NF) 1.
- <sup>2</sup> FSEEE website.
- <sup>3</sup> Bruce Gainer Interview (on file, Waldport, OR: Siuslaw NF).
- <sup>4</sup> See Gerald F. Williams, 114 to 117 for an excellent history of the controversy, 1903-1976.
- <sup>5</sup> Don Large comments, 2008.
- <sup>6</sup> Siuslaw National Forest, *Land and Resource Management Plan* (on file, Waldport, OR: Siuslaw NF, 1990) I-1. (**hereafter cited as Siuslaw National Forest Plan**)
- <sup>7</sup> Siuslaw National Forest *Plan*, 1990, III-3.
- <sup>8</sup> USDA Forest Service and USDI Bureau of Land Management, *Record of Decision for Amendments to Forest Service and Bureau of Land Management Planning Documents Within the Range of the Northern Spotted Owl* (on file: Washington, DC, USGPO, 1994) 24.
- <sup>9</sup> *Siuslaw News*, October 18, 1989, 12B.
- <sup>10</sup> *Siuslaw News*, November 8, 1989, 1.
- <sup>11</sup> *Siuslaw News*, December 27, 1989, 1.
- <sup>12</sup> *Siuslaw News*, July 28, 1993, 1.
- <sup>13</sup> *Siuslaw News*, July 28, 1993, 1.
- <sup>14</sup> Siuslaw National Forest *Plan*, IV – 35.
- <sup>15</sup> Siuslaw National Forest *Plan*, IV – 35.
- <sup>16</sup> Siuslaw Watershed Council, “Karnowsky Creek Restoration Proposal” (on file, Eugene, OR: 1991).