

C O N F E R E N C E   R E P O R T

# THE FIRES



# NEXT TIME

C O N F E R E N C E   R E P O R T

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*Presented on Thursday, December 7, 2000*

*At Boise State University*

*Boise, Idaho*



*Principal Author:*

*John C. Freemuth, Ph.D., Senior Fellow*

*Andrus Center for Public Policy*

*Presented by:*



**The Idaho Statesman**  
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# THE FIRES NEXT TIME

## CONFERENCE SCHEDULE

- 8:15 AM** WELCOME: Margaret E. Buchanan, President and Publisher  
*The Idaho Statesman*
- 8:20 AM** OPENING REMARKS AND INTRODUCTIONS: Cecil D. Andrus, Chairman  
The Andrus Center for Public Policy
- 8:30 AM** KEYNOTE ADDRESS: Stephen Pyne, Arizona State University, Tempe  
Professor of Biology and Society Programs, Ph.D., author of a dozen books,  
including *Fire in America* and *Worldfire*
- 9:00 AM** FIRE SCIENCE PANEL: Moderated by John Freemuth, Ph.D., Senior Fellow  
The Andrus Center for Public Policy
- Ross Gorte, Congressional Research Service, Washington, D.C.  
Senior policy analyst at CRS, Ph.D. in forest economics, an expert on the economics  
of wildfire prevention and suppression
- Robert Nelson, University of Maryland, College Park  
Professor of Environmental Policy, Ph.D., author of five books on public lands  
management and property rights, an expert consultant on using market options to  
solve resource management issues
- Leon Neuenschwander, University of Idaho, Moscow  
Professor of Forest Resources, Ph.D., nationally-recognized expert on fire and  
restoration ecology
- 10:30 AM** STAKEHOLDERS PANEL: Moderated by Marc Johnson  
Board Member of the Andrus Center for Public Policy, partner in  
The Gallatin Group
- James B. Hull, Texas Forest Service, College Station  
State Forester, Director of the Texas Forest Service, and Chair of the Fire Committee of  
the National Association of State Foresters
- Darrell Knuffke, Vice President, The Wilderness Society, Washington, D.C.  
Vice President for Regional Conservation, experienced in western resource issues from  
both the land agency and environmental perspectives
- Brad Little, Little Land and Livestock, Emmett, Idaho  
Owner and operator of a farming and ranching operation in southwestern Idaho,  
well known for his ability to work with everyone around the table and to articulate  
the cause of responsible use of public lands
- Jaime Pinkham, Nez Perce Tribal Executive Committee, Lapwai, Idaho  
An effective negotiator, a respected consultant, a trained and eloquent spokesman for  
resource issues on Native American lands

James S. Riley, Intermountain Forest Association, Coeur d'Alene, Idaho  
Executive Director of IFA, articulate speaker, consultant to members of Congress on issues that advance active resource management compatible with environmental stewardship

Jim Smalley, National Fire Protection Association, Quincy, Massachusetts  
Senior Fire Service Specialist, Director of the National Wildland/Urban Interface Fire Program, former manager of a national technical assistance program for the U.S. Fire Administration

Gary Wolfe, Rocky Mountain Elk Foundation, Missoula, Montana  
President and CEO of RMEF, Ph.D. in wildlife biology, a respected leader on issues affecting wildlife management

**12:30 PM** LUNCHEON: Speaker: Richard T. Gale  
Chief of Fire and Aviation Management, National Park Service  
Jordan Ballroom, BSU Student Union

**2:00 PM** POLICY-MAKERS PANEL: Moderated by Marc Johnson

Larry Hamilton, Bureau of Land Management  
Director of BLM's National Office of Fire and Aviation, former BLM State Director for Montana and the Dakotas, a Ph.D. from the University of Denver

Dirk Kempthorne, Governor of Idaho  
Current Chairman of the Western Governors' Association, former U. S. Senator, former mayor of Boise

Lyle Lavery, USDA-Forest Service  
Regional Forester, USFS Region II, 30-year veteran of the Forest Service, recently named to head the implementation of the Forest Service's national fire plan

Mike Simpson, U.S. Representative  
Second-term congressman from Idaho's Second Congressional District, member of both the Agriculture and Resources Committees, a 14-year veteran of the Idaho Legislature, three-term Speaker of the Idaho House

Tom Udall, U.S. Representative  
Former Attorney General, currently Congressman from New Mexico's Third Congressional District, member of the House Resources Committee, member of a distinguished political family

**3:30 PM** QUESTION AND ANSWER FORUM: Moderated by Cecil D. Andrus and John Freemuth

**4:30 PM** CLOSING REMARKS: Cecil D. Andrus



*“We are so pleased that you have come together today from many perspectives but all with the same goal in mind: to honor the heritage of our forests and our unique communities and to leave them all healthy for the future.”*

Margaret E. Buchanan, President and Publisher,  
*The Idaho Statesman*

*“...we have to do something to stop these little individual civil wars and litmus tests about how pure you are, how pure I might be, and come together to find consensus on some of these proposals that will improve the life we enjoy here.”*

Cecil D. Andrus, Chairman,  
The Andrus Center for Public Policy

## INTRODUCTION

The 2000 fire year was severe. Over 7 million acres burned in the western United States, and suppression costs reached a record \$1.6 billion. Many of this season's larger fires occurred in Idaho and Montana, and, as noted by the wildfire expert from the Congressional Research Service, Ross Gorte, "they attracted national attention when they threatened communities and when their extensive smoke caused widespread visibility and health problems." (Gorte, *Forest Fire Protection*). Since the 1988 fires, which drew so much attention to Yellowstone National Park, this fire season was the third during which over 5 million acres burned.

Debate over how these fires should be viewed and managed, as well as what to do about their increasing frequency and severity, has continued for a decade, and such terms as "forest and rangeland health," "fuel loads," and "fuel management" have increasingly become a part of public land policy discussions. The General Accounting Office recently published a number of often-quoted, wildfire-related documents, warning of catastrophic wildfires to come. It was not until September of 2000, however, that important new funding was proposed to address these concerns. That month, the Clinton Administration set off a chain of events that led to significant additional funding for federal fire protection efforts for fiscal year 2001.

	FY2000	FY2001 Budget Requests	Clinton Proposal	FY2001 Appropriations
Fire Preparedness	\$584.6	\$586.4	\$922.8	\$927.9
Fire Suppression & Contingency	\$497.5	\$354.4	\$1,099.8	\$1,134.5
Fire Operations: Fuel Reduction	\$116.5	\$126.7	\$365.0	\$401.0
Emergency Rehabilitation	Included in fire suppression	Included in fire suppression	\$150.0	\$227.0
Other	\$27.0	\$32.5	\$140.8	\$208.3
<b>TOTAL</b>	<b>\$1,225.8</b>	<b>\$1,100.1</b>	<b>\$2,678.5</b>	<b>\$2,898.7</b>

### FEDERAL FIRE PROTECTION FUNDING

millions of dollars

Source: Ross Gorte, *Forest Fire Protection*, Congressional Research Service, December 5, 2000.

As can be seen from these numbers, fire protection budgets have doubled, and funding for the contentious area of "fuel reduction" has more than tripled.



Because of the severity of the fires in the summer of 2000 and because of the growing debate over what to do about expected future fires, the Andrus Center convened *The Fires Next Time* conference on December 7, 2000. The conference had several goals in mind. First, it sought to establish a set of sideboards for the discussion of fire by inviting experts to talk about the history, science, and policy of fire management. The purpose was to articulate what we knew, did not know, and should know about fire in the western United States.

Second, the conference wanted to bring together key stakeholders, ones that could bring the perspectives of their groups, members, and constituents to consider the direction that fire policy ought to go in the future. Third, the thoughts and insights of key policymakers—elected and administrative officials—were also sought because those individuals would determine the direction of fire policy in the next few years. As the Center's Chairman,

Cecil Andrus, remarked several days before the conference: "We know that science can tell us a great deal about what should be done to reduce fire impacts, but we also know that public policy is not made by scientists but by politicians and federal and state land managers. The conference brings them together, and at the end of the

*"We know that science can tell us a great deal about what should be done to reduce fire impacts, but we also know that public policy is not made by scientists but by politicians and federal and state land managers. The conference brings them together, and at the end of the day, I hope we have a better understanding of what our options are and where we can find agreement to go forward."*

Cecil D. Andrus

day, I hope we have a better understanding of what our options are and where we can find agreement to go forward." (Barker, Idaho Statesman, December 3, 2000,7A).

What follows is our "end-of-the-day" report.

### ***THE FIRES NEXT TIME: ORDER OF THE DAY***

The conference was designed to bring diverse people together to consider the issues surrounding wildfires. The names and titles of the presenters can be found in the schedule included with this report. The fire science presenters were asked to comment on what we know about fire, whether enough good science is available to fix whatever is wrong with current policy, and what policy options should be considered. The stakeholders were asked to reflect on the impacts of the 2000 fires from their varying perspectives and to suggest changes in wildfire policy. The decision-makers (both elected and appointed) were also asked to express their views on needed changes to wildfire policy.

## THE FIRES NEXT TIME: FINDINGS

**FINDING NO. 1: We need to rethink our beliefs and myths about fire. In many cases, fire belongs on western landscapes. Fire is often not as bad as we have historically thought it to be.**

Dr. Steven Pyne, author of nationally known and respected books on wildfire history, reminded us that we have developed a mythology about fire that stems from the horrible fires of 1910. He brought up the events surrounding forest ranger Ed Pulaski, who saved his fire crew by holding them at gunpoint in a mineshaft until a firestorm passed by them. As Pyne said: “Pulaski later invented and promoted a fire tool, and if you go over to the Fire Center, you will see a statue of a firefighter holding a pulaski. That story is deeply embedded in our culture.”

*“It’s a need to have a convincing story for ourselves and for the larger public as to what we are doing and why it matters.”*

The story of 1910, then, contributed to the belief that fire was bad and had to be suppressed immediately.

Dr. Steven Pyne

We have now rediscovered the understanding that fire is not as bad as we previously thought. Pyne suggested, however, that one piece of the puzzle remains: “There has to be some event, something that can be converted into a story. It’s not a problem of policy; it’s a problem of poetry. It’s a need to have a convincing story for ourselves and for the larger public as to what we are doing and why it matters.”

We have seen the power of Smokey the Bear and the Yellowstone fire, for instance, in leading us to think negatively about fire. Perhaps we need Smokey telling us a new story about how fire can rehabilitate our western landscapes, possibly using Yellowstone as the story’s focus.

**FINDING NO. 2: The conflict between prescribed burning and air quality regulations must be reconciled.**

Ross Gorte put it succinctly when he noted that “the amount of particulates we’re getting from wildfires and from prescribed burns today is only about a third of what was being put into the atmosphere before European settlement of the west.” Yet, as those close to the issue know, burning puts particulates into the air, and that can be illegal under the Clean Air Act. Thus, a conflict exists between two public policies, both considered “good” in their spheres. As Dr. Leon Neuenschwander, a respected expert on fire ecology from the University of Idaho, said: “The fallout from the smoke will likely be further restrictions on prescribed fire smoke. This year, from our burning on our school forest, I was shut down on seven of the twelve burning days I had because of smoke restrictions. Catch 22. This is a problem...We have to do something reasonable about smoke.”

*“The fallout from the smoke will likely be further restrictions on prescribed fire smoke.”*

Dr. Leon Neuenschwander

This is a reconcilable issue, but reconciliation requires action that has yet to take place.

**FINDING NO. 3: One-time increases in fire monies will be insufficient to solve the problem and may set the federal land management agencies up for failure. A 10 to 15-year plan with appropriate accountability and funding mechanisms is needed. Consideration should be given to establishing a revolving fire fund for a minimum of 15 years.**

Governor Dirk Kempthorne urged that accountability be part of the long-term fire “game plan.” Although accountability is obviously desirable, accountability to *whom* and for *what* needs much more development. Congressman Mike Simpson reminded attendees that Congress has “its share of responsibility and blame to take on these wildfires,” pointing out that “Congress has often reduced funding for suppression, fuel reduction, and other fire management items.” James Hull, Texas State Forester, stressed that the new fire money is a start but that “if we look at that \$1.8 billion and

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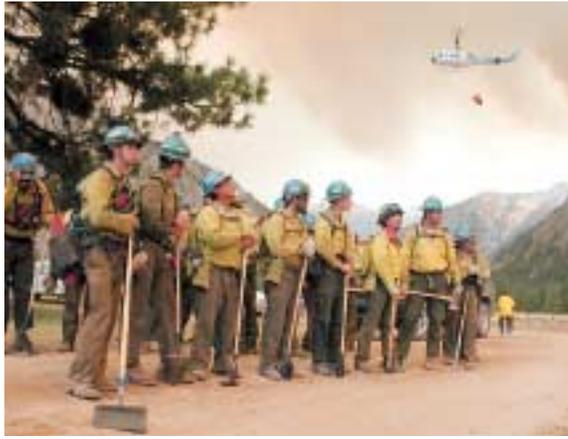
**James Hull**

think it’s going to solve the problem, it’s not.” The executive branch and Congress responded to a crisis with money, but the problem itself may take many years to solve.

**FINDING NO. 4: Several fire research and policy questions remain unanswered and need, in part, to be addressed with some of the recently-appropriated fire monies. Notwithstanding the research needs, we do have enough background, research, and information in fire ecology and fire science to proceed with more coherent and timely fire management policies.**

Ross Gorte noted that “conflagrations in stand-replacement ecosystems like lodgepole pine and aspen are normal. Preventing stand-replacement fires may cause greater ecological damage than is caused by fires. It is unclear at this point whether silviculture treatments provide an *adequate substitute* for stand replacement fire” [emphasis added]. At the same time, he expressed a concern about the “ecological impact of stand-replacement fire in frequent-fire ecosystems,” such as parts of the Boise National Forest, for example. Those fires were “rare before the white man intervened...We don’t know whether we will get back those frequent-fire ecosystems or whether we will get back something that has never been seen before.”





Finally, Gorte noted: “Wildfires are not well suited for research because we don’t know the *a priori* conditions, i.e. what it was like before the fire started. Prescribed fires are typically not very suitable for doing fire-effects research because burning conditions are necessarily restricted. Fires in laboratories are feasible, and we have an excellent facility in Missoula to test these, but they are not very good at reproducing the complexity of field conditions.”

As Leon Neuenschwander put it, “fuel treatments can modify fire behavior, increase the survivability of natural, economic, and cultural assets, and increase fire suppression effectiveness, but they will not eliminate the large fires.”

***“Fuel treatments can modify fire behavior, increase the survivability of natural, economic, and cultural assets, and increase fire suppression effectiveness, but they will not eliminate the large fires.”***

**Leon Neuenschwander**

Policy and management change was the major and controversial theme of Dr. Robert Nelson’s presentation. Echoing parts of his recent book, *A Burning Issue: A Case for Abolishing the U.S. Forest Service*, he suggested abolishment of the Forest Service for a number of reasons. First, he repeated one of the recommendations from last summer’s Andrus Center conference, *Policy After Politics*, by calling for more decentralized land management. Centralized federal land management, in his view, is a regime whose time has now passed. Second, he charged that current efforts to restore forest health have turned into an effort to make forests look as they did prior to European settlement. Nelson called this approach “Disneyland management” or “Garden of Eden management.” As Nelson described this view: “We lost touch with our original virtues when we were infected by the industrial development and when humans, who were sinful, came from Europe and disrupted the harmony of Nature...The way we’re headed, we’ll turn the management of the forests over to the theologians rather than to foresters.”

In the question-and-answer session of this panel, Nelson said, “The new story has to involve the idea that natural is not a good idea, either in theory or in practice. In a certain sense, the forests are going to be more like a garden...we’re going to have to *manage affirmatively* to get there” [emphasis added]. As Jaime Pinkham, biologist and member of the Nez Perce Tribe’s Executive Committee, put it, “We took control of nature, but now we want to mimic nature. In a sense, it’s giving the knowledge back to nature and relying on that knowledge to help us manage the forest and the ecosystem.” Darryl Knuffke, Vice President of the

***“We took control of nature, but now we want to mimic nature. In a sense, it’s giving the knowledge back to nature and relying on that knowledge to help us manage the forest and the ecosystem.”***

**Jaime Pinkham**

Wilderness Society, argued the other way, however, noting that wilderness and roadless areas “generally take pretty good care of themselves.” There is, then, much support for active management of forests and rangelands. Intensely debated, however, are the appropriate management methods—fire, thinning, and logging—as will be seen below.

**FINDING NO. 5: Fire suppression and rehabilitation funds need to be closely monitored and more wisely spent.**

Dr. Neuenschwander illustrated this finding with an example from Idaho when over \$200,000 was spent to rehabilitate 39 acres. He argued that “a certain amount of research suggests that a lot of this rehabilitation is not needed.” As to suppression, he noted that one solution we’ve used to fight extensive and harmful fires is to, “increase the number of firefighters, the number of fire trucks, and the number of fire planes. This is Catch 22. Putting out more fires leads to more fuels which leads to more fires which leads to more fire trucks which leads to more fire suppression which leads to more fuels which leads to more fires which leads to more fire trucks and so on.”

Rick Gale, Incident Commander during the Yellowstone fires, bluntly stated that “during extreme or severe fire seasons, all the firefighting resources

*“...during extreme or severe fire seasons, all the firefighting resources in the free world aren’t going to make one whit of difference.”*

**Rick Gale**

in the free world aren’t going to make one whit of difference.” He also noted that “we have to do what the fire will let us do and not what we would like to do.” We might think of the National Interagency Fire Center (NIFC) as a

template here. If, in fifty years, NIFC is simply a larger version of itself with more and more suppression technology, then we will have learned nothing.

There must be a management effort to look at the entire fire cycle. Some questions must be answered: What is the fuel load? How is it grown or managed (if at all)? When the fire starts, what are the immediate *and* long-term options? When the fire is ended, what rehabilitation efforts are taken that will or will not contribute to the next fire cycle?

Consideration should be given to creating a scale for fire, similar to the Richter scale for earthquakes. Such a scale would allow fire professionals and the public to understand more fully the overall nature of each fire: its temperature, fuel load, smoke, relative humidity, wind, and other variables. The scale would indicate which fires are dangerous and need to be suppressed and which fires are more benign and might be allowed to burn. A related concern that fits into this finding is the way in which the logistical decisions of fire suppression are made. Dave Mills, an Idaho outfitter, pointed out in a question to panelists that the fourteen-day rotation policy led to one manager using local businesses while another did not, and thus, “our local guys were just out of work.”

**FINDING NO. 6: Wildfire management begins as the last ember dies, and systematic management efforts for rehabilitation begin. Greater use of native grasses and shrubs needs to be developed for better fire rehabilitation and healthier landscapes.**

This finding grew out of Dr. Neuenschwander’s comment cited in Finding No. 5. Presently, the National Interagency Fire Center and the

state fire commanders have responsibility for a fire, once it is started. Their responsibility ends once the fire is suppressed or declared ended. At that point, the state or forest where the fire occurred becomes responsible for any rehabilitation or restoration.

There is an important distinction between the two terms. “Rehabilitation” is viewed as emergency work necessary to stop erosion and other immediate threats to the charred landscape. It is relatively easy to fund. “Restoration”, on the other hand, is seen as part of the ongoing land management responsibilities of the land management agencies and is very difficult to fund. There are several reported incidences where the “rehab” work used non-native grasses to provide quick erosion control but resulted in high fire danger within three to four years as the grasses matured and, in some cases, dominated the landscape, providing highly volatile fuel loads. More systematic research needs to be undertaken, both as to the best fire rehabilitation regime for each watershed as well as on ways to merge wildfire management, rehabilitation, and restoration.

Finally, many in the wildland fire community defend their past fire regime by stating that there simply are no native grasses or shrubs available in sufficient quantities to meet the wildland fire communities’ needs. Concerted effort needs to be taken, using the federal government’s buying power as a lever, to develop a robust native seed, grass, and shrub market to meet the wildland fire rehabilitation needs. It will help make for more efficient fire management and healthier landscapes or watersheds.

**FINDING NO. 7: Support for locally-based, collaborative solutions is strong, but these concepts need more definition and development.**

“Collaboration” is the latest buzzword. It is something almost every-one supports, but no one clearly defines. Many people also support more localized decision processes, but there is much disagreement over “local control” versus “decentralized management.”

Governor Kempthorne cited appropriations language that called for the 10-year fire strategy to use states as “full partners.” One can be a full partner, but a likely constraint here is that certain decisions must be made by those with the legal responsibilities and the budgets to make them. Congressman Simpson and Congressman Tom Udall used slightly different language. Simpson called for state and local governments to be “involved”; Udall called for “local communities to be involved in this process.” Udall supported the notion of partnerships among all governments, including native tribes.

As noted by Lyle Laverty, recently-appointed director of the Forest Service’s National Fire Plan, development of the 10-year strategy was “not just the feds putting together a white paper and saying, ‘What do you think about this?’ These folks have actually been involved in the crafting and design of that.” Yet whether partnerships require full consensus remains a tricky point. As Jim Riley, Executive Director of the Intermountain Forest Association, put it: “The most surefire way to never get consensus is to insist upon it as a criterion for moving forward.”

***“The most surefire way to never get consensus is to insist upon it as a criterion for moving forward.”***

**Jim Riley**

Another theme concerned local *responsibility* rather than local *control*. Larry Hamilton, National Director of Fire and Aviation for the Bureau of Land



Management, commented that people in local communities had told him, “we live out here...because of the trees. We want to live in the trees, and if you think we’re going to cut down a tree, forget it. If the place burns down, guess what? We’ll go someplace else.”

If local landowners do the right thing, their insurance premiums are likely to go up, not down. As Jim Smalley explained, “the fact is that, since you’ve added value to your house, your insurance premium goes up.” Incentives to take steps like installing a fire-repellant roof are placed at the “wrong end” of the insurance system. Smalley drew attendees’ attention to the National Wildland/Urban Interface Fire Program, an education and planning program for local communities, as having great potential to change behaviors.

**FINDING NO. 8: Fire policy decisions will be constrained by disagreement over the direction of forest and range policy. Decision-making methods need to be sufficiently broadly based to eliminate the need for litigation.**

Darryl Knuffke pointed out that “the thing we’ve seen more than anything else in the wake of this fire season is the re-ignition of the public policy debate over how we manage our forests.” We debate the management of our forests and rangelands because we disagree over the purposes of those lands. It should not surprise anyone that people who want forests to be protected for values like biodiversity will take a different view about logging than those who view forests as providing goods and services for industrial society.

Logging used as a management tool for forest health will probably get caught up in these more fundamental disagreements. Thus it is easy to understand why Jaime Pinkham would argue: “We can talk about

*“All you have to do is have one guy file one suit on one endangered species, and the whole thing is for naught.”*

**Rancher Brad Little**

the urban interface and we can talk about depressed communities, timber salvage, and so forth, but I think we also need to talk about the endangered species and help find a solution to this equation.”

If we hope that dialogue and consensus offer us a way out, then we need to pay attention to rancher Brad Little’s concerns: “It’s just like these consensus groups. All you have to do is have one guy file one suit on one endangered species, and the whole thing is for naught.” How to avoid litigation by a working consensus large enough to keep everyone out of court may be the most profound and difficult part of the entire fire policy endeavor.

**FINDING NO. 9: There is strong disagreement over the appropriate mix of prescribed fire, thinning, and logging as management tools. There is consensus, however, that fuel reduction should begin near at-risk communities and work outward.**

This disagreement is not surprising, given the larger debate over forest and range policy. As Darryl Knuffke said, fuel reduction should “start at the intermix and move outward.” There was no opposition to this statement, though others, including questioner Bill Mulligan, were concerned that areas like the Upper Clearwater Basin, a wet forest with tiny communities and a declining elk herd, might fall through the cracks. Lyle Laverty acknowledged that concern and pointed to other Forest Service programs that would be able to help with such issues.

The biggest and most controversial area for discussion and agreement-building remains the location and use of logging as a fuel-reduction method. At some point, some logging of merchantable timber may be necessary to pay for thinning and fuel reduction. Rick Gale did suggest that mechanical thinning (he did not say logging) did help the National Park Service in cases like Mesa Verde National Park and the Jewel Cave National Monument.

**FINDING NO. 10: Wildfire policy solutions need to be linked to other land management policies and laws, where possible.**

One example is stewardship contracting, which allows receipts from timber harvest in a particular area to stay on site to finance prescribed fire or other restoration projects. Another is the recent Wyden-Craig legislation, which allows a portion of Congressionally-appropriated funds, designed to help stabilize resource-dependent communities, to finance local projects.



This finding is based more on informal conversations and investigations than on specific remarks made at the conference. It is clear, though, that fuel reduction around at-risk communities is a priority in the fire strategy being developed as well as in the type of collaborative projects possible under the Wyden-Craig legislation. We urge individuals and organizations concerned

*“We have put so many laws on the books about how we manage our forests...”*

**Congressman Tom Udall**

about wildfire policy to pay attention to the opportunities that are found at both the federal and state levels. At the same time, as Congressman Udall noted: “We have put so many laws on the books about how we manage our forests that...Congress needs to take a look at all these laws and see, in the light of what’s happened, what we need to amend, what we need to work with, and what mandate we give these managers in the Forest Service and the BLM.”

Jaime Pinkham reminded everyone that: “Congress, for me, is the place to look. In these debates, because of the diversity of values out there, it needs to run through a deliberative process to make sure we are coming to a right understanding.” There may also be an attempt by the Council on Environmental Quality to speed up certain planning processes as well, according to Jim Riley and Lyle Laverty.

#### ***THE FIRES NEXT TIME: CONCLUSION***

Timing is crucial to success. In closing the conference, Governor Andrus said: “Let me tell you from personal experience, the easiest time to make change in the public arena and bureaucracies is at the very beginning of a new Administration.”

An executive summary of this conference report has already been conveyed directly to the new Bush Administration. If conference attendees and others feel that the findings of this conference are important and worth implementing, as Governor Andrus reminds us, the time is now.

\* \* \*

## PARTICIPANTS

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

**Margaret E. Buchanan:** President and Publisher of *The Idaho Statesman*. Ms. Buchanan earned both a B.A. degree in marketing and an M.B.A. in finance from the University of Cincinnati. Upon graduation, she worked for Cincinnati Bell and IBM. In 1986, she joined the Gannett Company as a general executive for the Cincinnati Enquirer. Preceding her move to the *Statesman*, Ms. Buchanan served as president and publisher of the *Star Gazette* in Elmira, New York. She is active in the Boise community and serves on the boards of the Boise Chamber of Commerce, Fundsy, the Idaho Shakespeare Festival, St. Alphonsus Medical Center, and the YMCA Foundation. She and her husband, Greg, have two sons.

**John C. Freemuth, Ph.D.:** Senior Fellow, Andrus Center for Public Policy and Professor of Political Science and Public Administration, Boise State University. Dr. Freemuth’s research and teaching emphasis is in natural resource and public land policy and administration. He is the author of an award-winning book, *Islands Under Siege: National Parks and the Politics of External Threats* (Univ. of Kansas, 1991), as well as numerous articles on aspects of natural resource policy, including five recent publications: “The Emergence of Ecosystem Management: Reinterpreting the Gospel,” *Society and Natural Resources* (1996); “Ecosystem Management and Its Place in the National Park Service”, *Denver Law Review* (1997); “Science, Expertise, and the Public: The Politics of Ecosystem Management in the Greater Yellowstone Ecosystem” (with R. McGregor Cawley); *Landscape and Urban Planning* (1998); “Understanding the Politics of Ecological Regulation: Appropriate Use of the Concept of Ecological Health,” (Proceedings of the International Conference on Ecosystem Health);

and "Roadless Area Policy, Politics and Wilderness Potential," *International Journal of Wilderness* (with Jay O'Laughlin), (April 2000). He is the author of three Andrus Center white papers on public land policy, based on Center conferences in 1998, 1999, and 2000. He has worked on numerous projects with federal and state resource bureaus, including the Forest Service, Bureau of Land Management, and National Park Service at the federal level and the Departments of Fish and Game, Parks and Recreation, and Environmental Quality of the state of Idaho. He also serves as chairman of the Bureau of Land Management's National Science Advisory Board. In earlier years, Dr. Freemuth has been a high school teacher and seasonal park ranger. He holds a B.A. degree from Pomona College and a Ph.D. from Colorado State University.

**Richard T. Gale:** Chief, Fire and Aviation, National Park Service. Mr. Gale is a second generation National Park Service employee. He began his NPS career in 1958 and served in a number of western national parks, usually in park ranger positions. He was assigned to the National Interagency Fire Center in 1988 and to his current position in 1994. He was one of the original National Incident Commanders in 1985 and one of four National Area Commanders in 1995. He also served for seven weeks as the Area Commander in Yellowstone National Park in 1988 and was the Incident Commander for the recovery effort from Hurricane Andrew for four south Florida national parks in 1992. Mr. Gale holds a B.A. in history from California State University, San Francisco. He has three daughters, all of whom are third generation National Park Service employees and are involved with wildland fire management.

**Ross W. Gorte, Ph.D.:** Senior Policy Analyst in the Natural Resources Section of the Congressional Research Service. He joined the CRS as an analyst in 1983. In his current position, Dr. Gorte provides objective, non-partisan data, information, and analyses on existing federal policies and on proposed changes in policies and programs for the members, committees, and staffs of Congress. The specific issues he addresses include federal lands and resources; multiple use and sustained yield; wilderness and other management systems; timber management, taxation, and trade; and appropriations, finances, and economics of federal land and resource programs. Dr. Gorte has a B.S. in forest





management, an M.B.A. from Northern Arizona University, and a Ph.D. in forest economics from Michigan State University. His doctoral dissertation was on fire effects appraisal. He worked as an economist for the National Forest Products Association in Washington, D.C. from 1979 to 1982. In 1991, he took a sabbatical from the CRS to direct a study of Forest Service planning for the Congressional Office of Technology Assessment.

**Larry Hamilton:** Director of the National Office of Fire and Aviation for the Bureau of Land Management. Earlier in his career, Mr. Hamilton was state director of Montana and the Dakotas, associate state director for the BLM's Eastern States office in Virginia, and director of the BLM's National Training Center in Phoenix. He has also held positions in Washington, D.C., Alaska, Nevada, and Colorado. Dr. Hamilton holds a Ph.D. from the University of Denver and completed undergraduate work at California State University in San Francisco. His honors include the Department of Interior's Meritorious Service Award and the President's Award for Outstanding Leadership. He has served on the Interagency Grizzly Bear Committee and the steering committee for the Interior Columbia Basin Ecosystem Management Project. Larry and his wife, Kniffy, have two grown children, Gina and John.

**James B. Hull:** A 33-year veteran of the Texas Forest Service and a graduate of the School of Forestry at Stephen F. Austin State University, Mr. Hull has extensive experience in all areas of forestry, especially forest management, policy, and wildfire protection. In June of 1996, he was selected by the Texas A&M Board of Regents to become the seventh State Forester of Texas. As director of the Texas Forest Service, he is responsible for all matters pertaining to forestry in Texas, a vast statewide responsibility not only for the Piney Woods of East Texas but also for urban forestry, tree insect/disease control, and rural fire protection in all 254 Texas counties. Mr. Hull provides leadership on numerous forestry boards and organizations at the state, regional, and national levels and serves as chairman of the Fire Protection Committee of the National Association of State Foresters. He has received a number of prestigious awards throughout his career, including the Outstanding Public Service Award from the National Association of State Foresters and election as a Fellow in the Society of American Foresters. He is married, has two married "Aggie" children and four grandchildren.

**Marc C. Johnson:** Boise partner of the Gallatin Group, a Pacific Northwest public affairs/issues management firm with offices in Boise, Seattle, Portland, and Spokane. Mr. Johnson served on the staff of Governor Cecil D. Andrus from 1987 to 1995, first as press secretary and later as chief of staff. He has a varied mass communications background, including experience in radio, television, and newspaper journalism. He has written political columns and done extensive broadcast reporting and producing. Prior to joining Governor Andrus, Mr. Johnson served as managing editor for Idaho Public Television's award-winning program, Idaho Reports. He has produced numerous documentaries and hosted political debates. Several of his programs have been aired regionally and nationally on public television. He is a native of South Dakota and received a B.S. degree in journalism from South Dakota State University. His community involvement includes a past presidency of the Idaho Press Club and the Bishop Kelly High School Foundation and service on the Boards of Directors of the Idaho Humanities Council, the St. Vincent de Paul Society, and the Housing Company, a non-profit corporation devoted to developing low-income housing projects in Idaho.

**Dirk Kempthorne:** Governor of Idaho and Chairman of the Western Governors' Association. Elected to the governorship in 1998, Governor Kempthorne has been chosen by the citizens of Idaho to serve at every level: Mayor of Boise from 1985 to 1993, United States Senator from 1993 to 1999. Since his inauguration as governor, he has put forward an ambitious agenda to improve Idaho's public schools, early childhood development, and immunization rates. During his term in the U.S. Senate, he wrote and won passage of a bill to end unfunded federal mandates on state and local governments. He served on the Armed Services Committee, the U.S. Air Force Academy Board of Visitors, and the Helsinki Commission, a North American/European international human rights monitoring group. Prior to his years in public service, Governor Kempthorne worked as Public Affairs Manager for FMC Corporation. He is a 1975 graduate of the University of Idaho where he earned a degree in political science and was elected student body president. He has received numerous honors, including the *Idaho Statesman's* "Citizen of the Year" award, the Guardian of Small Business award from the National Federation of Independent Business, the Public Service Award from the Association of Metropolitan Sewerage Agencies, Legislator of the Year Award from the National Hydropower Association, and the Idaho National Guard's top civilian honor, the Distinguished Service Medal. He and his wife Patricia, an outstanding advocate for children in her own right, have two children, Heather and Jeff.

**Darrell R. Knuffke:** Vice President for Regional Conservation, The Wilderness Society, Washington, D.C. Mr. Knuffke oversees the work of the Society's eight regional offices, works with grass roots organizations, the general public, and the media on wilderness protection programs. He joined the Wilderness Society in 1985 as regional director in its Denver office. After a decade in that post, he served as western outreach coordinator before assuming his present position in 1997. Prior to coming to the Society, Knuffke worked in Washington, first as press secretary for a U.S. Senator from Colorado, then in the Interior Department during the Carter Administration. A Colorado

native, he studied journalism at Denver University and worked at a number of Colorado community newspapers as both reporter and editor before going to Washington. His wife, Barbara West, is a national park superintendent. Knuffke splits his time between International Falls, Minnesota and Washington, D.C.

**Lyle Laverty:** Regional Forester for the U.S. Forest Service's Region II, which includes Colorado, Wyoming, Kansas, Nebraska, and South Dakota. He will soon have a new title, following his recent appointment to direct the National Fire Plan. Before becoming Regional Forester, Mr. Laverty was a senior executive in the Forest Service's Washington, D.C. Headquarters Office after moving there from the Pacific Northwest Region. Mr. Laverty's first assignment with the Forest Service was in timber management on the Six Rivers National Forest in Orleans, California. From there, he went to the Bear Springs Ranger District on the Mt. Hood National Forest and then to the Skykomish Ranger District on the Mt. Baker-Snoqualmie National Forest in western Washington. He was supervisor of the Mendocino National Forest in Northern California from 1983 to 1987. A native of California, Laverty received a B.S. degree in forest management from Humboldt State University and a M.A. in public administration from George Mason University. His hobbies include skiing, hiking, and biking. He lives in Colorado with his wife, Pam, and they are the parents of two grown children, Lori and Chad.

**Brad Little:** President, Little Land and Livestock. Mr. Little owns and oversees a cattle, sheep, and farming operation in southwest Idaho. In addition, he has found time to devote his talents and a large amount of time to a great number of civic, business, and charitable enterprises. He is currently chairman of the American Land Resources Foundation, which educates the public about the biological, economic, and cultural benefits of livestock grazing, and the Idaho Association of Commerce and Industry. He is a past director of the Idaho Heart Association and a past chairman of the Idaho Business Week Foundation and the Public Lands Committee of the American Sheep Industry. He has served as a member of the National Wild Horse and Burro Study Committee, the University of Idaho Vet School Advisory Committee, the Idaho Fish and Game Bear Management Task Force, and the Public Land Law Review Committee of the Western Governors Association. He also serves as a director of the High County News Foundation and the Idaho Community Foundation. In the last five years, Mr. Little has spent a considerable amount of time meeting with national livestock, political, and environmental leaders to resolve grazing controversies. Mr. Little graduated from the University of Idaho and lives in Emmett with his wife, Teresa, and his sons, Adam and David.

**Robert H. Nelson, Ph.D.:** Professor of Environmental Policy, University of Maryland, School of Public Affairs. Dr. Nelson's particular expertise is on land and natural resource management with an emphasis on management of federally-owned resources. He is the author of several journal articles and five books: *Zoning and Property Rights* (MIT Press, 1977); *The Making of Federal Coal Policy* (Duke University Press, 1983); *Reaching for Heaven on Earth: The Theological Meaning of Economics* (1991); *Public Lands and Private Rights: The Failure of Scientific Management* (1995); and, most recently, *A Burning Issue: A*



*Case for Abolishing the U.S. Forest Service* (2000). He has written for broader audiences as well, including the *Washington Post*, *the Wall Street Journal*, *Forbes*, *the Weekly Standard*, *Reason*, *Society*, and *Technology Review*. Nelson has served in the principal policy office of the U.S. Secretary of the Interior, the senior economist of the Congressionally-chartered Commission on Fair Market Value Policy for Federal Coal Leasing, and as senior research manager of the President's Commission on Privatization. He has been a visiting scholar at the Brookings Institution, visiting Senior Fellow at the Woods Hole Oceanographic Institution, and visiting scholar at the Political Economy Research Center.

**Leon F. Neuenschwander, Ph.D.:** Professor of Forest Resources at the University of Idaho and nationally-recognized expert on fire and restoration ecology, Dr. Neuenschwander is also Associate Dean for Research and International Programs at the University's College of Natural Resources. He teaches graduate courses in wildland ecology, prescribed burning, and fire management and ecology. His recent and current research includes fire effects and processes in forest ecosystems, restoration of fire dependent ecosystems, regeneration of forest and range important species. Dr. Neuenschwander earned his B.S. and M.A. degrees at California State University and his Ph.D. at Texas Tech University. He has taught at the University of Idaho since 1976. Author of more than 50 journals, a book, and many popular fire articles, he frequently testifies before Congressional committees, is often quoted in the media, and works to help journalists prepare accurate accounts regarding fire in natural resource management.

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

**Stephen J. Pyne, Ph.D.:** Professor of Biology and Society Programs, Arizona State University at Tempe. Dr. Pyne is also the author of a dozen books, mostly on fire. His most widely known are *Fire in America: A Cultural History of Wildland and Rural Fire* (1997) and *World Fire: The Culture of Fire on Earth* (1995). Two more are scheduled to appear next summer: *Fire: An Introduction* will summarize his view of the principles that have governed fire's geography and dynamics since its origins, and *Year of the Fires*, a narrative history of the Great Fires of 1910 and how they shaped America's fire policies and



programs. Dr. Pyne was born in San Francisco but grew up in Phoenix, which he considers his home town. Shortly after high school, he began working on a forest fire crew at the North Rim of the Grand Canyon, to which he returned for a total of fifteen summers and from which experience all his writing stems. He received a B.A. from Stanford University and an M.A. and Ph.D. from the University of Texas at Austin. He taught at the University of Iowa before joining the faculty at Arizona State University in 1985. His awards include the Robert Kirsch Award from the *Los Angeles Times* for a living western author "whose career contributions merit body-of-work recognition," the Alumni Award for Research, a B. Benjamin Zucker Environmental Fellowship at Yale, a MacArthur Fellowship, and the Theodore Blegen Award from the Forest History Society. In 1998, he was Distinguished Visiting Professor at the University of Alberta and was named a Fellow of the American Academy of Arts and Sciences in 1995. He is a prolific writer, and his published articles, interviews, monographs, reports, and essays number in the hundreds. At this moment, fourteen articles and two books are in progress.

**James S. Riley:** Chief Executive Officer, Intermountain Forest Association (IFA), headquartered in Coeur d'Alene, Idaho. IFA's focus is on advancing scientifically-based forestland policies that promote active management compatible with environmental stewardship. Among IFA's accomplishments under Mr. Riley's leadership are: a voluntary conservation planning program for small private forest landowners in Montana with endangered fish species concerns; a Citizens Management Committee program to manage reintroduced grizzly bear populations in the Selway-Bitterroot Mountains of Idaho; land stewardship contracting approaches to the management of federal forest lands; and completion of the community-based "Flathead Common Ground" forest management plan for portions of the Flathead National Forest in Montana. His professional affiliations include the Forest Industry Labor Management Committee, the Idaho Forest Products Commission, the University of Idaho Policy Analysis Group, the American Forest and Paper Association, and the Pend Orielle Lake Watershed Advisory Group. He has also provided expert testimony and analysis on forest resource policy issues to numerous Congressional committees and members of Congress. Mr. Riley completed his graduate and undergraduate studies in forest management and economics at Utah State University. He currently resides in Hayden, Idaho where he is active in community and family activities.

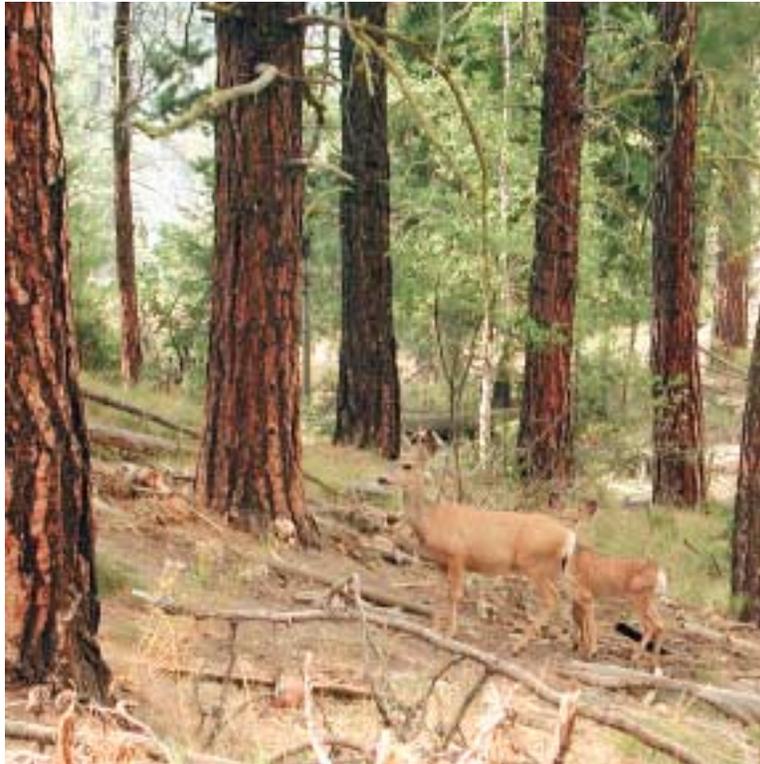
**Mike Simpson:** U.S. Representative from Idaho's Second District, Congressman Simpson has just been re-elected to his second term in the House of Representatives where he serves on the Agriculture, Resources, Transportation, and Veterans Affairs Committees and on six subcommittees. Prior to his election to Congress, he served fourteen years in the Idaho Legislature and three terms as Speaker of the Idaho House of Representatives. During that time, he was appointed Vice Chair of the Legislative Effectiveness Committee for the National Conference of State Legislatures. He also received the Boyd A. Martin Award from the Association of Idaho Cities for exceptional contributions benefiting Idaho city governments because of his diligent work to pass legislation stopping unfunded state mandates. Mike Simpson attended Utah State University and graduated from Washington University School of

Dental Medicine in St. Louis. He began practicing dentistry in Blackfoot in 1978 and has recently received the Idaho State Dental Association President's Award in recognition of outstanding service to ISDA and to the people of Idaho.

**James C. Smalley:** Senior Fire Service Specialist, National Fire Protection Association, located in Quincy, Massachusetts. Mr. Smalley manages the National Wildland/Urban Interface Fire Program, an initiative that provides information, research, training, and education materials concerning the severity and impact of wildfires that threaten homes and other structures. From 1983 to 1992, he managed several programs for the NFPA relating to wildland and wildland/urban interface fires and produced video programs on firefighter safety and fire behavior in interface areas. He spent weeks covering the 1987 fires in southern Oregon, northern California, and Yellowstone. While working for the U.S. Fire Administration in Washington, D.C., he managed a national technical assistance program in fire protection and fire service planning. Previous to his work at the national level, Mr. Smalley served as director of the Arkansas State Fire Training Academy and worked for fire departments in three Arkansas cities. Mr. Smalley holds an A.S. degree in Fire Protection and a B.S. degree in Education. He is a member of the American Planning Association, the Society of American Foresters, the Institute of Fire Engineers, and the Society of Fire Protection Engineers.

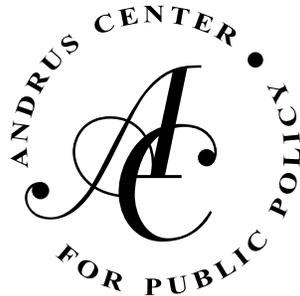
**Tom Udall:** U.S. Representative from New Mexico's Third Congressional District, Congressman Udall serves as a Democratic Floor Whip. Born in Tucson, he earned his B.A. degree at Arizona's Prescott College. He studied international law at Cambridge University in England, where he received a Bachelor of Law degree in 1975. In 1977, he earned his J.D. from the University of New Mexico Law School. Prior to entering the political arena, he served as a law clerk for Chief Justice Oliver Seth of the Tenth Circuit Court of Appeals, Assistant U.S. Attorney, and Chief Counsel for the New Mexico Health and Environment Department. Following a five-year tenure as partner and shareholder with the Albuquerque law firm of Miller, Stratvert, Torgerson & Schlender, Congressman Udall entered the race for New Mexico Attorney General and was successful. He served in that capacity for two four-year terms and was elected president of the National Association of Attorneys General. The congressman has served on the boards of the Santa Fe Chamber Music Festival and the Law Fund, a regional environmental public interest law firm. He comes from a family distinguished for its devotion to public service. His father, Stewart Udall, served in the U.S. House of Representatives from 1954 to 1960 and subsequently as Secretary of the U.S. Department of the Interior during the Kennedy and Johnson Administrations. His uncle, Morris Udall, represented Arizona in Congress from 1961 to 1991, serving as chairman of the U.S. House Interior Committee for 14 years. Congressman Udall is married to Jill Z. Cooper, a former New Mexico Deputy Attorney General, and they have one daughter.

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



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