

Proceedings from the March 2000 Ecosystem Workforce Forum:

Developing Local Industries that Provide Quality Jobs in Ecosystem Management

Where Are We Now?
What Comes Next?
How Can I Make a Difference?



ECOSYSTEM WORKFORCE PROGRAM

BUILDING A SUSTAINABLE HIGH-SKILL/HIGH-WAGE ECOSYSTEM MANAGEMENT INDUSTRY

Edited and formatted by Chris Bayham

Special thanks to Mike Hibbard and Kristin Bonner for their helpful comments on these proceedings. Thanks to Charles Spencer and Jim Luzzi for their reviews of early drafts. Also, special thanks to Hal Hushbech for volunteering his time to take photographs during the Forum

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Foreword

The following proceedings of the March 2000 Ecosystem Workforce Forum represent a milestone event in a series of Forums since 1996. The purpose of the March 2000 Forum was to reflect on the progress that we have made to date and to highlight what we have learned in our efforts to develop local industries that create quality jobs providing ecosystem management services. Moreover, the March 2000 Forum was an opportunity to identify the challenges that still persist so that future efforts can be directed at overcoming these challenges and forward progress is sustained.

The proceedings from the March 2000 Forum contain a wealth of information from individuals and organizations that have been working to forge links between a quality local workforce, healthy rural communities, and effective forest management for healthy ecosystems in the long term. The Ecosystem Workforce Program (EWP) believes that information contained in these proceedings will be helpful in planning new initiatives to link ecosystem management with local economic development, and it will be helpful in guiding the on-going efforts of seasoned practitioners.

As you read through these proceedings, you will find information on what other communities are doing to establish a local industry that provides ecosystem management services and provides support services for this emerging industry. You will learn about efforts to design contract work so that it supports local economic development. You will also learn of the challenges that both natural resource agencies and rural communities face in establishing a sustainable industry that provides ecosystem management services.

We invite you and your organization to join us for our next Forum in 2001.

Mike Hibbard, Principal Investigator
Ecosystem Workforce Program
Institute for a Sustainable Environment
University of Oregon

Ecosystem Management

Ecosystem management recognizes that natural systems and processes must be sustained in order to meet the social and economic needs of future generations. Ecosystem management is the integration of ecological, economic, and social principles to manage biological and physical systems in a manner that safeguards the long-term ecological sustainability, natural diversity, and productivity of the landscape.

*- Ecosystem Management in the BLM: from concept to commitment
(BLM/GI-94/005+1736, January 1994)*

Quality Job

A quality job pays at least \$13 to \$15 per hour plus health and retirement benefits, provides employment for longer periods of time (ideally throughout the season) and requires skilled work that is safe.

- Ecosystem Workforce Program, 2000

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**Sue Cameron, Commissioner
Tillamook County, Oregon**

Tillamook County is home to much of the Tillamook State Forest, Siuslaw National Forest, the BLM's Tillamook Resource Area, and a patchwork of private forest lands. These forest lands cover over 90% of the county in Douglas-fir, Western Red Cedar, Sitka Spruce and a variety of other tree species. Although our county is very fortunate to have an abundance of

I believe that we have an opportunity to "turn around" our natural resource-based economy. How? By using the restoration of our county's watersheds to help catalyze economic revitalization in the county.

natural beauty, the natural systems that help support our economy are showing signs of stress. None of the county's major watersheds meet the clean water standards established by the EPA and the Oregon Department of Environmental Quality. Populations of Coho and chum salmon, steelhead, and cutthroat trout have dramatically decreased since the turn of the century – loss of spawning and rearing

habitat are major contributors to their decline. Tillamook County's natural resource-based economy has been significantly impacted by these altered natural systems. Our county's per capita income is well below the state average and continues to slide. However, I believe that we have an opportunity to "turn around" our natural resource-based economy. How? By using the restoration of our county's watersheds to help catalyze economic revitalization in the county.

I am excited to tell everybody that Tillamook County is done with the planning of watershed restoration in our county and is moving into action - action that will help link our watershed restoration with our local economic development efforts. That is to say that our actions towards watershed restoration will integrate local economic development and workforce development. This is an important and critical element to our restoration effort because, when citizens are economically deprived and are in desperate situations financially, they tend to do desperate things. Linking watershed restoration with rural economic development is a step toward reversing the economic decline that the county is experiencing.

The comprehensive conservation and management plan for Tillamook County's watershed has the following five key strategies: (1) improve degraded roads, (2) restore riparian zones, (3) enhance in-stream conditions, (4) improve flood plain conditions; and, (5) employ "state of the art" technology and training to the public. The actions that we use to implement these strategies provide a variety of opportunities to link our restoration efforts with local business opportunities and employment opportunities. We have established the Tillamook County Performance Partnership to implement these five strategies. The Performance Partnership is a consortium of community leaders, federal agencies, state agencies, private citizens, industry representatives, and municipalities who share the common goal of environmental restoration and economic development in Tillamook County.

The Performance Partnership aims to achieve the following goals: improved water quality, enhanced fish habitat, reduced environmental and economic damage caused by flooding; and, improve economic conditions throughout Tillamook County as they relate to our natural resource-based economy. These goals coincide with those of the State of Oregon. Because our Performance Partnership is based on coordination, we have adopted the Oregon Benchmarks as our measurement of "on the ground" success.

Let me go into more detail about the planning behind our restoration strategies. For each of our strategies, we have several reasons for using the strategy. We also have several outcomes anticipated if we implement a particular strategy. And, we have identified specific actions that

Keynote Address

must be taken to implement each strategy. For example, our purpose for improving degraded roads is to reduce sedimentation into our river systems, improve fish passage, and reduce culvert blow-outs. The specific actions that we have identified to implement this strategy are that the Oregon Department of Forestry, the U.S. Forest Service, the BLM, and private landowners will complete road surveys and improve 360 miles of forest road systems that were built in the 1950's to salvage the Tillamook Burn. We estimate that conducting these road surveys using the Oregon Plan for Salmon and Watersheds' road inventory protocol will cost approximately \$16,000 each year for a five year period. This survey work represents potential contract opportunities or employment opportunities for county residents. In fact, I know of one county resident who has derived income from providing a road survey service. We need to capture more of the restoration work like this locally so that it benefits our economy. Other specific actions to achieve this strategy of improving degraded roads is to bring roads up to present day standards by providing for improved drainage, reducing erosion and sedimentation, and replacing migratory-restrictive culverts with bridges. Another action is to close some roads that are not needed for fire protection, management, or recreation purposes. The estimated cost of doing these actions is valued at \$18,000,000 each year for over a five year period. These actions are also business and employment opportunities for county residents – we need to position ourselves so that we are able to capture a significant share of contract opportunities that are generated from these actions to restore the county's ecosystems.

The goal of our performance partnership is to utilize a unified approach rather than a multi-layered approach to doing ecosystem restoration work.

We have our plan in place. There is a potential economic benefit for implementing this plan. But, under the current resource management framework in the county, there are numerous barriers that stand in our way of implementing the strategies that I've mentioned. These barriers can be grouped into three different categories. First, we are faced with numerous funding streams – multiple agencies are often involved in the review of grants. As a result, much of the funding that could be spent on project implementation is lost to agency overhead. Also, many grants are not large enough to cover administrative staffing or they are targeted only for "on-the-ground" projects. Second, local governments find it a challenge to meet the cost share requirement for grants. If there were greater flexibility such as allowing in-kind contributions, perhaps we could eliminate this barrier. Finally, there is a lack of agency coordination on work where there are similar objectives among various agencies in an ecosystem – we need a unified, "basin-scale" approach not a piece-meal approach of several agencies working independently.

The goal of our performance partnership is to utilize a unified approach rather than a multi-layered approach to doing ecosystem restoration work. A unified approach seeks to integrate various agency processes and funding sources into a single source of funding while reaching consensus among various agencies on the goals and outcomes of the restoration work. The design of the performance partnership will help us to consolidate funding streams, reduce micro-management, achieve state and national goals and objectives through local management, and reduce paperwork in processing grant applications to fund restoration work.

The Performance Partnership not only promotes local management but it also promotes local accountability. The Partnership intends to measure the outcomes of the restoration efforts in Tillamook County. The partnership is beginning to provide progress tracking. This progress tracking utilizes "on-line" accountability to track projects being implemented under the Performance Partnership as well as report on how well the Performance Partnership is meeting its goals. What this means is that project sponsors will be able to log on to our internet site at any time and see the current "on-the-ground" progress and financial status of restoration projects. We are also planning to integrate these "on-the-ground" results into the Tillamook Coastal Watershed Resource Center's GIS database to graphically show where work is planned, underway, or completed. This additional step will help improve the comprehensive planning process for future ecosystem restoration work.

Our county's comprehensive conservation and management plan is in the process of being implemented. It lays out sixty-two specific actions that are designed to solve the most significant environmental problems in the Tillamook Bay Watershed. We are well on the way to restoring the natural systems that our economy depends upon. Although there are many challenges that lie ahead, I believe these challenges are not insurmountable.



**Mary Vasse, Sustainable Northwest
Portland, Oregon**

Background

The Healthy Forests, Healthy Communities Partnership project was launched in November 1997 when Sustainable Northwest Board member (a former US Forest Service Regional Forester) convened a meeting of 25 community leaders from throughout the Pacific Northwest to discuss the predominance and challenges of small diameter timber stands in the region.

The participants agreed that their communities' common disadvantages – depleted forest and forestry dependence – could hold a solution for building living wage jobs within a forest restoration-based economy. They felt that small diameter trees were an undervalued resource that should and could be processed locally to benefit rural residents. But, they recognized that success would require regional collaboration on many fronts. They realized that high-

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quality marketing, manufacturing support, ecosystem management and monitoring were all aspects of community based forestry that required more expertise and resources than individual rural communities could muster on their own.

Sustainable Northwest was asked to play a leadership role in coordinating the Healthy Forests, Healthy Communities initiative because of our long-

term partnerships with rural communities and our proximity to the urban marketplace. Sustainable Northwest has managed the partnership with the Watershed Research and Training Center in Hayfork, California throughout its one and half year pre-development phase. During that time, Sustainable Northwest has staffed the effort, and has been the focal point of ground-breaking marketing and brand development. The Watershed Center - our management partner – has and will continue to provide invaluable guidance by example, and by sharing well-earned knowledge and technical expertise with others.

The partners in this effort include community-based organizations, private forestland owners, and wood product manufacturers in seven participating communities, as well as public agency forestland managers, environmental conservation groups, educational institutions, commercial retail partners, and technical advisors with expertise ranging from federal forest policy to small business development. The following communities are participating in this partnership:

- Wallowa County, Lake County, and the Rogue Valley in Oregon;
- Humboldt, Mendocino, and Trinity Counties in California;
- Okanogan County in Washington; and,
- Orofino to Priest River in Idaho.

The Healthy Forests, Healthy Communities Partnership (HFHC) is pursuing a dual strategy through simultaneous work in the marketplace and in communities. The strategy is to:

- Identify and access urban markets for the by-products of ecosystem management and forest restoration including small diameter wood and underutilized species, and
- Build rural community capacity for sustainable natural resource-based jobs through ecosystem management and the manufacturing of marketable, value-added products out of

wood from verifiably, sound forest management practices.

The Vision and Value Statement for this Partnership

The vision and value statement for this partnership serves as a "constitution" for the members of this Partnership. Beginning early in 1998, it became apparent that the partnership's originators needed to deliberately express their commitment to working together and their shared ethic for the land and community. The following is the Partnership's vision and value statement:

Our goal is to create an effective, self-supporting organization that provides services and builds rural capacity to produce and market products that benefit both entrepreneurs and forest ecosystems.

We are a group of people, organizations, and businesses working together, able to think beyond ourselves to embrace the entire biological community, beyond one generation to the needs of many.

We value and support those who refuse to sacrifice the long-term good of the land for the good of the people, or the good of the people for the good of the land, who seek to find a new path which honors and sustains both.

Since the summer of 1999, thirteen partners have signed this document. Beyond these signatories, the partnership has garnered the significant support of approximately two dozen other organizations that contribute their expertise. We hope many of these will become signed partners in the near future.

Evolving into a Collaborative Network

The project's first year and a half provided Sustainable Northwest with an understanding of the partnership's structure and management needs. The network continues to evolve, but is also increasingly grounded in the understanding of each partner's mutual needs, benefits and responsibilities in the interest of mutual success. From a coalition of like-minded groups and businesses brought together by a common vision and values, the partnership is now becoming a fledgling "collaborative business network." Evolution of the business structure will continue over the next five years as we adapt to market conditions and partner needs.

"Commercializing" the By-products of Ecosystem Management

The Partnership recognizes that "commercializing" the by-products of ecosystem management work (e.g., small diameter poles) is crucial to creating additional opportunities for employment and business development in rural areas. We need to locally "add value" (i.e., further processing or manufacturing) and market these "value-added" products wherever we are restoring degraded ecosystems. Adding value to these by-products produces wood products that will garner a higher price in the market place. For example, local value added processing creates products such as molding, paneling, and furniture. Adding value locally injects more money into the local economy to help to revitalize it.

Processing Ecosystem Management By-Products

A variety of wood products are created as a result of the following levels of processing: primary processing, secondary processing, and tertiary processing. These also represent the various levels of capacity for processing that are possible in small communities. However, only the highest capacity of community infrastructure can support tertiary processing which produces the most jobs and produces products like furniture and craft items. Primary processing produces post and poles and generates the lowest number of jobs while secondary processing produces flooring, paneling, and molding. Each time a community steps up on the "value-added ladder" you make more money to leave in the community – this is the goal of value added processing.

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The Partnership's Marketing Approach and Monitoring

The Partnership is basically a marketing approach. Currently, there are many "green" products in the market. We need to label the products produced from the further manufacturing of the by-products of ecosystem management so that consumers know that they are doing good by helping others do good for the land. The HFHC label requires a monitoring and evaluation program to validate that restoration forestry was used and that local work-

ers were used to do this forestry. We have the following four product categories under the Healthy Forest Healthy Communities Brand: post and poles; flooring, paneling, and molding;; furniture; and, crafts and gifts.

What Needs to Happen for Continued Progress

In building relationships for this effort from a business perspective, the Partnership is not avoiding competition. Rather, the Partnership is striving to use competition to move everyone forward. When we hit areas where different businesses are struggling for market territory because they are making the same product or trying to sell the same product, the Partnership does not shy away from this anymore. As partners, we realize that we need to be "tough" on each other and "set the bar really high" in an effort to improve our products.

A potential obstacle to developing this partnership is resistance from local, state, and federal governments to take as many risks as businesses and non-profit partners are taking. When a businessperson takes a day off from managing their shop to figure out a vision and value statement, they are "sticking their neck out." When they try a new product line, they are "sticking their neck out" and really "going the distance." The challenge for government partners and for all of us is to risk as much as you can to help move community forestry forward.



Opening Panel: The Community Development Dimension of Quality Jobs in Ecosystem Management

**Lynn Jungwirth, Watershed Research and Training Center
Hayfork, California**

Struggling to Benefit from the Northwest Economic Adjustment Initiative

I come from Trinity County, California. From my perspective, Trinity County is owned and managed by the federal government and Sierra Pacific Industries. The federal government owns about 75 to 83% of the land, and Sierra Pacific Industries basically owns most of the remaining land in the county. When the Northwest Forest Plan and the Northwest Economic Adjustment Initiative were introduced, my town of Hayfork had one saw mill, the U.S. Forest Service, and the school system as the town's big employers. Hayfork is off the U.S. Interstate 5 corridor and surrounded by public land – as you can see it is an isolated, rural community. The community of Hayfork initially thought that the Northwest Forest Plan and the Northwest Economic Adjustment Initiative would "dump" millions of dollars into the community and the Pacific Northwest.

Community members thought it would be "raining money," but they soon realized that their community did not have any "buckets" to catch the money coming into their community from the Northwest Forest Plan and the Northwest Economic Adjustment Initiative.

Community members thought it would be "raining money," but they soon realized that their community did not have any "buckets" to catch the money coming into their community from the Northwest Forest Plan and the Northwest Economic Adjustment Initiative. By "having no buckets," I mean that the resources, skills, and tools to help rural communities transition through the period of economic adjustment due to the reduction in timber harvesting on federal land were not present in Hayfork when the Northwest Forest Plan and the Northwest Economic Adjustment Initiative were implemented. I think this problem of "having no buckets" or resources and tools to take advantage of the Initiative was probably characteristic of every small, natural resource-based community trying to establish a local ecosystem management industry.

Searching for Resources and Support Services to Develop an Industry

Initially, our small community reached out to resources and support services available in the larger metropolitan areas in Trinity County. For resources or services like economic development, we had to look outside Hayfork. If you had to work with your community college, you had to go to the county's large urban center. If you had to work with your Small Business Development Center, you had to go to the county's large, urban center. So, we decided to develop these resources locally. This decision eventually led to the building of the Watershed Research and Training Center.

Building Assets that Support Unique Local Efforts

With all the potential resources in the major metropolitan center of the county, we realized that we would have to build "buckets" locally to "catch" the funds coming into our community from the Northwest Economic Adjustment Initiative. The first "bucket" that was built was the Watershed Research and Training Center. The mission of the Center is to integrate healthy forests and healthy communities through research, workforce training and education, and economic development. The reason that we selected these three focus areas is because these support services were lacking in our community. In a small community like Hayfork, integrating these three services is easy since the Watershed Research and Training Center is the "only game in town." The first area that we began to focus on was the Center's workforce retraining program. We were able to develop this program because key partners "stepped up

to the table" to help. Post-docs and doctoral candidates showed up from University of California, Berkeley and offered their assistance. These partners went out and raised money and helped furnish funds to develop our re-training program.

Building Alliances with Established Partners

We also approached the contacts for the county's business development program and the Job Partnership Training Act (JPTA) program. We were surprised to find that they were not very effective with pushing the retraining program forward. For example, the Small Business Development Center (SBDC) requested that our newly formed Watershed Research and Training Center locate individuals in the community who had a business plan, track record, equity, and a "fire-in-their-belly" so that we can identify the best business people in the community. Little did they know that the people in our community had "holes-in-their-belly" from the economic hard times that they were experiencing. The people in our community were not going to leverage their homes as equity for a loan to start a business. The county's existing support systems, like the SBDC, were not effective at developing a local ecosystem management industry that could provide employment opportunities for retrained ecosystem workers. These same support systems in the county are still ineffective at developing this industry.

The county's existing support systems, like the SBDC, were not effective at developing a local ecosystem management industry that could provide employment opportunities for retrained ecosystem workers.

In Hayfork, we realized that they had to build on what was left in the community after the mills closed. What was left was the land and the people of Hayfork. As I said earlier, we started a workforce development project by working with the county's JPTA provider. As long as our Center was working on developing the institutional capacity for workforce development, the JPTA provider would provide us with funds and help our community's workforce development effort.

We also approached the county's community college. As long as the Center could create a framework and context for workforce development and a program to plug into, the county's community college would help finance the program and help pay for the instructors. We also approached the U.S. Forest Service and the U.S. Bureau of Land Management to support the Center's workforce development program. As long as the Center had credibility (i.e., working with the county's economic development council, community college, and others), these land management agencies were willing to help develop projects that would furnish on-the-job training opportunities for the Center's workforce development program.

The Strengths and Weaknesses of Rural Communities

We knew that rural communities in Trinity County have the human skills to do ecosystem management work. In the field of ecosystem management, our county can almost run on "bubba power." When I say "bubba power" I am referring to the men in the county who are capable of figuring out anything on the ground given the opportunity. If you need to cross a creek without disturbing the creek, they can "figure it out" if that is what you need

This is why job training in ecosystem management, business development, and industry development for businesses that do ecosystem management work are crucial if you are going to make a healthy connection between the forest and the community.

done. But, what our county lacks in the field of ecosystem management is the "bubbette power." This is needed for further progress. Now, "bubbette power" is the ability to work together through collaboration. Now, "bubbas" are generally not into collaboration.

If rural communities are going to move forward, we will need to reconcile disagreements among people in our communities. In our area, we work on building this capacity for collaboration through bi-regional councils and county-level, natural resource advisory councils that work with the Forest Service, Bureau of Land Management, and state resource agencies. The county-level advisory council

is "FACA-proof (Federal Advisory Committee Act)" since it is local government. You need to focus on building collaboration on these councils and committees and supporting cooperation among participants so that everyone is in "on the deal." Otherwise, the participants will be "re-colonized" around ecosystem management as they were around timber harvesting.

The Economic "Roots" of Rural Communities are its Natural Resources

Many of the rural economies in the Pacific Northwest were based upon the government and the sawmill. Some of these rural communities no longer realize this anymore because the management of the forest is no longer connected to the communities. We need to build the capacity of rural communities to be involved in forest management in their areas and the marketing of the by-products of ecosystem management. This will help reconnect markets, the forests, and rural communities once again. But, the important thing to remember is that you can not reconnect if you don't have something to connect with and something to connect to. This is why job training in ecosystem management, business development, and industry development for businesses that do ecosystem management work is crucial if you are going to make a healthy connection between the forest and the community.



Val Folkema, Economic Development Council of Tillamook County Tillamook, Oregon

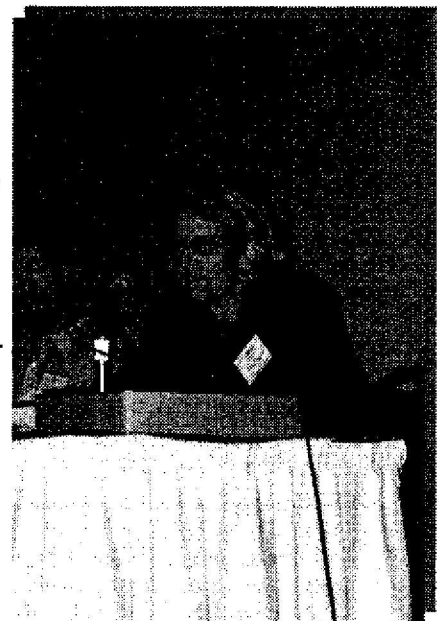
Background

I became involved in developing an ecosystem management industry in Tillamook County after my husband and I purchased the Garibaldi Marina in Tillamook County in 1989. In 1992, soon after we purchased the marina, salmon were listed under the Endangered Species Act (ESA). This listing turned our business upside down. During this time, ecosystem management, eco-tourism, or any of these terms were often considered "four letter words" in the communities of Tillamook County and other natural resource-based communities. Our goal was to hold on to our dream of operating the marina while surviving the listing under the ESA. Coming from a private industry, commercial fisheries perspective, it seemed appropriate for us to look at the long-term solutions that could improve our natural resource-based economy and our livelihood. As Mary Vasse indicated earlier, businesses need to "look out for themselves" but businesses will "fall into the cracks" if they allow these "cracks" such as natural resource degradation to grow.

Civic "Activism" to Support a Natural Resource-based Business

To keep these "cracks" from growing, we decided that we would need to work on restoring the natural resources that our business was so dependent upon. My husband became involved on several taskforces concerned with the listing of Coho salmon and, currently, sits on a ground-fish advisory panel. I became involved with the organizational management and development of the Economic Development Council of Tillamook County (EDC). I have been serving as the administrator for the EDC since 1995.

When President Clinton came to Oregon in 1993 during the waterfront concert in Portland, the transportation arteries were clogged with log trucks. During his visit to discuss the future of the Pacific Northwest forests, there was a great deal of discussion about the shape of the table. The table's shape needed to facilitate the development of partnerships among those around the table. Unfortunately, several people sat around that table reluctantly. Idealistically, communities like ours thought that there was going to be money available and other forms of assistance to help us reinvent how we were going to do business "in the woods" and how we were going to operate our natural resource-based industries. The money was not available in a form that we could use nor were we - as a community - adequately prepared to take advantage of the money that was available. Nevertheless, we have a great deal of creative starts around the state and the region - some of these have evolved into "full fledged" efforts, and we are able to report on the successes of the work that



Val Folkema

we are doing in our watersheds to improve their health and the health of our communities.

Some Unresolved Economic Development Issues

Reflecting back on the past several years, one of the significant issues that surfaces - in my mind - is that we went out with "the cart before the horse" by not developing the capacity of local representatives of federal and state governments to design contracts that would support and help build a local ecosystem management industry. We also failed to realize that we first needed to foster the development an ecosystem management industry that could provide stable job opportunities. We failed to define what is an emerging ecosystem management industry and what are quality jobs. From the perspective of the county's timber businesses, these terms meant very little. From the perspective of the county's dislocated timber workers, this meant that the federal government was going to "save the day." But this didn't happen.

Reflecting back on the past several years, one of the significant issues that surfaces - in my mind - is that we went out with "the cart before the horse" by not developing the capacity of local representatives of federal and state governments to design contracts that would support and help build a local ecosystem management industry. We also failed to realize that we first needed to foster the development of an ecosystem management industry that could provide stable job opportunities.

Building Community Assets

Through a series of false starts and "bumps in the road," we worked with the U.S. Bureau of Land Management, the U.S. Forest Service, and the Oregon Department of Forestry to pull together start-up capital for businesses in the emerging ecosystem management industry. This start-up capital was packaged into a revolving loan fund that amounted to \$300,000. The goal of these funds were to help develop "niches" for businesses that could provide such services as thinning to promote old growth or monitoring for various ecosystem components such as mushrooms. After five years, the revolving loan fund has just completed one "revolution." For example, we have helped to support the purchase of motorized carriages for thinning work and storage buildings for by-products of ecosystem management work such as holly and Christmas bows.

The Role of an Ecosystem Management Industry

A couple of established businesses in our county who had been involved in reforestation for many years were concerned about how this "ecosystem management industry" differed from what they were already doing. We distinguished this ecosystem management industry from the past reforestation work by pointing out that an ecosystem management industry is interested in working on other aspects of the forest ecosystem such as improving habitat conditions for certain wildlife species or monitoring for the presence of slugs or mushrooms in the forest system, for example.

The Capacity Building Role of the Economic Development Council

A lot of the work that I do is to develop the capacity of the county to assess its markets and the potential for economic development in these markets. My goal is to keep the county involved in the economic development process so that it has the capacity to direct the process rather than looking for someone outside the community to come up with the answers to our problems.

Through our assessments of Tillamook County's ecosystem management industry, we have found a number of gaps in the skills of the workers that are out there, and we have identified a number of barriers to developing and sustaining a local ecosystem management industry. The findings from our recent assessments suggest that we still have the "cart before the horse" in our efforts to link the ecosystem restoration work with the development of local businesses that provide quality job opportunities. In Tillamook County, we are still struggling to remove the artificial barriers that prevent growth and stability in our ecosystem management industry.

The County's Foundation for an Ecosystem Management Industry

Currently, we are working to take advantage of the efforts of the National Estuary Program in Tillamook County. The National Estuary Program has recently completed a comprehensive conservation and management plan for the county. One of the strategies in this plan addresses economic development. This plan provides the basis for all the ecosystem management work in the county - from flood mitigation work to riparian restoration work. The plan basically provides the foundation for the development of an ecosystem management industry in the

county. Also, not too long ago, Louis Solliday (from the Governor's Natural Resources Policy Office) and I were talking about the two thousand or so people that the Oregon Watershed Enhancement Board employs in the state. These people and the work skills that they are developing are part of a growing workforce that can help support a statewide ecosystem management industry.

Partnering and Networking to Build Local Capacity

I am a firm believer in partnering to enhance the county's capacity to get things done. I took advantage of the University of Oregon's Resource Assistance for Rural Environments (RARE) Program and the resources of federal, state, and local agencies within the county to create the Tillamook Coastal Watershed Resource Center. Initially,

We used a University of Oregon RARE worker to help document future contract opportunities in the county, to identify barriers to industry development, to identify gaps in local business services, and to identify the needs of struggling start-up businesses.

with the Resource Center, we came "out of the gate" with the mission to strengthen the local economic health with a community supported ecosystem management industry that offers a diversity of highly skilled business services that collaborate to effectively compete for local contracts opportunities on federal, state, and private lands. We've had to modify the scope of that mission given our available resources. Currently, the Resource Center sells geographical information from our GIS database for planning local restoration efforts, trains community members on how to use the county's geographical information system (GIS), and researches and markets business development opportunities for the county's emerging ecosystem

management industry. We used a University of Oregon RARE worker to help document and market future contract opportunities in the county, to identify barriers to industry development, to identify gaps in local business services, and to identify the needs of struggling start-up businesses. Our resources are just "small potatoes" even though we have "tons of work" to get this ecosystem management industry up and running. Collaborating with others helps us to sustain progress.

By-Products of Ecosystem Management and Local Economic Development

We are now looking at how we can help increase the value-added processing of the by-products of ecosystem management work in the county. I am currently working with a county business that uses value-added processing to produce handles for paint brushes but needs a great deal of technical assistance in updating and marketing their product nationally and internationally. We are also working with this business on safety and wage issues. The goal of our assistance is to increase the return on their investment in value-added processing. We are partnering with the Healthy Forests Healthy Communities Partnership in this effort. Partnering in this manner has been of great assistance to us.

Comprehensive Planning for Ecosystem Management

I'd like to close with the note that the Tillamook Coastal Watershed Resource Center is helping the county to use geographical information systems to help create jobs that demand higher skills and draw higher wages for county residents. The geographical information system (GIS) - that is based at the Resource Center - is also helping to provide a standard set of GIS data for planning ecosystem management efforts in the county. This means that everyone in the county is using the same data set for planning ecosystem management work. Everyone from the county planner to the watershed council coordinator to the administrator of the economic development council. A common set of GIS data should help facilitate collaborative planning efforts. This, in turn, should help package contracts that provide work opportunities across agency boundaries and increase the duration of work for local contractors and their employees. Bundled contracts such as these will help support the development of the county's emerging ecosystem management industry.

Conclusion

I also want to reiterate that the Northwest Economic Adjustment Initiative provided funds before we had an opportunity to build a foundation for our emerging ecosystem management industry. Before rural communities were in a position to take advantage of this Initiative, many rural communities became blighted and the economic hardships resulting from the endangered species listings began to take effect. Unfortunately, some residents in the county lost the will to sustain progress on economic redevelopment. However, the Economic Development Council of Tillamook County, the National Estuary Program (NEP), and the successor to the NEP the Tillamook

County Performance Partnership have reinvigorated the effort to integrate ecosystem management with economic development. I believe our persistence in this effort will help ensure that business development and job opportunities will be available to county residents.



**Chris Roach, Rural Development Initiatives, Inc.
Eugene, Oregon**

Introduction

Today, I would like pass along to you some of Rural Development Initiatives' (RDI) experiences with working with watershed councils to build their capacity to do community development work. RDI has worked with over one hundred rural communities in Oregon. In these efforts, we have utilized a framework for capacity building that was developed by the Aspen Institute. This is a group in Colorado that organized several "top" community developers from across the country who - over a two year period - came up with eight different elements that they believe were essential to developing community capacity. I would like to share this framework with you and, also, share some examples of our work with watershed councils to develop some of these elements.

This year, we organized representatives of all the community development groups, including the watershed council, into a planning committee to prepare a collaborative proposal for funding.

Broad Participation in Decision-Making and Leadership

The first element of capacity building for community development is broad participation in decision-making and leadership. The intent of this element is to make sure that all the "players" are "at the table." When working with watershed councils, I usually inquire, "When was the last time you asked, 'who else needs to be at the table here?'" Communities change over time. So it very important to periodically evaluate if every one is represented - the diversity of the community needs to be reflected in your effort. A good example of an effort to incorporate

A third element for building the capacity of a community to engage in community development is a strategic agenda that is grounded in a widely supported vision of the future.

community diversity is La Pine, OR. We've been working here over the past year on a long-term, sustainable development project. As you are probably aware, rural investment funding was available to communities. To better position the La Pine for this funding, we recommended a needs assessment and an inventory of community projects that were eligible for this funding. The previous year, all the groups in La Pine that were involved in community development competed for this rural investment funding - each submitted grant proposals independently and

none of the groups - we believe - received this funding because there was no collaboration among the groups. This year, we organized representatives of all the community development groups, including the watershed council, into a planning committee to prepare a collaborative proposal for funding. In this committee, each group shared their project proposals and, as a group, they prioritized these project proposals. We believe that they will get a more favorable response from potential funders by doing it this way.

Increasing the Knowledge and Skills of Community Members

Another element of capacity building is increasing the knowledge and skills of community members. For example, we are working with the Rogue Basin Coordinating Council to conduct a formal needs assessment to determine what the training needs are for community members. Once this assessment is complete, we have enough funds from the Oregon Economic and Community Development to do five "action trainings" to build upon the knowledge base within the community and to develop specific skills among community members. We also have a "leadership program" called the Rural Futures Forum that some of you have already participated in. A number of

watershed council members have participated in this Futures Forum providing them with an opportunity to meet a diversity of groups working in their area. This participation increases the opportunities for watershed councils to develop their relationships with other groups and broaden their network of collaborators. I sometimes observe watershed councils working in isolation. When you work in isolation, you will not garner the community support to implement watershed council projects.

A Widely Supported Vision Linked to a Strategic Agenda

A third element for building the capacity of a community to engage in community development is a strategic agenda that is grounded in a widely supported vision of the future. In La Pine, the watershed council was invited to participate in the revision of the strategic plan for the community. Prior to this, the watershed council had not been involved in the community development efforts of La Pine. By integrating the watershed council into this process, more youth became involved in the strategic planning effort because they were attracted by the watershed council restoration projects. In addition, the watershed council's assessment data could be used to monitor and evaluate the implementation of the strategic planning effort. Moreover, the watershed council program provided a framework that was lacking for the environmental issues raised in the strategic planning process. Integrating watershed council efforts and the strategic planning efforts yielded benefits for both.

Measuring the Progress of Our Actions

A fourth element of capacity building within a community is establishing an action program that has systems to measure progress and results. So, the basic idea with this element is that a community needs to be able to plan their actions and to effectively put their ideas into action. Although this is not "rocket science," plans do not always lead to action because stakeholders get "bogged down" in the planning phase, and they never reach the implementation phase. In La Pine, they used a measurement-based planning system that is designed to track progress towards a "visionary" goal such as their goal that the community of La Pine is a steward of their natural resources. In this measurement-based planning system, there is an indicator developed for reaching these visionary goals. As an example of one of the indicators for the environmental health of La Pine, the streams and watersheds in their area were to remain in a "healthy state" - to sum it up with just few words. To acquire data to support this indicator, the community turned to the assessment data that the watershed council had been collecting to monitor the streams such as total maximum daily loads (TMDLs).

Building Group Structures and Procedures

The fifth element of capacity building is developing group structures and procedures. The idea here is that many groups - including watershed councils - don't take the time to "step back" in the beginning and develop some working agreements on how they are going to make decisions, how they are going to deal with conflict, how they are going to communicate, and what partners are they going to interact with. Groups tend to jump into the technical matters and neglect the organizational and emotional issues surrounding any effort. It is more effective to develop some processes to effectively deal with the dynamics that arise in group efforts.

Effectively Utilizing Resources

The final element that I will address today is better resource utilization. This element addresses more than just fundraising. For example, the Rogue Basin Coordinating Council identified a need to have training in grant writing and public relations so that they could secure resource to operate and implement their programs more effectively. Better resource utilization includes using resources, skills, and expertise within the community more effectively.

Conclusion

Now, given that I have just a few more minutes, I would like to pose the following question, "How do you develop jobs that are linked to watershed restoration and ecosystem management so that you keep more of the funds that are targeted for this type of work in the community?" During the breaks of this Forum, I would like you to think about how you apply some of these elements of community capacity building to answer this question which is the focus of this Forum today.



**Jeff Oveson, Grande Ronde Model Watershed
La Grande, Oregon**

Integrating Economic Development into Watershed Restoration

I feel a little "out of place" here in Springfield, Oregon west of the Cascades. A reason for this is that my community is far from Eugene and the rest of Western Oregon. My community is so far that the Spring Chinook salmon reach our basin in the Fall. Another reason why I feel "out of place" is that I am not directly involved in economic development and job



Jeff Oveson

development in our county at this time. Currently, the business of our watershed council is managing the health of our watershed – this is basically what we do. But, I must admit that it is really satisfying to bring into a community an "on-the-ground" watershed, restoration project that helps put money into the hands of local contractors and local workers. However, we have yet to assess the quality of the business or employment opportunities that we create with our watershed restoration program. Our watershed council plans to become more involved in using ecosystem management and watershed restoration as an economic development opportunity for the communities in our county.

To give you some more background about our watershed and the people that reside in it, the Grand Ronde watershed covers 5,600 square miles and has 20,000 residents who are struggling to make a living. We are also fortunate to have Sustainable Northwest working in our county. Sustainable Northwest is not in Wallowa County because they discovered our county, but because we approached Sustainable Northwest for assistance. We are fortunate that we have the kind of leadership in Wallowa County that seeks out beneficial partnerships.

Missteps in Trying to Improve Watershed Health

In the past, three water conservation projects in the Columbia Basin could have lead to the demise of several of our communities. Instead, these conservation projects are leading to our current watershed restoration efforts. The Northwest Power Planning Council directed the U.S. Bureau of Reclamation to undertake these conservation projects. One of these projects involved Prairie Creek near Joseph, Oregon. The project involved placing a pipe in the creek to reduce leakage as water drains from Wallowa Lake and is carried downstream. The water conservation project was designed to keep more water in the stream for the benefit of salmon rather than losing it to leakage.

The groups that proposed the water conservation project for Prairie Creek did not gain support from the community that used this Creek. The citizens of Joseph viewed Prairie Creek as an aesthetically pleasing, babbling brook that coursed through and along their community. Both realtors and homeowners were the first to speak out against the water conservation project. They feared the devaluation of their properties if their property was cut off from irrigation water. The water in the creek was also used to irrigate valuable farmland. Engineers for the project informed everyone that this issue could be mitigated,

Session I: Watershed and Community-Based Approaches to Quality Jobs in Ecosystem Management

Our watershed council plans to become more involved in using ecosystem management and watershed restoration as an economic development opportunity for the communities in our county.

but the residents were too angry to listen. They were angry at federal agencies and the soil and water conservation district telling them what could be done with "their stream." There is no question, in my mind, that everybody could have been satisfied in time if the right approach was used in the beginning. Unfortunately, the groups backing the water conservation project forgot to ask the community for their input on what could be done to conserve water so that more water was available for salmon. They neglected to engage the communities in the initial planning

phase and build their understanding and participation in reaching the goals of the water conservation project.

A Successful Approach for Community Participation

These same agencies moved into the Lower Valley of Wallowa County and modified their approach for gaining public "buy-in" for the water conservation project. This time they asked local residents what they believed would be the best approach to implementing the water conservation project so that the health of the watershed could be improved. As a result of being included in the decision-making process, the local residents were supportive of the projects that were developed to improve fish passage, improve water quality, and increase the quantity of water for salmon. The beautiful part of this effort in the Lower Valley is that it helped spawn the self-determination of county governments. The tragedy is that those people in Prairie Creek still have several significant problems in their watershed that include water quality problems due to sedimentation. The only bright side to the experience with the Prairie Creek project is that we learned a lesson on how to engage a community in watershed restoration efforts.

Collaboration and Local Ownership

Our county commissioners and both federal and local agencies now realize that the only way to resolve our watershed problems is through collaboration. That's not to say that we don't have politics in our county. One county commissioner, who was a "founding father" of our watershed council, did not get re-elected because the voting public felt he was out of the county too much. He was outside the county "telling the story" of our county's efforts and building relationships by engaging others in the state. Our government officials have decided to make two words the basis of everything we do – these two words are "local ownership." Local ownership has to be the basis of everything you want to do including linking watershed restoration with local economic development.



Jim Walls, Columbia Pacific Resource Conservation and Development Grays Harbor, Washington

The Goal of Workforce Development

In 1993, the Columbia-Pacific RC&D hired its first crew of displaced timber workers to carry out salmon restoration projects. To provide these workers with training in watershed restoration, the Columbia Pacific Resource Conservation and Development (RC&D) designed a Watershed Restoration Apprenticeship program. Our apprenticeship program is designed to develop a trained workforce that has the skills necessary to do the needed watershed restoration work in our area. The ultimate goal of our apprenticeship program is to further diversify the skill base of our workforce because a skilled workforce is one of several key ingredients to supporting the development of a new, private ecosystem management industry – one that provides ecosystem management services to public agencies and private landowners.

How the Apprenticeship Program Works

To obtain the status of Journeyman in our program, apprentices must obtain 4000 hours of on-the-job training in specific categories, and complete 562 hours of related class instruction in the program's curriculum. Depending on their interests, apprentices can get "riders" or specialized training in such areas as heavy equipment operation

and culvert analysis to include on their Journeyman Card.

Working with Private Landowners

When working with timber companies and private landowners to do restoration projects, everything is based on their trust of our organization and the individuals involved in our program. In our area, you will never see a corporate timber company advertising to have construction work done on their lands. Securing work with private timber companies is done through relationships that have been developed over time. They need time to develop confidence in the skills of a work crew. You and your crew will need to gain their trust before you ever begin working on their land.

Continued progress in restoration work will only move forward through a local process that involves building the trust between the landowners and contractors.

With the Endangered Species Act listings and proposed rules for agricultural land in the State of Washington, private landowners will not allow you on their land to do salmon restoration work unless they know you and trust you. Recently, our crew asked the permission of a landowner - whom they did not know - to enter his property to do a culvert analysis. The crew was threatened with a shotgun. During the past few years, we have built nine to eighteen miles of fence each year along riparian areas in our area. Today, after the ESA listings, we have built less than one mile of fence per year. Continued progress in restoration work will only move forward through a local process that involves building the trust between the landowners and contractors.

Collaborating with Others to Get the Apprenticeship Program Off the Ground

When we started, we did not have the staff or knowledge to create an apprenticeship program for ecosystem management workers. The effort to develop this program involved the Grays Harbor Community College, the Weyerhaeuser Company, and the International Woodworkers of America of Washington. The college had the expertise to develop the needed curriculum. Weyerhaeuser had the facilitating and organizational skills that were crucial in assisting the committee to focus on tasks that were essential to reaching our goals. The International Woodworkers of America worked with other unions to assure they did not perceive these new jobs as a threat to other workers. The creation of a state grant program called Jobs for the Environment was also crucial to get funding to pay for the projects that were key to providing the needed on-the-job training for apprentices.

More than Just an Apprenticeship Program is Needed

We've come to realize that if the Watershed Restoration Apprenticeship Program is going to succeed, this program needs to expand into other areas in the Pacific Northwest. We currently work in four counties in the state of Washington - our program is approved for all of Western Washington. Currently, the City of Seattle, King County, and two Indian tribes are interested in participating in this program. Who is going to deliver the program to these areas? The Columbia-Pacific RC&D is not a state-wide organization. Our board would not appreciate the use of our program funds and resources to support efforts that are located outside our target area.

I believe it would serve all states and counties that are involved in salmon recovery to have a trained workforce to get the job accomplished in this area. This trained workforce will help us establish an industry that can provide ecosystem management services.

I believe it would serve all states and counties that are involved in salmon recovery to have a trained workforce to get the job accomplished in this area. This trained workforce will help us establish an industry that can provide ecosystem management services. From our experience in workforce development, we strongly believe that - when you develop a work crew - you need to stick with them and support them until this emerging industry develops into a stable, private industry. Your efforts should not be focused solely on processing people through the apprenticeship program. You will need to help find work to help support your crew while this emerging ecosystem

management industry becomes established. That means you will need to collaborate with others who are involved in economic development to ensure that your graduates have employment during these times of change.

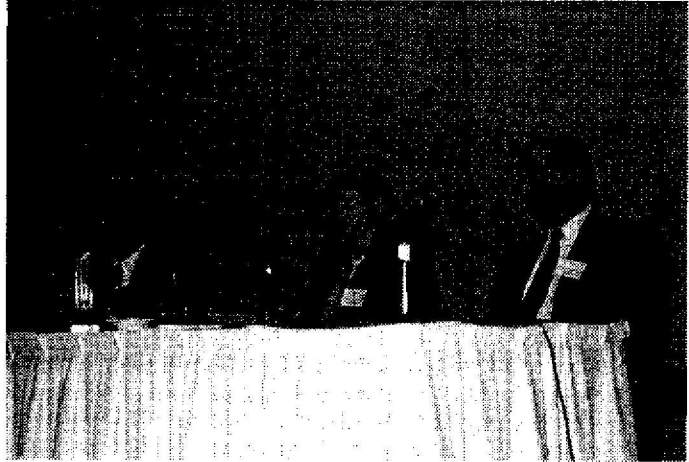


Ruth Blyther, Redwood Community Action Agency Eureka, California

Introduction

When I was asked to fill in for my boss (Sungnome Madrone) on this panel, I initially had the thought that I am not an expert on this subject – linking ecosystem management with local economic development efforts. I'm not an expert in this. But, then I realized that I was trained in the 1980s in various aspects of ecosystem management at the Redwood National Park. I have acquired additional skills and expertise since that time, and I have something to contribute to this Forum. I am a success story in training people to work in the emerging ecosystem management industry.

In trying to develop local industries that provide ecosystem management services, we are trying produce a "paradigm shift" in this society. This is a really difficult thing to do. This is hard work and often you get really frustrated and say, "What the hell am I doing this for" and "Why am I putting myself through this frustration." When I become really frustrated, I have to remind myself to step back and seek inspiration from others such as the writings of Wendell Berry. This enables me to re-energize myself so that I can continue working on this effort of linking ecosystem management to local economic development efforts.



Left to Right: Jeff Oveson, Ruth Blyther, Jim Walls

Outreach on Agency Contracting and Local Economic Development

The Redwood Community Action Agency has a Division of Natural Resources Services. This division is working on several levels to improve small business and employment opportunities in our community. We educate existing partners and potential partners about procurement (i.e., contracting) models that are available to support local economic development opportunities in ecosystem management. This requires working closely with local, state, and federal government agencies to establish mechanisms that link ecosystem management work with local businesses. These include sole source contracting, indefinite quantity contracting, and qualified bids.

The Redwood Community Action Agency has worked with several other groups to begin to define the ecosystem management industry in our region. We want to know who is involved in this industry, what type of jobs businesses in this industry provide, is this industry experiencing growth, who are their clients, and so on.

Cooperative agreements (i.e., a form of assistance or grant) are another mechanism, but this mechanism is limited to mostly "demonstration projects" such as a training program or to demonstrate a technique. However, since the federal government cannot procure services using cooperative agreements or grants, most of its work will be contracted out when outside services are needed. Different government agencies use different enabling legislation to permit agencies to enter into cooperative agreements with other organizations. The Redwood Community Action Agency has a variety of experiences working in cooperative agreements, and we would be happy to share our

experience with cooperative agreements established with the U.S. Forest Service, the U.S. Bureau of Land Management, California State Parks Agency, and CalTrans, for example.

Opportunities on Private Lands

Government contracts and grants are only one piece of the puzzle. Much of the land in our region is privately owned. We are working on providing incentives to private industrial and non-industrial landowners. We have combined forces with the Collaborative Learning Circle and others to organize a summit on conservation incentives that will convene experts to discuss existing incentives, cost share programs, and how we can improve upon

these incentive programs to make them more effective. Private landowners often need these incentives to do needed stewardship work on their land. The Defenders of Wildlife in Oregon developed a booklet on incentives for landowners, and we've pulled together some resources also. Incentives are another tool in the "tool box" for local stewardship. These incentives for stewardship also generate business opportunities and employment opportunities for local communities.

Other Support Services

We received a grant from the Rural Communities Assistance Program to organize groups and individuals into the Watershed Improvement Network. One way that this network is providing support for small ecosystem restoration businesses is by developing a directory of contacts for Humboldt County. The directory provides information on businesses, funders, regulators, and individuals that are involved in ecosystem management. Using these grant funds, we also conduct monthly forums on hot topics for ecosystem restoration such as new regulations, information on culverts and fish passage, new funding sources, referral services, and strategies for developing an ecosystem management industry.

The Redwood Community Action Agency has worked with several other groups to begin to define the ecosystem management industry in our region. We want to know who is involved in this industry, what type of jobs businesses in this industry provide, is this industry experiencing growth, who are their clients, and so on. At this time, we have very limited funds to do this applied research. We are working with student interns from Humboldt State University.

This coalition has the resources and the political will to do projects, but they do not have good mechanisms to ensure that local contractors and workers get the jobs, that local expertise is utilized effectively, or that the community at large is informed about what the county intends to do. For this coalition to progress, there needs to be a gathering of interested parties to come up with a sense of where we are, an understanding of what we want to accomplish, and a strategy of how we are going to get there.

Efforts to Institutionalize a Local Ecosystem Management Industry

We have attended meetings with officials from Humboldt County to discuss their overall economic development plan for the county and to encourage the county to recognize the ecosystem management industry as an industry cluster or as an integral element to current industry clusters such as timber and fisheries. We are currently seeking funding to further support this effort. Although there is a need for healthy natural systems and there appears to be a need for trained workers to help restore the health of these systems, we do not have detailed information on the specific services or jobs that will be needed in the future for specific localities. We also need information on the wage and benefits for actually doing the work of restoring the health of natural systems.

From our work in the county, we have learned that land-use planning on a county level is not coordinated with state and federal water quality regulatory programs. The county's land use plan is based on geopolitical boundaries not on watershed boundaries. This makes it difficult for county government to consider and include watershed impacts and needs into their planning efforts. The Redwood Community Action Agency partnered with Humboldt County Planning Department and others to develop a proposal to the U.S. Environmental Protection Agency's Sustainable Development Challenge Grant Program to study and pilot test the feasibility of changing county planning boundaries to fit watershed boundaries. New Zealand has done this countrywide. Unfortunately, the EPA's grant program did not receive appropriations for the year 2000. As a result, our proposal was not funded although it did receive a ranking of 95% and lots of good comments. We are now looking for other funds.

Why are Community-Based Approaches More Effective

I have several concrete examples that illustrate the need for using a watershed or community-based approach. One of these examples is fire management. Wildfires are not emergencies – they are inevitable. Yet, when they happen, a number of people are brought in from around the country and millions of dollars are spent to fight the fire. First off, local knowledge and expertise could be used to prevent much of the fire damage by doing continuous fire prevention work. Secondly, community crews could be trained to respond to fire in their watershed and could be utilized by incident commanders when additional services are needed. This approach would provide local knowledge and give the local workforce additional employment opportunities in their community. I have lots to say here but that's enough for now.

An example where a community-based or watershed-based approach may help build local support for restoration work is in the area of road decommissioning. Road work requires considerable collaboration among landowners, permitting agencies, local experts, equipment operators, and individuals with experience in ecosystem management. In one instance in our county, a road inventory identified the need for decommissioning for a private road located on private land. The landowner agreed to work with a local restoration group and contributed a substantial amount of funds to decommission the road. The restoration group applied for additional funds and received additional resources. A number of permits were needed to do the road work including a permit from the National Marine Fisheries Service. This particular permit held the project up for a year. Finally, when all was in place and the project was about to proceed, the community who lived in the watershed heard about the road decommissioning project and reacted negatively towards it. The community had not been involved in the planning of the project. They did not want to see public funds spent on private land because they felt the private landowner's logging plans were destroying the watershed and that this road decommissioning project was just a public relations ploy by the landowner. The road decommissioning project eventually collapsed, and the landowner decided not to do any more cooperative projects with local restoration groups.

Building the Capacity of Counties to Plan for Economic Development

Mendocino, Humboldt, Del Norte, Siskiyou, and Trinity Counties have formed a coalition to deal with Endangered Species Act listing in the region. This coalition realizes that there is a lot of money becoming available for restoration work. The coalition has approached agencies for funds to support restoration work. However, the counties have not developed plans to determine how all this restoration work will be accomplished nor have they sought advice from professionals in the ecosystem management field.

This coalition has the resources and the political will to do projects, but they do not have good mechanisms to ensure that local workers will get the jobs, that local expertise will be utilized effectively, or that the community at large will be informed about what the county intends to do. For this coalition to progress, there needs to be a gathering of interested parties to come up with a sense of where we are, an understanding of what we want to accomplish, and a strategy of how we are going to get there. However, at this moment, it seems as though the counties involved in the coalition are going to proceed in a "business as usual" manner awarding contracts to the lowest bidder without regard to the qualifications that are needed to do the work properly. This will result in low quality ecosystem management work, less work being done for the money, and local expertise and skills being underutilized.

Progress will take time, education, and sometimes a change in personnel for some organizations. If communities understand the importance of collaborating with partners and the value of good planning and organization - then progress will proceed more quickly.



**Mollie Owens-Stevenson,
Rogue Valley Ecosystem Workforce Training Partnership &
Southern Oregon Women's Access to Credit**

Background

I work for Rogue Community College – one of the partners in the Rogue Valley Ecosystem Workforce Training Partnership. I entered into this effort to link ecosystem management with economic development from a very different place than many of you here in this room. Let me tell you briefly about my background. I have worked with women in economic development efforts for a number of years. I became involved in rural economic development while I was working with women in farming communities and forest product communities. These women were trying to figure out ways to keep “body and soul” together while they and their husbands figured out how to deal with the farm and forest crisis in their communities.

About 12 years ago in Southern Oregon, we had a conference of 90 women. At this conference we got together to spend a day analyzing what we would need to capture more of the “economic pie” in our area. During this effort, we came up with a plan to improve the economic condition in our areas. This year, we had a wonderful celebration of the 12th anniversary of the implementation of that plan. This planning effort came up with a couple of things that are pertinent to this effort to develop local industries that provide ecosystem management services. One project that was a product of this planning

I believe that it is important to involve representatives from ethnically diverse communities in planning efforts such as workforce development. The members of these communities are often neglected in retraining efforts.

effort was a small business development project for rural women in non-traditional occupations. So I began working with women who wanted to work outside and do physical work. Since they were laid-off long before the Northwest Forest Plan was implemented, they didn't have access to a retraining program.

Developing a Workforce for a Ecosystem Management Industry

In 1994, I was working with several people from the Rogue Institute for Ecology and Economy who were involved in economic development. They told me about this guy named Charles Spencer who was working on a retraining effort for displaced timber workers. After meeting with Charles, we decided to organize a training program in our area. Out of the initial planning for this training effort, we learned a number of lessons about organizational development. We realized that a number of people would need to be involved in this retraining effort if we were going to get anywhere and have the curriculum for our training developed. So, we organized a Steering Committee of representatives from our community college, our Job Partnership Training Act (JPTA) Program, our government economic development agency, and the Southern Oregon Women's Access to Credit.

Making Workforce Development Efforts Inclusive

We also had representatives from ethnically diverse communities. I believe that it is important to involve representatives from ethnically diverse communities in planning efforts such as workforce development. The members of these communities are often neglected in retraining efforts. Hispanics are a large part of the timber industry, but training opportunities pass them by because language is such a barrier. Also, Native Americans are an important part of this industry, yet they are neglected. Women who are involved in this industry also get neglected. If they are not at the table during the planning of a local training program, their needs will most likely get neglected.

Session II: Building Local Workforce, Business, & Community Network Capacity

Need to Support Developing Businesses

The Rogue Institute for Ecology and Economy decided that, as an organization, they would be risk takers in this effort to develop a skilled workforce that could support an ecosystem management industry. So, they decided to become the "employer of record." They soon realized that federal agencies like the Forest Service can take up to

After looking at all the tasks that we needed to do, we began to prioritize what tasks we could and should do initially and who we could bring on as partners to help us do some of these tasks. Some people call this collaboration. Whatever you call it, the fact of the matter is that it is essential to work with other people and groups even if this is difficult at times.

90 days to pay for services rendered on a contract. But, the employees who do the work on a contract want to be paid the same month that the work was completed. This created several difficult issues in our effort to provide opportunities for "on-the-job" training. These issues gave us a sense of the difficulties a small contractor faces while trying to sustain a business in an emerging industry such as the ecosystem management industry.

Limited Capacity for Economic Development

The Rogue Institute for Ecology and Economy is a community-based organization with a set of beliefs and practices that helped to keep our effort focused on both ecosystem function and the functioning of a healthy economy. Also, we had partners from the federal agencies who played a very important role in getting this effort off the

ground. Later on, we also began working with watershed councils. During the planning stages we began to sort all the tasks that needed to be done. We sorted these tasks by those that fit under the umbrella of education and training and those that fit under the umbrella of economic development.

We knew from the beginning of our planning efforts that developing the industry was a very important part of the overall effort, but we did not know exactly how to do this. However, we did know how to develop the educational components of workforce development so we focused on this area primarily. However, we did some economic development studies such as an assessment of contracts that had been let out in the past and an assessment of what kind of products were coming out of the woods. We also took a look at what it would take to do harvesting of small diameter trees.

Collaborating with Others

After looking at all the tasks that we needed to do, we began to prioritize what tasks we could and should do initially and who we could bring on as partners to help us do some of these tasks. Some people call this collaboration. Whatever you call it, the fact of the matter is that it is essential to work with other people and groups even if this is difficult at times. One of the products that we were able to produce from our collaboration with others is an overview of our Field Education Program for trainees. I placed a copy for everyone on the table. This comes to you courtesy of the U.S. Forest Service, the Oregon Economic and Community Development Department, and the Wells Fargo Bank. This is a course outline of our training program that is a model for other Oregon communities to use when developing training. This year, as part of our training program, we are doing a Contractor's Institute. This is our approach to reach out to people who are currently in the industry and cannot take the time out to attend our year long training program. The Contractor's Institute addresses immediate skill needs, and the Institute's workshops are conducted on the weekend. The weekend workshops have been moderately successful the first year – the workshops have paid for themselves during the first year.

Basically, we did not have a functioning local industry that could provide ecosystem management services and hire and manage crews of workers who have the needed skills to do ecosystem management work. We soon realized that we need to develop a market for the workers that we trained. So, we set out to develop the business capacity in our area to do ecosystem management work.

Absence of an Industry to do Restoration Work that can Employ Skilled Workers

One of our major goals was to develop community capacity to do the local ecosystem management work. At the time, we did not have a watershed council that was willing to take on this responsibility. We did not have businesses that were willing to run crews to do ecosystem management work. Basically, we did not have a functioning

local industry that could provide ecosystem management services and hire and manage crews of workers who have the needed skills to do ecosystem management work. We soon realized that we need to develop a market for the workers that we trained. So, we set out to develop the business capacity in our area to do ecosystem management work. We worked with Jake Crabtree of the Rogue Institute who went out searching for both contractors and workers so that he could create a clearinghouse of information on available contractors and trained workers.

Taking a Business Development Approach

While working to create this clearinghouse, we realized that there wasn't much local capacity to do ecosystem management work in our area. With this in mind, we knew that we would have to take a "small business development approach" if we were going to link the ecosystem restoration work in our area with local economic development. We, like Lynn Jungwirth, approached our Small Business Development Center (SBDC) and had a similar reaction – the SBDC did not understand the unique constraints and circumstances of businesses struggling to make it in this emerging industry. After trying to work with the SBDC, it was clear to me that there is a huge gap between whom the SBDC considers to be potential entrepreneurs and whom we consider to be potential entrepreneurs.

In my opinion, the SBDC works primarily with individuals that are further up the economic ladder. We feel that there are a number of people who make up the working class who can be really great entrepreneurs, but they may lack a set of skills and they may lack confidence – confidence born of either money or experience. The "fire-in-the-belly" that Lynn Jungwirth talked about yesterday often comes from knowing that you are not going to lose your home, the car, or the wife and starve your kids if your business venture is unsuccessful. If you know that your loss will be minimal, you are more likely to take some risks and be enthusiastic about entering into this emerging industry. We really looked at how we are going to deal with the differences between rural areas and urban areas when working on small business development. We looked at whether local businesses secure the contract opportunities that are available in our area and what skills they lack if they don't have previous business experience.

... we realized that there wasn't much local capacity to do ecosystem management work in our area. With this in mind, we knew that we would have to take a "small business development approach" if we were going to link the ecosystem restoration work in our area with local economic development.

Developing a Course for "First-Time" Entrepreneurs

We looked at how we are going to deal with the differences between rural areas and urban areas when working on small business development. We looked at whether local businesses secure the contract opportunities that are available in our area, and we evaluated the business management experience of contractors in our area. Our work in this area resulted in a course entitled "Entrepreneurship of Contractors" - you can find the course outline on page 38 of our training program overview. This course presents essential information for small business owners – information that they will need to know. The course provides an opportunity to practice applying the key skills that are needed to make it in this emerging industry. This course also helps trainees to identify those skills that will most likely never be their strengths. The purpose of doing this is to raise their awareness about the need to hire individuals that have strong skills in areas where their skills are less developed, partner with individuals who help complement their skill set, or subcontract with another business that can offer these skills.

Helping with Personal Strategic Planning and Other Support Services

I also work with these trainees to develop short and long-term personal goals and steps to attain those goals. These steps might include two or three years as a worker, sometimes with a mentor who is both a "butt-kicker" and a "hand-holder," include more business skill development, and include some time as a supervisor and developing contract bids. We also established a very small revolving loan fund with money left over from several projects. At times, we had to "drag" contractors to it "kicking and screaming," but it's been successful nevertheless. Our revolving loan fund is a better alternative to the "check cashing guy" down on the corner who charges an interest rate of 35%, or it is better than using a personal credit card to front operating costs. The interest rate isn't as low as 10 to 12% because these are high risk loans but, with a secured government contract as collateral, the loans are short in duration since they are paid back quickly so the interest costs for contractors is actually low in the short-term.

Conclusion

I'm a granddaughter of jippo loggers. My grandparents and parents were homestead farmers. I've seen the farming and forest harvesting parts of our culture disappear to some extent. I'm really committed to maintaining these aspects of our culture by helping local residents survive the transition to an alternative way of working in the woods.

Our program has received support from the Oregon Economic and Community Development Department to help other communities that would like to develop training programs designed to increase the pool of individuals who have the skills to do ecosystem restoration work. Partnering with other organizations such as watershed councils and Jim Wall's organization Columbia Pacific RC&D is a good way to begin a program.

The most rewarding and exciting thing about this work is to see somebody who is a high school drop-out go through our training and come up to me and say, "I get this stuff, I'm smart enough and have the skills to do this work." This is great reward for doing this work. If there is anything I can do to help any of you to get a program off the ground in your area, please call me.



Jake Crabtree, Rogue Institute for Ecology and Economy & Gayle Sitter, Klamath Resource Area, U.S. Bureau of Land Management

- Jake Crabtree -

Introduction

Good morning! My name is Jake Crabtree, and I work for the Rogue Institute for Ecology and Economy. The focus of my work is on job placement and industry development. For me, industry development means helping to create an ecosystem management industry that has a stable and secure workforce making family wages and benefits so that they can plan their future. If anyone is interested, I have a position description that describes what a typical ecosystem management worker might do as a member of this industry's workforce. If you would like a copy of this, just let me know.

Bundling Several Projects into a Single Contract

What Gayle and I are here to talk to you about is the Blind Mountain Landscape Treatment Project in eastern Oregon. In the summer of 1999, we were approached by the U.S. Bureau of Land Management (BLM) to do what is primarily a juniper and ponderosa pine stocking reduction project. This project has a number of smaller

This project has a number of smaller "treatments" that were incorporated into the juniper and ponderosa pine reduction project. The small treatment projects would not be "money-makers" for a contractor if they were let out for bid as a stand alone contract. However, when they are combined with other projects, they improve the efficiency of contract administration and increase the quality and duration of work for the contractor and their employees.

"treatments" that were incorporated into the juniper and ponderosa pine reduction project. The small treatment projects would not be "money-makers" for a contractor if they were let out for bid as a stand alone contract. However, when they are combined with other projects, they improve the efficiency of contract administration and increase the quality and duration of work for the contractor and their employees.

To do the variety of work that is required in this contract, the BLM looked around for a single contractor who could easily transition from one treatment to another as they made progress on the variety of work described in the contract. The Rogue Institute had demonstrated, in the past, our ability to do work that requires a variety of tasks so the BLM selected us to do this project. They are using our training crew to train their personnel to create more projects like this. They know that we are innovative and are able to work with them to incorporate the changes

that need to perform this contract. Another thing that is going to happen in this project is that we are going to work with local vendors. We will be hiring subcontractors who log junipers. These subcontractors will help train our workers in the techniques of juniper logging since we have no experience with logging juniper – it doesn't grow on our side of the Cascade Mountains. This strategy results in local residents getting hired and partnerships developing with local contractors.

Our presentation today is to give you an overview of this particular project and all the work that is involved in a multi-task contract that Gayle Sitter will present to you. This is a project that is designed to help set the stage to develop a local ecosystem management industry.

- Gayle Sitter -

Blind Mountain Landscape Treatment Project

Hi, I'm Gayle Sitter and, before I get started on this overview, I'd like to point out that I come into this effort from a different perspective than the previous speakers at this Forum. I'm with a government agency that has a job and wants to get the work done. Another point I'd like to make is that I'm a wildlife biologist representing an interdisciplinary group. So, if I happen to say "I," I'm referring to "we." This is a cooperative effort to develop a project like this that involves a variety of treatments that do not fall in any one category - range management, wildlife management, or fire management. Also, as a wildlife biologist, I get to start this overview with an obligatory wildlife photo.

Several Sources of Habitat Loss

In the early 90s in eastern Oregon, we were having substantial die-back of Ponderosa Pine tree. This particular slide shows a tree that was a nest tree for a bald eagle in the area. In the project area, there were two pair of bald eagles. In a period of five years, we had lost three nest trees. Now, by removing these trees, the following question arises, "Is that a timber resource we are losing because of its potential for timber or is that wildlife habitat because it provides a nest for the eagle? We knew what was causing this loss of nest trees. In this slide, you can see the thick cluster of junipers and small pines at the base of these nest trees due to fire protection. Around this nest tree, there were thirty-two stems of saplings ranging in size from one inch to twelve inches. This creates a fuel problem - excessive fuel around important wildlife habitat.

Who Will Take the Lead in Restoring a Disturbed Ecosystem?

In this area, we also have some problems on the rangeland. We have juniper coming into areas that were once dominated by sagebrush. Because this system has been disturbed, the juniper is crowding out the sagebrush and other plant species that are desirable for wildlife forage. Is this a range problem or a wildlife problem? Who's responsible? In the project area, we are losing valuable habitat for antelope. In the background of this slide of several antelope, you can see an open area on the hillside. In 1992, we cut the juniper in this area that were under 90 years of age - this was referred to as a "wildlife clear-cut." The open area that you see in this slide is what this area historically looked like. As you can see in the photo, most of this area is now dominated by juniper.

The invasion of juniper in this area can also be considered a hydrology problem. The spring in this particular slide went dry in 1992. The rancher in the photo has been here since the mid-1930s. During this time, the rancher never saw the spring "run dry." Everyone is attributing the dry spring to the juniper encroachment. So, as you see, the dimensions of this juniper problem become increasingly complex - it is a wildlife problem, a hydrology problem, or a range problem? Due to the interrelationships in an ecosystem, the disturbance that leads to the juniper invasion can impact a variety of components in an ecosystem - it can affect the hydrologic cycles of the system and the habitat for wildlife.

There are also other elements besides nest trees for bald eagles that others are concerned about such as old growth juniper that was a part of the ecosystem when the area was dominated by sagebrush. How do you treat the invading juniper without damaging this old growth juniper or without damaging the nest tree surrounded by a dense cluster of reproduction? ... A mechanical approach may be required to remove the invading juniper without damaging the old growth juniper - this approach will require skilled workers and will be labor intensive.

There are also other elements besides nest trees for bald eagles that others are concerned about such as old growth juniper that was a part of the ecosystem when the area was dominated by sagebrush. How do you treat the invading juniper without damaging this old growth juniper or without damaging the nest tree surrounded by a dense cluster of reproduction? For example, if we use prescribed burning or wildfire to treat this area, we are going to lose these elements under the current conditions of fuel load. A mechanical approach may be required to remove the invading juniper without damaging the old growth juniper - this approach will require skilled workers and will be labor intensive.

Developing an Approach to Restoring an Ecosystem

So, how do we restore this area? What do we want done and who is going to do it? We have some areas that we may have to do mechanically because of their large size. For some areas we will have to "treat-by-hand" and "hand-pile" slash to reduce the fuel load in these areas. We would like to recover any "volume" (i.e., wood for lumber and other wood products) on these areas if we can. Often, the patches of forested areas that we need to

treat are remote, hard to reach, and do not have any commercial value for timber. So, how do we do this and where do we start?

Our community is filled with intelligent people, but they did not see the connection between our restoration work and the community's economy. They wanted us to demonstrate what we were planning to do and how it involved the community and its economy.

The Challenge of Community Involvement

Yesterday, Sue Cameron talked about community involvement. Well, we tried this when we started to develop a resource management plan. We went out and talked to people and invited them to presentations on our environmental assessments. We also met with watershed councils. The problem was that we were not getting any reaction or feedback from the community on what we planned to do in the project area. At best, we received the "deer in the head lights" look from those who listened to our presentations. Our community is filled with intelligent people, but they did not see the connection between our restoration work

and the community's economy. They wanted us to demonstrate what we were planning to do and how it involved the community.

A Multi-Disciplinary Approach to Designing a Contract

Well, we needed to get things going on the ground, but the agency wasn't sure who was responsible for planning and implementing a project that addressed several issues - wildlife habitat, timber resources, and water resources. So, planning and implementing the project became a group effort in our office. We pooled funding from our wild-life program, range program, fire protection program, and timber program. Fortunately, we had helpful contract managers - one of them is sitting right over there. Barb Albertson was great at creative contracting. I would call her up and say, "Barb, we got three thousand dollars and this is what I want to do - Oh and, by the way, I've got to obligate the money by Friday." She would be able to figure out a way to do it.

Adjusting to Innovative Contract Designs

We got things going. We issued a request for proposals (RFP), and the first contractor that picked up the RFP didn't know what to do with it. The contract was different from the ones that he had seen in the past. With this contract, we were innovative. We tried different things to get the Blind Mountain Project done. We used contracting techniques like indefinite delivery contracts and other techniques. This slide is a sample of the work that the contractor is required to do - locate the boundary lines of the project, mark the leaf trees. In this slide, they are basically doing the cruising for us determining whether they are going to handle a tree manually or power it. In this picture, they are doing all the fuel management. They are also helping us to set up a monitoring program to determine how we will do this multi-task work in the future. They are helping to train us. We are learning to write contracts that will include all these tasks and treatments. We are also learning to write contracts that a contractor can understand and perform the work that is needed to meet the project objectives. Some of the other things that we are going to incorporate into this project - in the future - is the planting of sagebrush, mountain mahogany, aspen, willow etc. The project area is rich in cul-

The natural resource-base industry - which the county depends upon - is in decline, and the county can no longer rely on this industry for economic resilience. We are trying to help the county capture new opportunities that are available in ecosystem management.

tural resources. So, we are working with the contractor to increase their knowledge of these resources so that the contractor and their employees will be knowledgeable enough to avoid cultural sites while performing the tasks of the contract.

Where Will the Funds to Restoration Work Come From?

The big question is how did you get the contractors, community, and our agency associates working together to do this restoration work without "selling the farm." Personally, I share Jeff Oveson's enthusiasm from yesterday that the money will be there to do this restoration work. We started out small - borrowing a little money from a variety of "pots." The U.S. Bureau of Land Management doesn't have a pipeline to funds for juniper management - the funds to do the work come from a combination of sources like the Jobs in the Woods program. For example, last year, we received funds to do 250 acres of juniper control using mechanical methods. These funds were provided entirely by the Rock Mountain Elk Foundation. The juniper control effort is building. We are getting more grants. Private landowners are waiting at our door to do juniper control on their property. I can guarantee you that - come August - we are going to get a call from Washington, DC from someone who says, "We have an extra \$100,000 dollars that we are not going to spend, can you use it?"

Growing Market for the By-Products of Ecosystem Restoration

When we started doing juniper control, we were paying contractors \$200 per acre to do the work. Last year, a contractor came into our office and wanted to harvest juniper "saw logs." We wanted to track the volume of "saw logs" that he was taking off the area. We decided to charge him 25 cents a cord for the volume of wood he removed. Well, we started out paying contractors to control juniper and, now, the contractors are paying us to harvest juniper. The market for "saw logs" is rapidly changing and developing. Basically, we are helping to promote the development of this market.

Conclusion

If we keep moving ahead, even though the direction forward is a little murky, we will begin to see more clearly and the future for establishing local industries that provide ecosystem management services will look brighter.



Marcus Kauffman, Lake County Community Sustainability Initiative Sustainable Northwest

Introduction

I'm going to talk to you briefly about what we are doing to evaluate the possibility for establishing an ecosystem management industry in Lake County that can provide employment opportunities for residents of the county. Specifically, I am going to talk about our industry assessment as one tool that people can use to determine if an ecosystem industry is viable in the county.

Background on Lake County

Lake County straddles the Klamath and Great Basins in south central Oregon. Although it is Oregon's third largest county, Lake County is isolated and - with only 7,500 residents - is sparsely populated. The county seat of Lakeview has only 2,800 residents, and there are more cows than people in Lake County. Seventy-five percent of the land in the county is publicly owned. The main industries and employers in the county are the wood products industry, the ranching industry, and the public sector. Basically, there is a general lack of economic opportunity. People are not moving into the county for employment or to establish businesses. These natural resource-based industries are in decline. The county can no longer rely on these industries for economic

The information that is collected in this industry assessment will help motivate local residents and partners to act and take advantage of the opportunities in ecosystem management in the county.

resilience. As a result, Sustainable Northwest is working with the county to help it capture new opportunities that are available in ecosystem management.

The Goals of the Lake County Sustainability Initiative

The goals of Sustainable Northwest's Lake County Community Sustainability Initiative are, first, to restore the forest and rangeland in the county. Second, to create business and quality job opportunities in ecosystem management. The third goal is to link up with the Healthy Forests Healthy Communities Partnership that Mary Vasse

To give you an example of what we found from this simple analysis, we determined that about 5 million dollars worth of federal contracts over a six-year planning period on the Fremont National Forest went to contractors who reside outside the county while only about one million dollars of the contracts on this same forest went to local contractors during this same six-year planning period ... local contractors capture only 17% of the available contract opportunities.

talked about yesterday. This goal is to help businesses process the by-products of ecosystem management work such as juniper and small diameter poles and, then, market these processed products. The fourth goal, to increase the capacity of the community to do these three goals for themselves. Sustainable Northwest is a regional organization, and this initiative is one of our community partnerships. We are providing "temporary capacity" for the county to get things going. Our goal is to eventually "step-back" and let the county take over this initiative. Our role will eventually shift from a "capacity provider" to a partner – this is basically what we've done with Wallowa Resources.

Why do an Industry Assessment?

You may ask, "Why should we do an industry assessment?" Well, we need to determine if the development of an ecosystem management industry is a viable local strategy. Does the economic potential for this industry warrant an investment of scarce resources? Our industry assessment will help determine this. The industry assessment will help us avoid the mistakes of the *Jobs in the Woods* program – training people for jobs that don't exist yet.

The industry assessment will help develop a shared understanding in the community about the economic development potential for an ecosystem management industry. It will help to guide the development of new programs and establish baseline data for monitoring progress in capturing the ecosystem management work going on in the county. The information that is collected in this industry assessment will help motivate local residents and community groups to act and take advantage of the opportunities in ecosystem management in the county.

What is Involved in an Industry Assessment

The industry assessment is a "demand-side" approach to economic development. The goal of our industry assessment is to analyze past and future contracts on the Fremont National Forest and the Lakeview Resource Area of the U.S. Bureau of Land Management. We are interested in the dollar amount of contracts that are "let out" and the types of contracts that are "let out" on these resource lands. We are also interested in the percent of contracts, by category, that are captured locally. We are interested in determining an estimate of the duration of work for these contracts by converting the dollar value of the contract awards into an estimated measure of "working days." Finally, we are interested in estimating the level of future contract work by various work categories. We also taking a "supply-side" approach to our assessments. We are surveying local contractors and workers to determine if they have the experience, skills, and equipment necessary to support the development of an ecosystem management industry in Lake County. To date, we haven't started the workforce assessment.

In gathering information on contracts that were "let-out" by natural resource agencies, we had two different experiences. The U.S. Forest Service was very collaborative. They provided us with their contract record. The U.S. Bureau of Land Management, on the other hand, required us to submit a "Freedom of Information Act Request" before they would release their contract record. After a very simple analysis of this information involving only addition, percentages, and determining location of the contractor who received the contract award, we were able to summarize our findings.

The Rate of Capture for Forest Service Contracts

To give you an example of what we found from this simple analysis, we determined that about 5 million dollars worth of federal contracts over a six-year planning period on the Fremont National Forest went to contractors who reside outside the county while only about one million dollars of the contracts on this same forest went to

local contractors during this same six-year planning period. So, non-local contractors captured 81% of the 5.7 million dollars worth of contracts in the Fremont National Forest while local contractors capture only 17% of the available contract opportunities. Two percent of the contracts went to an unknown location. If you consider this percentage over the six year planning period, the "capture rate" for local contractors works out to be about less than \$200,000 per year over the entire county. Lake County is not capturing a significant amount of work that is available in the forest.

The next step in this effort is to look at the future demand for ecosystem management services in Lake County. This will require taking a look at advanced acquisition plans for these natural resource agencies.

Now, let's focus on contract awards by contract type in the Fremont National Forest. On this national forest, if you look at where local contractors are capturing a larger percentage of contracts, you will see that local contractors are more successful capturing contracts providing services such as janitorial services and ground maintenance services – these are not the "high dollar" contracts that are available. Over 70% of these types of contracts go to local businesses and workers. Also, local contractors are relatively successful, in capturing the contracts that deal with road, train, and bridge maintenance and repair. However, for other contract types such as habitat restoration and reforestation contracts, non-local contractors capture most of these.

The Rate of Capture for BLM Contracts

Let's shift to the Lakeview District of the U.S. Bureau of Land Management (BLM). The situation with the BLM in Lake County is similar to the Forest Service, but the picture with the BLM is more bleak. For BLM contracts over \$25,000, these must go up to the State office in Salem to be administered. For the contracts less than \$25,000, local contractors captured only 9% of these contracts while non-local contractors captured 91%. Of the contracts that were greater than \$25,000 that go to the BLM's Salem office, local contractors did not capture any of these contracts. However, it is important to note that the Lakeview District of the BLM contains the Klamath Falls Resource Area and Lakeview Resource Area. About 75 to 80% of the work from the entire District goes to the Klamath Falls Resource Area. But, you would assume that the contractors in the Lakeview Resource Area would capture, at least, 25% of the available work.

What Do We Learn From These Assessments?

What is this data telling us? As I said earlier, we were doing this industry assessment to determine if further economic development is possible in ecosystem management. This data shows us that the ecosystem management work that is being done in Lake County is not producing any dividends for the county. Federal land contracts equal \$2 million per year in the county, but Lake County contractors capture only 10% of this work. Local contractors only capture the "small-dollar" contracts. Our industry assessment indicates that there is a significant economic development opportunity here. Lake County could easily double the amount of contract work that it captures from the natural resource agencies in the area. Capturing more of these Federal land contract opportunities would benefit county's economy as a whole.

Stories from other Efforts Help to Motivate

We have found that the county residents are interested in competing for these contracts, and they would like to see contracts that are designed so that local contractors are competitive in bidding process. The data that we collected are not necessarily the key to motivating the county to take action. I believe that the motivating factor for county residents is the stories that they hear about other communities taking advantage of these local contract opportunities. These stories show county residents that this is possible in their county and communities. We brought Lynn Jungwirth (Hayfork Watershed Resource and Training Center), Brad Leavitt (U.S. Forest Service Sweet Home Ranger District), Rolf Anderson (Former District Supervisor, Sweet Home Ranger District), and Charles Spencer (University of Oregon's Ecosystem Workforce Program) to Lake County.

The Industry Assessment Helps to Build Relationships with Agencies

We've also learned a few other things by doing this industry assessment. Doing this project has been an avenue for developing relationships with the Forest Service and the BLM. Prior to this assessment, we had no working relationships with these agencies. The contract officers for these agencies are interested in the results of this assessment – so is the district supervisor for the Forest Service and the area manager for the BLM. They do not have the resources to do these assessments or socioeconomic monitoring so they are equally interested in what is happening in this area. They are supportive and bought into what we are trying to do with the development of

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a local ecosystem management industry and the needed changes in contract design to make this emerging industry sustainable in the county.

Next Steps

The next step in this effort is to look at the future demand for ecosystem management services in Lake County. This will require taking a look at advanced acquisition plans for these natural resource agencies. We plan to complete the contractor and worker surveys. We also plan to communicate the results of our findings using reports and presentations.



Sue Richardson, Coos Bay District Manager U.S. Bureau of Land Management

Background

I had the opportunity to speak at a gathering early this week on a related topic – the leadership aspects of what we do at the U.S. Bureau of Land Management (BLM). In preparing for this session today, I was asked to highlight my role in the collaborative strategy that we operate under in the Coos Bay District. The information that I cover in my presentation will highlight this collaborative strategy. But, before I cover this, I would like to briefly highlight my transition from New Mexico to Oregon's Coos Bay District.

My initial role as district manager was to learn what collaborative management entails. Prior to arriving in Coos Bay, I worked in a similar position in Albuquerque, New Mexico. In New Mexico, our district was involved in - what we thought - were a variety of successful partnerships. We worked well with tribes that had land surrounding ours, and we had partnered with the Forest Service on a number of interesting activities. Looking back now, almost all of these partnerships were "BLM-centric partnerships." These were partnerships that we typically initiated, or partnerships that we did with one or two other groups. This was the extent of my experience with collaborative management until I came to the Coos Bay District.

"We make the path by walking"

- Miles Horton

An Introduction to Collaborative Management in Coos Bay

In Coos Bay, I would have to say that I learned what collaborative management is truly all about. Before coming to Coos Bay, I started getting information about what is happening in this BLM office. The district sent me some information about these watershed councils. At first, I thought, "What are these watershed councils, what do they do, why is the BLM spending time, money, and energy with these councils?" I also asked, "Why aren't we doing 'real' BLM work instead of this extraneous stuff?" I have to admit that I was pretty skeptical coming into the situation at Coos Bay. After spending some time here, I got a sense of what collaborative management is by working with watershed councils.

It became very clear to me that the watershed council approach on the south coast was a mechanism by which we can operate as a partner to really make a difference and to achieve progress on the coast with other partners or landowners.

Developing an Appreciation for Watershed Councils

My first appreciation of watershed councils came after I reviewed the ownership patterns in the Coos Bay District BLM – this pattern may be similar in your management areas. The reality for me is that BLM land is combined with State land, land owned by Weyerhaeuser, and other private landowners. Under this land ownership pattern, there isn't much that I can do sitting in my office. I can sit in my office and think about what to do on BLM land if I want to improve the condition of the ecosystem that we work in. But, the approach of sitting in the office and focusing on BLM land is pretty much a "lost cause" as far as making improvements in the condition of ecosystems, or the world that we live in for that matter.

Integrating the BLM into a "Bigger Effort"

After visiting with my staff and getting to know the watershed council representatives, it did not take me long to realize that we needed to be a part of something larger than the BLM, and we needed to move beyond this "BLM-centric" approach. It became very clear to me that the watershed council approach on the south coast was a mechanism by which we can operate as a partner to really make a difference and to achieve progress on the coast with other partners or landowners. So, it wasn't too long after I was in Coos Bay – maybe four or five months – that I became a "believer" in the watershed council approach. I now understood the role of watershed councils in managing our ecosystems, and I understood how our participation in these watershed councils could make a difference. So, I was "at the table" as we planned work for the next fiscal year making sure that our BLM staff had sufficient funding in terms of labor hours to support the work that watershed councils are doing. Our engineers helped plan and design the work that the watershed councils were doing. Our "ologists" also helped with the environmental assessment for watershed council projects.

Our fish biologists and other resource managers sit down together and identify sites on BLM land where restoration work is needed. But this is not the end of their planning. These same BLM resource managers sit down with the Coos Watershed Council and look at how our BLM land fits with Weyerhaeuser's land and with state forest land. The watershed council provides the forum for each of these landowners to "sit down" together and determine the priorities on a year to year basis ... the priorities are determined by the members of the watershed councils.

BLM Resource Managers Support Watershed Council Work

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Integrating Federal Financial Support into Collaborative Projects

Using the Jobs in the Woods Authority, we channel BLM funds to the watershed councils. Workers, in our area, find employment opportunities with the watershed councils not with the BLM or Forest Service. This approach gives us considerable flexibility in helping to create local employment opportunities. In addition to the Jobs in the Woods Authority, we have the Wyden Amendment. This Amendment gives us the authority to spend federal funds to support restoration work on private land and, therefore, it provides us with the potential to restore an entire ecosystem and create additional employment opportunities. This is the most logical way to do BLM business on the south coast.

In fiscal year 1999, to give you an example of where we support restoration work in our area using the funding approaches that I discussed above, eleven of BLM-sponsored restoration projects were on BLM land, four of them were on private land, two were on state land, and one was on land owned by Weyerhaeuser. When we contribute funds to the watershed council and Weyerhaeuser contributes funds to the watershed council, the watershed council combines these funds with other federal funds, such as grants, and private funds. As a result, they get more ecosystem restoration work accomplished than our groups could accomplish separately.

Applying the Collaborative Approach to other Areas

I also figured out quickly that it is not just ecosystem restoration work that is done collaboratively in the Coos Bay District. We look at environmental education efforts collaboratively. There are several environmental educators on the south coast and we try not to "step on each others feet." We coordinate our education efforts and support the efforts of other environmental educators in the area. So, when people come to the south coast, they can go to any number of organizations and get information on what is going on in the area. This collaboration on

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environmental education has greatly improved our network of delivering environmental information in the area. We also do recreational development cooperatively. We are working with the Siuslaw National Forest on a trail in one of our remote areas. The trail will move in and out of BLM and Forest Service Land. We are also working in the Coos County area on mountain bike trails with a number of partners in a "mountain bike partnership." Most of our work is done in partnership and in cooperation with our neighbors.

Defining the Leadership Role of a BLM Manager

I feel like my role as a leader and district manager in Coos Bay falls into a couple of categories. First, I serve as an "enabler." I am basically there not to get in the way of collaborative efforts and to make sure that collaborative efforts continue to happen and that these efforts are adequately funded, supported, and further strengthened so that they are successful. My second role as a

leader is to remove "road blocks." In my third role as a leader, I see myself sometimes as the person who is "steering the ship." I'm not putting up the sails necessarily, but I am the one saying, "We are going to go in this direction." Another important role that I play is filling positions in our district. I had the opportunity to fill two management positions in Coos Bay, and the key question that I asked individuals who were interested in these two positions is, "How do you work with partners or are you prepared to work collaboratively?" These are key questions that I ask.

Another role that I perform is building relationships or maintaining relationships in the communities that we work in and with the organizations that we work with. I also spend time in these communities and with these organizations, letting them know who the BLM is and what the BLM is about. This is simply relationship building with the people in our community and the people that we work with. By doing this, we discard the image that people tend to associate with government workers. This relationship building helps show that the people who work at the BLM have faces and that we are not just sitting in our "little corner."

Characteristics that Support Collaborative Management

To wrap-up my presentation, I was asked to identify the characteristics that are needed in others to ensure that collaborative management is successful. The several characteristics that I think are important begin with curiosity. For progress, I need to be working with people who ask the questions, "Why didn't that work and how can we do things differently the next time?" Courage goes along with curiosity. You have to be able to say that this is not working even though this is the way that we have done it in the past. We need to be working with people who have the courage to say, "Let's try something new?" Creativity is the third "C" to add to the list of characteristics that are needed to ensure that collaborative management is successful.

Thank you



Nils Christoffersen, Wallowa Resources Inc. Enterprise, Oregon

Background

I joined Wallowa Resources nine months ago. Prior to joining this organization, I was working with community-based organizations in southern Africa for about seven years and working in northern Europe for another two. Diane Snyder the Executive Director - who is really the champion of this organization - sends her regrets that she could not be here to tell her own story and the story of Wallowa Resources and the people of Wallowa County. I hope that I can do this adequately for her, for Wallowa Resources, and for the residents of Wallowa County.

Wallowa Resources is a 501(c)(3) non-profit that is specifically focused on providing services to the county's resource-based economy. Wallowa Resources is a relatively new organization. We did not really have full-time, paid staff until late 1997. So, Wallowa Resources has just slightly more than two years of program activity with this staff. The Board of Directors is very representative of the county. The Board has foresters, two Nez Perce members, ranchers, and artists - residents representing a wide range of community interests.

Wallowa Resources is participating in this Forum for the same reasons that other communities groups are here - polarization within our communities due to the listing of salmon under the Endangered Species Act (ESA) and the legal challenges resulting from the lack of old growth forest remaining in Wallowa County. The county has lost three mills that provided more than 300 jobs. However, unlike most of Oregon's other natural resource-dependent communities, two of these mills re-opened in 1996 returning 123 jobs to the county. The county also experienced a shocking drop in federal timber receipts from \$2.4 million in 1991 to \$0.2 million in 1995. All this economic hardship forced many young families to leave the county. As a result, the county experienced a drop in school enrollment and an increase in state and federal assistance claims particularly to single parent families. Residents still feel that the county is a desirable place to live and raise a family - there is considerable support for families in this county.

County's Response to its Economic Crisis

The residents are pretty lucky because the county responded to this crisis with a visioning and strategic planning process. They asked the question, "Where are we going to go?" The national, state, and local economies and the global context in which we live is changing. We need to "re-think" what is viable for local economic development and economic sustainability in Wallowa County. The countywide visioning process facilitated this "re-thinking." The visioning and strategic planning process identified the value-added processing of forestry products and by-products and recreation as important economic opportunities. The visioning and strategic planning process also led to the call for the establishment of a community-based organization to provide leadership in the management and utilization of natural resources and to efforts to help market certified products of sustainable forest management. As a result, Wallowa Resources was created.

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County's Proactive Response to Ecosystem Restoration

Prior to the listing of salmon under the ESA, the county recognized that there was a problem. The county and the Nez Perce tribe collaborated in the development of a salmon rehabilitation plan. In the development of this plan, they demonstrated a very different response to environmental regulation. The county and the tribe were not going to lash-

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out in response to this regulation. They did not "circle the wagons." They were looking for constructive solutions. They were trying to demonstrate that they could provide local leadership and that they did not need heavy-handed federal regulation and enforcement. They wanted to point out that the real issue was incentives. With the right kinds of incentives, residents would respond to the issues of concern nationally.

The county and the tribe took their salmon plan on a road tour. In one presentation of Wallowa County's efforts on the western side of the Cascade Mountains, people from Sustainable Northwest saw the presentation and were impressed with what they heard. During this time, Sustainable Northwest was developing their program for supporting community-based efforts. They basically adopted Wallowa County as a pilot for a model to support communities across the nation trying to deal with reduced federal timber harvesting and the listing of endangered species. By providing support from an urban area, Sustainable Northwest could assist with critical issues that community-based organizations often confront. They are trying to develop services to help support organizations like Wallowa Resources. Their services are highly valued by our organization.

Mission Statement for Wallowa Resources, Inc.

Wallowa Resources developed a mission statement to help guide its efforts – our mission is probably similar to the mission statements of other organizations working in this area:

Promote community, forest, and watershed health while creating family-wage jobs and business opportunities, and broadening the understanding of the links between community well-being and ecosystem health.

The one persistent internal debate within our organization is whether or not the creation of family wage jobs and business opportunities should be limited to our natural resource-based economy or whether it is just a generic statement about creating jobs and businesses. Most of the members of our board of directors would like it to be a generic statement. In fact, that is basically what we have done.

Critical Roles that Wallowa Resources Plays in the County

Wallowa Resources plays several roles within the course of a single day. Key roles that we obviously play in the county are facilitator and coordinator of community action. We don't see ourselves as a "gatekeeper." We have to ensure that we don't become a "bottle neck" for action. What we want to do is to continue to create enthusiasm about the path that we are on and to try to demonstrate results. Where it is needed, we sometimes help to implement efforts, but our role in this area is pretty limited.

We also see ourselves as a technical and informational resource center – both in terms of the informational resources and technical advice. Although our technical expertise in the office is limited, we play the role of "networker" so that we can draw on the expertise that is in this room, for example.

For the most part, we just try and facilitate the actions of others. We try to work with others attempting to do a variety of things. Whether it is a private landowner who wants to experiment with riparian restoration on their land, or whether it is a contractor who wants to experiment with a different type of service such as moving away from traditional logging practices to more innovative harvesting practices. We also see ourselves as a technical and informational resource center. Although our technical expertise in the office is limited, we play the role of "networker" so that we can draw on the expertise that is in this room, for example. Increasingly, community groups in the county turn to us as a financial agent because of our ability to draw in funds from a variety of resources and pool them together for collaborative efforts. We are seeing this with private landowners coming to us for funding their projects using a pool of funds that we have created from private foundations and government agencies such as the Forest Service.

Keys to Successful Management of Community-based Efforts

The management of community-based efforts is a tricky process. We want to have a strong consensus building process, and we want to be as inconclusive as possible. We also want to start from a strong core and reach out to bring more people on board. But, there have been participatory processes and "consensus processes" since salmon were listed. These processes probably happened before the listing, but there has been a heavy dose of these since 1992. People are getting "sick and tired" of these processes because they are not seeing results on the ground. So, when we go around and talk about trying to stimulate community planning and assessment processes for stewardship in Wallowa County, funders say, "OK, but let's see some results on the ground."

In parallel with these processes, we try to find small activities that we can do "on the ground" to show people that we are serious and that we can deliver results. There is a "balancing act" here because, as soon as you start doing things on the ground, people have different perceptions and values about what you are doing. As a result, the consensus-building process can break down if you try to do a big restoration project and you lose half of the participants because of the approach you are taking. The participants who get disillusioned will back-out and say that the process is not about consensus and that the organizers already had a fixed vision about the appropriate restoration treatment. So, with this in mind, we've got five or six very small projects that we will start this summer in an effort to bring some balance to our consensus-building effort and to demonstrate that we are going to make progress on ecosystem restoration.

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Also, it is very important to balance your restoration work with a good monitoring and assessment process. Nobody is going to take us seriously if we are not trying to document the lessons that we've learned and our experiences in both the ecological impact and the socioeconomic impacts. And, we would like to have an adaptive management cycle where the community - as a whole - is learning and taking this new information - gained from experience - into the next year.

Another phenomena that we are seeing more increasingly - even with our limited success - is increasing demand for our services. We have more and more people coming into our office and calling us on the phone. People are coming "out of the woodwork." Even Diane Synder, our Executive Director, who is a fifth generation rancher from Wallowa County and was previously the planning department director is meeting people that she has never seen before. These people are coming into the office and saying, "I've heard about you and your organization, and I've got this idea and would like to know what you can do to help." It can be overwhelming - this interest in our services can "spread our organization too thin." We try to maintain our network of contacts so that we can help direct these people to individuals and organizations that can help them become involved in restoration efforts.

A Few Examples of Wallowa Resource's Accomplishments

I would like to highlight a few of our past accomplishments because these will give you a sense of our model. Our past accomplishments show small, isolated achievements. These small isolated achievements, however, are in a broad range of areas. This approach is desirable in our county because we have a broad range of constituents - a ranching community, an artistic community, a retail community, a logging community, and a recreation community. This approach shows that we are trying to service the whole county not just the loggers and the ranchers.

We organized a Speaker's Forum that was designed to connect local ranchers with an innovative, natural, beef marketing cooperative. Some of you have probably heard of this cooperative - its called Oregon Country Beef. We also initiated a Business Development Program that has absolutely nothing to do with natural resource management. This program was just about providing business support to retail operators in Wallowa County. The services that we provided helped to directly create four full-time jobs and six part-time jobs.

Another accomplishment for us was the Wallowa Ranch Camp that was designed to bridge the divide between urban and rural youth and their perceptions and understanding of natural resource management. This camp draws about 75 to 80 kids each summer - seventy five percent of these kids come from the western side of the state principally from Portland and Salem. These kids spend a week on a working ranch with educators who teach them about forest ecology and various aspects of ranching. This is all done with donated time. The camp has been phenomenally successful.

So far, I have highlighted our successful efforts. Well, I would like to highlight an unsuccessful effort that has taught us some important lessons. Jim Jungwirth brought a mobile processing machine to Wallowa County so that we could experiment with the processing of small diameter logs. When the machine arrived, we realized that we were totally unprepared for it, and this project eventually became a disaster. But, it taught us a considerable amount about the handling costs of small diameter logs and about the marketing work that needs to be done in advance of initiating a project such as this.

Future Efforts for the Wallowa Resources

In our small research and demonstration projects, we are planning to use local contractors and workers to give them work experience in ecosystem management – a service that local contractors currently do not provide. We are planning to do the same assessments of local business capacity and workforce capacity that some of you have already done. If these assessments show that there is a need and interest in training to diversify local business services to include ecosystem management and, if there is interest in receiving training in ecosystem management, then we will provide training.

We are getting into the value-added processing that Mary Vasse of Sustainable Northwest talked about yesterday in her presentation. We are trying to come to an agreement on the condition of the forest ecosystems in Wallowa County and the treatments that are needed. Everybody seems to be focusing their attention on small diameter stands.

These small isolated achievements, however, are in a broad range of areas. This approach is desirable in our county because we have a broad range of constituents – a ranching community, an artistic community, a retail community, a logging community, and a recreation community. This approach shows that we are trying to service the whole county not just the loggers and the ranchers.

The interim prescriptions for the Forest Service are to promote the development of old growth forest stands through thinning. A large proportion of the forest stands in the county are composed of four to eleven inch poles growing at a high density. We have experienced four catastrophic fires since 1988. In the previous 30 years, we had only two major fires. We also have a considerable amount of insect and disease problems. There is general agreement that some treatment is needed but, on private land, landowners are unable to recover the cost of treatments designed to improve ecological conditions on their land. On public land, forest treatments are done primarily with service contracts, but the budgets are currently too tight to do these treatments and there are consultation problems that slow down progress.

We have looked at the market incentives for small diameter logs. We talked to the local mill that had the foresight to scope out the viability of processing small diameter poles. They actually made an investment in a small diameter processing facility that would allow them to process logs down to a three inch diameter. However,

over seventy percent of the raw product was still going to chips. Thirty percent would end up in dimension lumber such as two-by-twos and two-by-fours. We looked at the material that they were going to chip and saw that there was room to go into post and pole processing and, maybe, add another tier of value-added processing replicating the work of Lynn and Jim Jungwirth by getting into the processing of wood flooring and paneling. We are aggressively pursuing this effort this year.

Identifying Values, Principles, Goals, and Objectives in value-added Processing

We don't have the ability to replace those 191, twenty-seven thousand dollar per person jobs that the wood and lumber products industry offers. At minimum, our current goal is to maintain these jobs over the short and medium-term but not indefinitely. As the rest of the county's economy adjusts to all the shocks that have hit it, we would like to find alternative employment opportunities. Also, because we are a community-based organization, we want to ensure that our partnership with the local mill has the broadest possible distribution of benefits for our constituents. Before we went into the mill to look at value-added processing, we had a discussion about values, principles, goals, and objectives. And, if we enter into a partnership, we agreed that we are going to set purchase prices by the "green" ton such that these prices will be very attractive to both the landowner and the contractor. These prices will be sufficiently higher than the prices that they receive for shipping their product to the next available market in Lewiston, Idaho. We set specific benchmarks for prices, and we will review these prices and their impact on the landowners and contractors on a regular basis.

I better stop here since I've gone way over the time that I was allotted. Thank you for your attention.



Mike Rassbach, District Ranger Sweet Home Ranger District

Introduction

There are three areas that I want to talk about today. The first area that I want to cover is the Willamette Province Workforce Partnership's (WPWP) efforts to link ecosystem restoration with local economic development. I also want to talk about the concept of being an "Agent of Change." I believe that all of us at this Forum are "agents of change" and each one of us has our own method of initiating and accelerating change. So, I am going to share with you my approach of ensuring that our work in the area of ecosystem management produces quality job opportunities in rural communities.

I also want to talk briefly about a helpful phenomena that I like to refer to as the, "Lucas, where's my screw driver phenomena?" Now, Lucas is my two-year-old son. Last summer, I was putting an addition onto my house and was using my toolbox frequently. Lucas would try to help out as I was working on the new addition. I tend to always use the crescent wrench, pliers, and the screwdriver often. Well, since I use these tools frequently, Lucas likes to use them forcing me to search for alternative tools to get my work done. Well, by using the tools that I always tend to use, Lucas was encouraging me to use different tools. Sometimes, its is helpful to have a "Lucas" in our lives to encourage us to try a new tool in the tool box.

What it Takes to Become an "Agent of Change"

I am probably "talking to the choir," but just bare with me a little bit. When I talk about the history of the WPWP and the results that we have achieved, keep in mind that the partnership and the outcomes of our effort were a result of a considerable amount of forethought and cooperation. These results did not just happen without the energy and time of a number of people such as contracting personnel and organizations such as the BLM and the Forest Service. Earlier, Gayle Sitter pointed out that the Contracting Officer's Representative in their organization was key to helping their effort succeed in linking ecosystem management with local economic development. It really takes working with a variety of people on a variety of fronts to become an "agent of change."

If you identify a technique today that looks promising, I believe you need to revisit that technique in a few months to revalidate it – this is the direction that we are heading in ... Finally, we realized that it is important to be balanced in our approach. Too much of a good thing is not more beneficial.

A Vehicle for Linking Ecosystem Management with Local Economic Development

Back in 1994, the President came out with the Northwest Forest Plan. A key component of this plan was to address the socioeconomic concerns of communities impacted by the reductions in federal timber harvesting. Funds were directed to the Jobs in the Woods Program to help address some of the socioeconomic concerns of communities in the Pacific Northwest. These funds were targeted to projects that were designed to provide a socioeconomic benefit to rural communities. Since our organizations manage land within the Willamette province, the BLM and the Forest Service decided to form a partnership to address local economic development and workforce development issues in this province. The Willamette Province Workforce Partnership is the vehicle that the BLM and the Forest Service have been using to implement the socioeconomic objectives of the Jobs in the Woods Program. This is basically a partnership between the Salem District BLM, Eugene District BLM, and the Willamette National Forest with participation from the University of Oregon's Ecosystem Workforce Program.

Back in 1994 and 1995, the WPWP was basically a workforce training program, and the list of partners was considerably larger since the training program required many partners. In 1996, we transformed the program from a workforce training program to a program that designs and offers contracts that would help produce high-skill, high-wage jobs. The reason for this transformation was due to the lack of contract opportunities that required the ecosystem management skills of our trainees and that provided longer-term employment opportunities. So, we began to focus on designing ecosystem management contracts that combined several work projects in different locations within the Willamette Province. The goal of these multi-task contracts was to help contractors offer their employees a quality job – a job that demanded more skills, offered a higher wage, and provided employment for a longer period of time.

Lessons Learned from the WPWP Partnership

I would like to shift to some of the lessons that we've learned while working in this partnership. When working in partnership with another agency, I believe it was helpful for us to recognize that the Forest Service and the BLM are two different agencies that work somewhat differently at times, and it can be a challenge to work

So, we began to focus on designing ecosystem management contracts that combined several work projects in different locations within the Willamette Province. The goal of these bundled contracts was to help contractors offer their employees a quality job – a job that demanded more skills, offered a higher wage, and provided employment for a longer period of time.

through some of these differences. Also, this partnership has shown that multi-task contracts, as I have described, are in the "best interest of the government." They are in the "best interest of the government" because we gain efficiencies. Instead of having thirty-five contracts in one year for individual projects, we now have only have twelve contracts for the year. This produces an "economy of scale" for our agencies.

There is also a benefit to the individuals who work on these contracts - these workers represent part of the people whom we serve. Multi-task contracts extend the duration of the work and, therefore, increase the length of the employment opportunities associated with the contract. We have found that "Best Value" contracting helps the contractor to receive a fair market value. Best Value contracting also helps us to improve the results on the ground from contracting our work out to the private sector. Our design of contracts for ecosystem management work has helped to diversify and enhance the skills of the local labor pool. This shows that the labor pool is responding to these different designs for contracts. To increase the flexibility of our program, we use

"indefinite quantity" to allow managers to increase the amount of work that can be added onto individual contracts. This is a helpful contracting tool since our budgets for ecosystem restoration work is not always certain.

This whole effort of linking ecosystem management and local economic development to create quality employment opportunities is an effort "in progress." If you identify a technique today that looks promising, I believe you need to revisit that technique in a few months to revalidate it – this is the direction that we are heading in. Working with the BLM, we are trying to provide contractors with a "seamless" federal government requiring contractors to work across the administrative boundaries of the BLM and the Forest Service while performing work on a single contract. Through this partnership process, we have become a "learning" organization. As we work with different agencies and the private sector, it gives us an opportunity to improve the work that we do. Finally, we realized that it is important to be balanced in our approach. Too much of a good thing is not more beneficial. There can be several niches for businesses to occupy in an industry and, as we move to provide multi-task contracts, we recognize that we can go too far in combining tasks into a single contract potentially harming other contractors and smaller contractors who may specialize in specific services.

We've also learned that is important to create realistic expectations. There are not additional funds to do ecosystem management work. Basically, this means that as we move to multi-task contract work we are pulling funds that would have been used to fund individual contracts – this will have an impact on contractors who bid on single task contracts. We are shaping how our work gets done rather than generating more funds to do additional work in our province. So, we have to be honest and open about what we are doing so that we provide realistic expectations. We have also noticed that contractors are flexible – they are adapting to the work that we are asking them to do.

The Crossroads for Our Partnership

I believe that we have been successful at providing contracts that are transforming the local industry and that are providing quality employment opportunities. We have received letters from Governor Kitzhaber, the Regional Forest Service office, and the BLM State office to continue down this path. This has prompted us to start thinking about our future steps. We are looking at shifting our focus from the specific goals of the Jobs in the Woods Program towards the goals of creating quality jobs.

So, we are facing the issue of change once again. If I take time to reflect just a little, I can quickly generate a long list of things that will motivate me to initiate change. If things in your organization are so bad, then, you have to change the way business is done. Or, if the opportunities are so great, you need to change in order to take advantage of them. I believe that our partnership and the people that comprise it have the passion to change. It is this

passion that encourages us to seek out that change that promotes progress in the communities where we work.

Milestones for the Future

To guide our organizational change over the next four years, the WPWP has developed milestones and goals for creating quality jobs. Beginning in fiscal year 2000, the partnership will do advanced procurement planning for all projects in the province. This advanced procurement planning would identify which projects can be combined into contracts that would serve the best interest of the government. We plan to increase the partnership's spending in combined contracts by 10% each year using fiscal year 1998 as our baseline. The target for fiscal year 2000 is \$720,000. This is approximately 5% of the partnership's total contracting program. We also plan to increase the number of projects that are combined into one contract to provide opportunities to work into or through the winter months. Examples of projects that would help extend contract work into the winter season would be data entry and offering projects at lower elevations.

Another milestone that we have identified is increasing the number of performance-based service contracts that are generally in the range of \$100,000. These contracts describe the results to be achieved in the contract but leave the methods to achieving these results up to the contractor. Performance-based contracts would require a higher level of skill and the use of special skills. They would also require knowledge about ecosystem structure and function and require that the contractor exercise professional judgement.

We also intend to develop a feedback mechanism for both our internal and external customers. This will help us make improvements to the program in the future. We plan to share what we are doing in the Willamette Province with our neighboring Ranger Districts and Resource Areas with the hope of creating similar partnerships in other areas. We intend to inform state agencies like the Oregon Department of Forestry and the Oregon Department of Transportation, local governments, and our local watershed councils about our planned fiscal year 2000 projects.

Finally, we intend to nurture, train, and develop the skills of contract administrators at the Ranger District and Resource Area levels so that they are comfortable and familiar with awarding contracts based upon best value, using indefinite quantity contracts, and using contracts that cross over administrative and agency boundaries.

Reflecting Back on the Partnership's Experience

Looking back at the decisions that we've made that led us to where we currently are in our partnership efforts, there are so many positive aspects to the approach that we've taken that we would like to think of our approach as the "tool of choice." Within our respective agencies, there are several methods that we can employ to accomplish our work. We can do our work with permanent employees. We can hire seasonal workers to do it. We can use the traditional, functional contracts. Or, we can use the type of contracting method that I discussed previously. Because of our experience, multi-task contracts that provide the best value can be the "tool of choice" to getting our work done.

Questions to Reflect Upon as You Plan for the Future

The following questions are not questions for you to answer now. Rather, they are questions to ask yourself and others while you are shaping what you do in the future. Please give them your consideration in the planning of future efforts:

- Do you value job security?
- Do you value earning a fair market wage?
- Do you value variety in the work that you do?
- Do you value increased flexibility in implementing your programs?

We have consistently received feedback from our contractors that they would answer yes to these questions.



Bill Torgersen

Oregon State Office, U.S. Bureau of Land Management

I like to compare the interagency cooperation between the Forest Service and the BLM in creating quality jobs to a marriage. In a marriage, there can be some "bumps in the road." As partners, sometimes we are closer to each other than other times. We both have to continue to stay "engaged" during periods of disagreement. Sometimes a little conflict can produce a better outcome in a cooperative effort. With this in mind, Ron Ochs of the Forest Service and I will be combining our talents to work on our agencies' initiative for creating quality jobs in ecosystem management.

I don't think that we have "bumps in the road" that can not be smoothed over. I believe that "bumps in the road" always accompany complex efforts that involve people, land, legal, and institutional change. While implementing complex efforts such as the quality jobs initiative, differences of opinion over the interpretation of legal authorities can occur between agencies. There are regulations that have to be overcome or compromised as law allows or as time allows. There are also administrative procedures that differ between agencies that have to be "worked out." There are personal differences and a reluctance to change "the way we do business." I heard a story earlier this week

about a "fella" who was over at his neighbor's house standing on his deck talking about something serious when the neighbor's dog began to yelp and become restless while laying on the deck. The fella asked his neighbor, "What's wrong with your dog?" The neighbor replied, "Oh, he's laying on a nail." The fella then asked, "Why is he laying on a nail?" The neighbor replied, "Well, he has to hurt a little before he moves." Sometimes, we run into a similar situation between agencies and within agencies. We need to experience a little pain before we change our position. This effort to create quality jobs involves difficult procurement procedures and has legal implications.

But, the reward of our efforts in this area are going to pay-off with healthier watersheds and more vibrant communities.

Sometimes, we run into a similar situation between agencies and within agencies. We need to experience a little pain before we change our position ... But, the reward of our efforts in this area are going to pay-off with healthier watersheds and more vibrant communities.

I don't have to get into the successes of our agency because I think you've heard enough from Sue Richardson's and Gayle Sitter's presentation. We've made progress with our interagency cooperation. Regardless of what happens at higher levels – and I've worked in Washington, D. C. for awhile – the work in the field always moves forward. Even when our top officials disagree on certain matters, the people "on the ground level" in our agencies aren't affected by these disagreements. That is one of the "beauties" of this quality jobs initiative.

You've heard considerable amount of procurement information this morning about "indefinite delivery" and "indefinite quantities." Our procurement shop has offered indefinite quantity contracts for 30 different tasks ranging from asphaltting to stream enhancement to tree vole surveys – the "sky is the limit" to what we can do using these techniques. We've also have fuel management contracts that can be used by the BLM, the Park Service, the Fish and Wildlife Service, and the Forest Service. There is also "best value" contracts that can be used. With these contracts, you don't have to use the same contractor if the contractor's performance is poor. The contractors like this type of contract because it can keep them working over longer periods of time if they do good work. I spoke with our procurement people this week and they indicated that there is currently a limit on the length of these contracts. However, they are currently "tinkering around" with extending the length of best value contracts because they are working so well. There is also an effort to expand the sea-

son of contracts offered jointly by the BLM and Forest Service. These expanded season contracts involving both the BLM and Forest Service would allow contractors to work on the lower elevations, such as on BLM land, when they can't access Forest Service land when it is under snow.

In conclusion, I think that there is - in general - enthusiastic support for innovative change in both agencies. I hope that I become a familiar face to all of you in the coming years.



Beverly Thacker

Oregon Economic and Community Development Department

Last year, Senate Bill 1220 directed the state to form a task force to focus on the challenge of creating quality jobs in rural environments to do ecosystem restoration work. When I first heard about this bill, I thought, "Oh no, sounds like another effort to 'talk about' doing something about creating quality jobs in ecosystem management." However, we never even got this far because time ran out before the state legislature passed this bill. But, I am more excited about this issue than I have been in a long time. The cause for my excitement is that managers in the Oregon Economic and Community Development Department (OECDD) are talking about moving forward on the intent of Senate Bill 1220 and other related initiatives like the Governor's Sustainability Initiative and the work of the Oregon Watershed Enhancement Board. Well, a few managers at OECDD received a copy of the flyer for this forum on developing local industries that provide ecosystem management services. Since several managers who would normally attend a forum like this were unable to attend, they approached me and asked me to participate and present OECDD's efforts to honor the intent of Senate Bill 1220 and the Governor's Sustainability Initiative.

Well, I am here to tell you that even though Senate Bill 1220 didn't make it through last year's legislative session, OECDD has been directed by the Governor's Office to implement the intent of this bill anyway. So, we are forming a taskforce to strategize on how we are going to develop an initiative that helps state agencies forge a link between ecosystem restoration and local economic development. Basically, this taskforce needs to determine what state agencies need to do to develop business and employment opportunities in ecosystem management in rural communities. The premise for this effort is that healthy economies and healthy communities are part of a healthy ecosystem.

Our efforts in this area fit right into the Governor's Sustainability Initiative. In the near future, this taskforce will be convening to listen to "stories" of people who have been working on this effort to develop an ecosystem management industry and quality jobs in this industry. Fortunately, this Forum has done a lot of the work summarizing these stories. I encourage any of you here today who are interested in participating in this taskforce to contact me. The taskforce will be sifting through the various issues that have surfaced during past efforts to develop local ecosystem management industries that provide quality employment opportunities in rural communities. Our goal is to get state agencies like the Oregon Department of Forestry and OWEB to become more involved in developing an ecosystem management industry and quality employment opportunities in this industry.

This initiative to move forward with the intent of Senate Bill 1220 will help the state move forward and it has the backing and support of our Governor.

Thank you

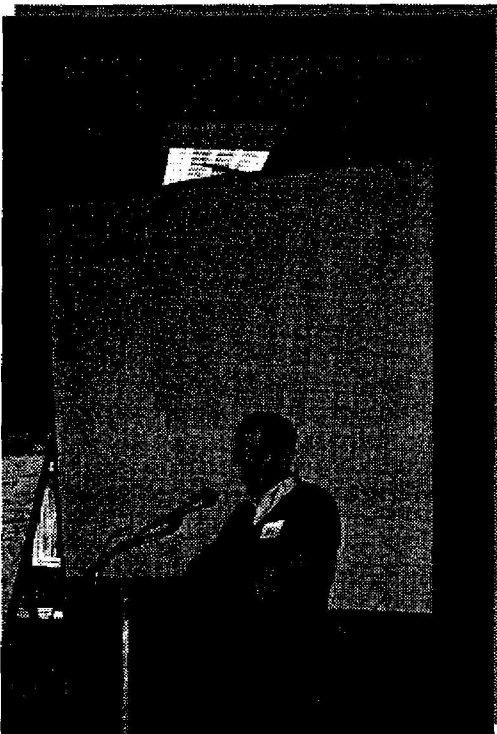


Ron Ochs
Region 6, USDA Forest Service

When you come to Forums like this over the course of several years, you can literally see that this effort really has grown and that there is a lot of momentum in it. I respect what you folks in this room are doing – what you are trying to do is not easy.

At the regional level of the Forest Service, I want to highlight for you what our commitment is, what our strategy is, and what we are trying to do to support your efforts. I also want to briefly talk about the “tool kit” that we are developing to assist with this effort. Now, our strategy is comprised of three parts. One of these key parts is to generate a shared commitment or vision of what we are trying to achieve. By signing a “memorandum of understanding” back in 1994, we committed to a community-based, ecosystem management approach. The approach described in this memorandum recognizes that communities have to make some of these decisions, and they have to work through some of these issues. The “top down” approach doesn’t work. We need to empower communities to take the lead – empowerment is part of my definition for stewardship. By signing this “memorandum of understanding” with several other agencies, we made the commitment to change the paradigm of how we do business and have made a commitment to be responsive to community needs. This memorandum indicates that all management actions – not just procurement – of the Forest Service, BLM, and the state of Oregon will incorporate local social and economic needs by the year 2002. This is a “mouthful.” It means that all our programs will have some local social and economic benefit. Between now and the year 2002, we need to work to do whatever we can to improve the connection between the capacity of the community and the demands of the land.

Recently, somebody indicated in an internal agency report that the Forest Service should be addressing the local impacts that the agency is having socially and economically as vigorously as we evaluate the impact of our management actions on stream conditions, for example. I would like to digress somewhat and let Charles Krebs, the Forest Service’s Director of Cooperative Programs, and Darrel Kenops, Supervisor for the Willamette National Forest, come up here and give their perspective on where we are as a Region and where we need to go.



Charles Krebs

- Charles Krebs -

If we look at where we’ve come as a Region, the progress that we’ve made has been substantial. But, if we look at where we need to be, we still have a long way to go. We had a meeting on Tuesday of this week involving the joint leadership team of the Forest Service’s Region 6 and the BLM’s Oregon and Washington offices. We have this meeting at least once a year. The theme for this year’s joint leadership meeting was on rural communities. I had the pleasure of rounding up a few speakers. I was able to organize a panel of individuals who were not part of our respective organizations. Individuals like Tom Brumm from OECD who just returned from Washington, D.C., Cece Headley, Sue Cameron, Jim Walls, and Jane O’Keeffe.

We convened this panel because we wanted to hear, from their perspective, how well the Forest Service and BLM were working in communities. I even went as far as asking them to be very candid in their assessment – can you imagine Jim Walls and Cece Headley being candid in their remarks? The comments from this panel really “knocked the socks off” our leadership team. A number of folks in our organizations, like Darrel Kenops, get it. They understand what needs to be done and help our organizations make progress. But, we’ve had considerable turn-over in staff and managers in both or-

ganizations such that a significant number within our organizations just don’t “get it” yet. As a result, there are a lot of folks who have never been exposed to this effort to integrate local social and economic goals into our man-

agement actions. We talked about the feedback that we received from this panel all day – long after the panelists left the meeting.

We have a new Regional Forester on board since the first of the year. His name is Harv Forsgren and he set the stage for this leadership meeting. He comes from Washington, D.C. and has worked in this Region in the past. He has a phenomenal amount of energy. He's doing all the right things from my perspective. He's committed to the concept of working with communities to develop local industries that provide quality jobs in ecosystem management.

After the leadership meeting, a number of us talked about collaboration. We thought that we knew a lot about collaboration. We do a considerable amount of it, but we have really just begun to take advantage of the real opportunities of collaboration. Real opportunities like pooling the resources of different agencies, capitalizing on the strengths that each agency has, and mixing and matching our resources and talents to get our collective work done. For example, the Forest Service has a strong network of community assistance while the BLM doesn't have a similar component to their organization. We haven't quite got it together, but we can potentially "run interference" for each other to compensate for our respective strengths and weaknesses. This is where I see that there is potential for taking our collaborative efforts to higher levels. We can also increase our partnerships with groups that are present at this forum.

Darrel, would you like to add anything now?

- Darrel Kenops -

As I see it, this effort comes down to the following three things: time, direction, and commitment. I like to reflect back to when I started working on this effort in 1993 when we were putting together community action teams, participating at the President's conference, and participating in meetings of the Northwest Economic Adjustment Initiative. Looking back, it becomes evident that an effort such as this takes some time before our actions begin to take hold, but the more we work on it the stronger that hold becomes.

I share Mike Hibbard's perspective that he shared with us yesterday. Mike indicated that this effort represents the sixth year of an ever changing process. I think we need to keep that perspective in mind as we work on this effort and work to identify the direction we need to take in order to sustain progress. Another point that I would like to make on the topic of "direction" is summarized in the packets of information that I left on the table in the back of the room. This is a program that several of us are working on.

The information in the packet talks about a program for creating a "contemporary" Forest Service for the Pacific Northwest. In that information, I put a copy of the first page of the first chapter of a document that will lay the framework for creating this contemporary organization. This page highlights several guiding principles for this contemporary organization that include the following:

- We believe in working with people and communities to achieve common and shared goals,
- We create a more diverse workforce,
- We recognize geographic, political, and social boundaries are more important in how we function than internal administrative/program/unit boundaries; and,
- We adapt unit/program boundaries in a variety of ways across the region based on local needs, knowing one standard size does not fit all situations.

Now, I know these are just words on a piece of paper, but I'm beginning to see some examples of our work that are in line with these principles. I'm delighted to see representatives of national forests across the region here today at this forum. Their presence is an example that representatives of our organization are embracing these principles. Also, our Regional Forester Harv Forsgren is "bought into" these guiding principles which also shows the Forest Service's level of commitment to them.

The second thing I'd like to say is that there has been a considerable amount of research on creating this contemporary organization. In the packet of information that I mentioned earlier, there is an executive summary of the

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research that we've conducted on rural development and community-based forest planning and management. This research helps to develop several recommendations for district rangers, forest supervisors, the National Forest System Deputy Chief, Rural Community Assistance (RCA) program leaders, national forest level RCA coordinators, and community leaders. Some of the general topics that these recommendations focus on include the following:

- **Leadership** – direct all levels and branches of the agency to give high priority to Forest Service/community relationship building,
- **Legal Authority** – clarify, more aggressively apply, and where necessary, seek additional legal authority for national forests to work collaboratively with forest dependent communities,
- **Training** – provide orientation and skills training throughout the agency and its cooperative partners as necessary to support effective efforts to build strong agency/community collaborative relationships; and,
- **Community Capacity Building** – promote the building of community leadership and planning capacity for participation in agency/community collaborative efforts.

The next step of our effort is to “transfer the technology” to expand the application of these recommendations among our colleagues.

- Return to Ron Ochs -

I just want to take a few minutes to talk about our tool kit that is in the development. I was going to bring copies of it but we're going through final revisions on it. The strategy for the tool kit was based upon our vision and commitment to this effort of creating quality jobs in ecosystem management, and it provides the “wherewithal” to achieve this vision. The title of the kit is, “A Tool Kit for Maintaining Community Health and Sustainability – A Stewardship Approach.” It has a text box on one of the kit's materials that says, “Using the Existing Authorities Differently to Achieve Results.” Some people say that we already have all the tools and the tool kits that we need. The distinguishing feature of this kit is that it considers the various existing authorities and describes how you can use them to reach different objectives – this is the “missing link” in our resources and references.

Let me read just a couple of things from this tool kit. For example, the following quote, “Sustaining our environment and communities is very attainable if we come together and work at it.” As an agency, we've made this commitment. We've also made the commitment that this effort has to be a “bottom-up approach.” We made the commitment that we need to link with communities. If this isn't apparent, you just need to glance around this room for some examples of successes where people say, “I want this done.” This effort won't be an effective approach if it is just a “top-down approach.” I know a “bottom-up” approach is difficult for some organizations - particularly in our organizational culture. When we presented the 2002 target described in the memorandum of understanding that I highlighted earlier, we asked the frontline managers in our organizations to tell us the – in terms of milestones – how they were going to reach this target. Some of our folks are going to struggle with developing these milestones. I would like to ask all of you to work with them to develop these milestones and, if necessary, encourage them to develop the milestones.

The kit discusses, in depth, the degree to which you can trade in “goods and services” and goes into RFPs and their importance. In the past, the government was focused on getting work done “on the ground.” We did everything to ensure that we minimized the risk of financial loss while completing contract work. We must move forward as an organization and share risk – share the risk of providing a guarantee for the level of contract work.

Don't let terms stall your efforts – focus on the outcome of the effort. If there is a term that is causing some problem, reframe the issue so that it is acceptable. For example, this issue came up during a discussion of bundling several work tasks into a single contract and someone said that bundling can't be done. In a situation like this where someone is clinging strongly to the opinion

that bundling contracts is not appropriate, you should refer to it as “work design.” Procurement can't come back and tell you that management can't design work to meet its objectives.

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ward as an organization and share risk – share the risk of providing a guarantee for the level of contract work. If we can't deliver on the work that we plan for than we need to share the risk if we are as committed to communities as we espouse.

An interesting side note on bonding. Bonding was a tool for government to ensure that its interests were protected. By using bonding, you don't meet your objectives then there is something seriously wrong with the notion of using bonding. In government, we don't have to use bonding in certain areas. The kit tells you where you don't have to use bonding and where you have to use it. Again, if you are using bonding to protect government interest and, by using it, you are not reaching your objectives, you have to ask yourself, "Whose interest did you protect?" We will get this kit out to you. We plan to provide training on this to those who express interest.

I'd like to close with saying that you all can make a big difference in this effort. I know that progress on this effort does not satisfy your expectations. From my perspective, I believe that we are "at the top of the hill" and that we just need to work together better to get this effort "over the hill."

Thank you.



Rolf Anderson

Retired District Ranger, U.S. Forest Service

I was asked to manage the wrap-up of this forum. I performed this role at last year's forum and really enjoyed it because it provides me with an opportunity to address the core supporters of this effort. I also want to recognize the efforts of Mike Hibbard, Charles Spencer, and Chris Bayham for organizing this year's forum. Not only is this movement expanding, but these forums are moving on and expanding into new territory. I thought this year's forum had a wider diversity of individuals and organizations than we have had in past forums. The forum really was a step forward in widening the circle of participation. I'd like to thank you all for the work that you've done.

Looking back at what happened during the two days of this forum, we started out with a great keynote address from Sue Cameron where she highlighted the need for this effort to look at the "big picture" - to look comprehensively and not focus narrowly on our separate, organizational goals. Then, Jim Walls gets up and points out that in our efforts there will be future opportunities that we do not know about when we start out, but we should be prepared to capitalize on these opportunities when they arise. As the forum progressed, we heard some great examples of what's working and where things are happening in different parts of the region. We also heard about some of the problems and challenges that we still face in this effort to link ecosystem management with local economic development. These discussions on persistent problems and challenges led to discussions about leadership and its role in working through some of these problems.

However, from my perspective as a "listener" to all the discussions during the forum, the overriding theme that I heard in almost every session was the theme of relationships and how important relationships are in this effort. This theme of relationships takes me back to a conversation that I had with a unique person that I met ten years ago. Now, this person is the Forest Supervisor of the Siuslaw National Forest here in Oregon. Her name is Gloria Brown. She's an African American who grew up in Washington, D.C. and worked in D.C. well into her thirties and then, through a series of events in her life, decided to make a career with the Forest Service. She moved to Eugene, OR to work for Darrel Kenops in the Willamette National Forest. This is where I first met her. We had adjacent offices.

I was an old, gristly man even back then - a long-term Forest Service bureaucrat who knew all the bureaucracy and the culture. Here comes Gloria Brown trying to understand what the hell is going on in this bureaucracy. After meetings and other office activities, we'd get together in one of our offices to debrief and talk about issues raised during these meetings. She would often say, "Why didn't this work?" And I would often say, "Culture, NEPA, standards, regulations, bureaucracy..." She would shake her head at this response. Then, I would say, "Well, what's your explanation for why it didn't work?" And she would say, "It's relationships, baby!" Then, I would say, "You got to be kidding. That can't be the reason. I don't think you understand the situation here." She would respond, "Well, how can we make it work then?" In reply, I would begin to say, "NEPA, standards, regulations..." She would shake her head again and say once more, "You are not listening. It's relationships, baby, that makes things happen."

Over the years, I watched Gloria Brown's career just "sky rocket" in a number of different situations. The reason for her effectiveness and success in her work - well, it's relationships, baby! Building strong relationships with the people that you work with is the key to working effectively. Relationships give you momentum, help to expand the circle of people that you work with, and increase your awareness of issues and concerns. Relationships help you to

realize that a diverse group of people can have goals in common and can help you do the comprehensive work that Sue Cameron was talking about in her keynote address.

So, my parting message is that building relationships is time well spent. Don't "short change" your efforts at building strong relationships.

Thanks you for participating in this forum!



Notes

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