

**Social Assessment:
Clearwater National Forest
and
Nez Perce National Forest**

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The Clearwater National Forest
and
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ABSTRACT

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This report presents findings from a five county social assessment for the Clearwater National Forest and Nez Perce National Forest. This social assessment used primary and secondary source data to address three topics that focused this work: (1) topics of concern among stakeholders regarding Forest Plan revision; (2) desires and expectations of tribal stakeholders for consultation and topics for Plan revision; and (3) stakeholders desires for public involvement for Plan revision. Compiled data from U.S. Census, Bureau of Economic Analysis, and other relevant sources are used to construct a socioeconomic profile of the five counties. Primary data were collected using ethnographic discussion techniques that rely on open-ended questions structured by a topic protocol. Approximately 81 discussion sessions were conducted that incorporated more than 100 individuals from a cross-section of stakeholder interest groups.

Findings from the analysis of socioeconomic data are consistent with trends in other western states: the median age of the population is increasing, there is a decline in extractive industries, and an increase in service sectors employment. The five counties show different patterns of employment, income, and natural resource dependency. Clearwater and Idaho counties have similar patterns overall and are they are the most resource dependent. Data from discussions with stakeholders indicates concerns about the validity of the process of Forest Plan revision as well as concern about forest health and fire, timber harvesting, mining, off road vehicle use, roads and access, environmental standards, socioeconomic conditions in resource dependent communities, cultural and historic resources, and recreation. Discussion with members of the Coeur d'Alene Tribe and Nez Perce Tribe indicated desires for early involvement in consultation efforts and specific concerns about salmon and water quality issues, protection of treat rights, environmental quality standards, and reinstatement of the Tribal Liaison position. Discussions about public involvement indicate desires for more outreach and more consideration of local views about resource management.

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ACRONYMS

AMS	Analysis of the Management Situation
ASQ	Allowable Sale Quality
ATV	All Terrain Vehicle
BEA	Bureau of Economic Analysis
BLM	Bureau of Land Management
CBSEA	Columbia Basin Socio-Economic Assessment
CMP	Comprehensive Management Plan
CWA	Clean Water Act
CLWNF	Clearwater National Forest
EPS	Economic Profile System
ESA	Endangered Species Act
FS	Forest Service
ICBEMP	Interior Columbia Basin Ecosystem Management Project
IDT	Interdisciplinary Team
IPNF	Idaho Panhandle National Forest
IPNFSA	Idaho Panhandle National Forest Social Assessment
NRIS	Natural Resource Information System
NPNF	Nez Perce National Forest
NPTEC	Nez Perce Tribe Executive Committee
OHV	Off-Highway Vehicle
PILT	Payments in Lieu of Taxes
RAC	Regional Citizens Advisory Committee
TMDL	Total Maximum Daily Load
USFS	United States Forest Service

EXECUTIVE SUMMARY

This report presents findings from a five county social assessment for the Clearwater National Forest and Nez Perce National Forest. The Clearwater National Forest (CLWNF) and Nez Perce National Forest (NPNF) encompass a total of about four million acres of land in North Central Idaho. The CLWNF contains approximately 1.8 million acres that are managed within four Ranger Districts. The NPNF contains approximately 2.2 million acres and also has four Ranger Districts. The project area consists of five counties in North Central Idaho that are adjacent to, or in the immediate vicinity of these two forests. Clearwater, Idaho, Latah, Lewis, and Nez Perce comprise the five counties of the project area. There are other communities within about a hundred mile radius of the boundaries of these forests, including Spokane, Missoula, Coeur d'Alene, Boise, and Walla Walla. These communities are not addressed by this social assessment, but they exert influence through their use of forest resources and the actions of interest groups.

This social assessment used primary and secondary source data to address three topics that focused this work: (1) topics of concern among stakeholders regarding Forest Plan revision; (2) desires and expectations of tribal stakeholders for consultation and topics for Plan revision; and (3) stakeholders desires for public involvement for Plan revision. Compiled data from U.S. Census, Bureau of Economic Analysis, and other relevant sources are used to construct a socioeconomic profile of the five counties. Primary data were collected using ethnographic discussion techniques with open-ended questions structured by a discussion guide. The topic protocol or discussion guide addressed the following topics:

- Discussant Identity
- Community Identity
- Community Social Characteristics
- Quality of Life Assessments
- Lifestyles
- Recent Social Changes
- Beliefs about Natural Resources and Views of Nature
- Management Issues for Plan Revision
- Desires and Expectations for Public Involvement

Discussions with Native Americans used essentially the same topic areas, although the public involvement topic was replaced with desires and expectations regarding consultation.

Approximately 81 discussion sessions were conducted that incorporated more than 100 individuals from a cross-section of stakeholder interest groups. The selection of discussants was based on a targeted sampling strategy. The starting point for this sampling strategy was a list of individuals and groups provided by the Forest Service. Additionally, locally knowledgeable persons identified from this list were contacted about other individuals to include in the discussions. The strategy was to identify the range of stakeholder interests and then select individuals knowledgeable about the issues of concern to the relevant groups.

The discussion data were coded by topic area. Some new topic areas were developed when the entire data set was examined. These topic areas compliment those in the discussion guide. Data analysis consisted of examining the coded topics for common themes. These themes are the basis to discuss the findings about the topic areas presented.

The report is organized in seven chapters. Chapter 1 summarizes study purpose, methods, and an overview of the two forests. Chapter 2 reviews selected literature; chapter 3

summarizes demographic, economic, and quality of life data; chapter 4 is an overview of selected characteristics of the project area social and cultural environment; chapter 5 discusses specific stakeholder concerns for Forest Plan revision; chapter 6 is a discussion of the Nez Perce Tribe and Coeur d'Alene Tribe expectations for consultation and concerns about topics for Plan revision; and chapter 7 summarizes stakeholder expectations and assessments regarding Forest Service public involvement efforts. Chapters 2-7 are summarized in the remainder of this Executive Summary.

Chapter Two: Existing Literature

This chapter presents a selective review of the literature about the social and cultural environment of the project area. The focus is on identifying the themes in three major categories: (1) regional multi-community socioeconomic studies such as the Interior Columbia Basin Ecosystem Project; (2) local and regional social assessment studies that compliment the work of this project; and, (3) an overview of themes in the literature regarding the Nez Perce and Coeur d'Alene tribes. The regional multi-community socioeconomic studies primarily use secondary data to construct measures of “resiliency” (the capacity of communities to adapt to change) or “vitality” (a comparative index of socioeconomic conditions). These studies rate communities on scales as measures of vitality or resiliency. Some studies use primary data collected through focus groups or other self-assessment processes to add more process data about the resources within communities to respond to change. In general, these studies provide general overviews that forest managers can consult to compare communities and regions. These studies point to some of the general indicators about the factors associated with change, but they ultimately provide limited insight into local processes and configurations of resources affecting response to change. However, they do provide insight about the types of variables that may affect responses to changes in project area communities.

The social assessment studies examined include the Idaho Panhandle National Forest Social Assessment, a central Idaho social assessment, and studies of the social groups and processes adjacent to the Nez Perce National Forest. These studies indicate some remarkable consistency in the identification of issues of concern to stakeholders, including access, forest health, timber harvesting, off-road vehicle use, and relationships of stakeholders with the Forest Service. These studies also indicate some shared themes in the social conditions of rural Idaho communities, including changes in demographic composition, the decline of extractive industries, changes in the sources of personal income, and concerns about the loss of rural traditions and lifestyles.

The discussion of literature regarding the *Nimiipuu* (Nez Perce Tribe) and *Schitsu'umsh* (Coeur d'Alene Tribe) summarizes information about aboriginal population, traditional territory, the seasonal round, social organization, and religion. The literature suggests the post-contact society and culture of both tribes was dramatically affected by the introduction of smallpox, Christian missionary activities, the displacement from traditional territory related to the discovery of gold, wars with the United States and subsequent treaties, and eventual relocation to reservation lands. A strong theme in the literature regarding both tribes is the integration of culture, social life, and the natural resources that is expressed in the seasonal round of activities as well as in religion and oral traditions.

Chapter Three: Socioeconomic Conditions and Trends

This chapter presents an overview of socioeconomic conditions and trends as indicated by compiled demographic, economic, and social data from readily available sources. This information is intended as a descriptive and comparative baseline of information about the

five project counties for the years 1990 through 2000. The topic areas for presentation of conditions and trends are demography, economy, and social assets and vulnerabilities.

The Federal Government owns approximately sixty-three percent of all Idaho lands. The U.S. Forest Service manages the largest portion of those lands. Among project counties, there are substantial differences in the proportions of federal lands and lands managed by the Forest Service. About eighty-three percent of Idaho County lands are owned by the Federal Government. The Forest Service manages the largest share of these Idaho County lands. The majority of the approximately fifty-three percent of federal lands in Clearwater County are also managed by the Forest Service. Latah County has about sixteen percent federal ownership with the majority of those lands managed by the Forest Service. Nez Perce County has about six percent federal land ownership with the majority of those lands managed by the Bureau of Land Management (BLM). Approximately two percent of Lewis County lands are owned by the federal government with the BLM managing most of this land.

The aggregate population of all five counties has increased 11.5 percent between the 1990 and 2000 census years. Latah County increased 14.1 percent, Idaho County 12.5 percent, Nez Perce County 10.8 percent, Lewis County 6.6 percent, and Clearwater County 5 percent. Idaho and Clearwater counties show higher median ages (42.7 and 41.7 years respectively) than the other counties and higher percentages of older age cohorts and lower percentages of younger age cohorts. The population of all the counties shows limited ethnic diversity other than the presence of Native Americans. Recent census data indicate all project counties are experiencing net migration losses.

Employment by industry data are one indicator of the composition of local economies. Farm employment is highest in Lewis (12.6%) and Idaho (12.1%) counties followed by Clearwater (4.7%), Latah (4.4%), and Nez Perce (2.3%). In non-farm employment, government accounts for the largest share of employment in Latah (34.8%), Clearwater (25.6%), and Lewis (20.7%) counties. Services also have a relatively large share of employment in Nez Perce (28.8%), Latah (22.9%), Idaho (21.2%), Clearwater (19.5%), and Lewis (12.1%) counties. Manufacturing is also important in Clearwater (16.8%), Nez Perce (14.7%), and Idaho (11.4%) counties, but there is a downward trend in manufacturing in all project counties except Idaho County.

Ten year average unemployment rates show that Idaho and Clearwater counties rank among the highest in the state. There is also a strong seasonal pattern of unemployment in these counties. Although per capita and total personal income are increasing, non-wage sources are increasing as a percentage of total personal income.

IMPLAN data also indicate that Clearwater, Idaho, and Lewis counties have higher proportions of dependence on natural resource industries than the other counties. Both Clearwater and Idaho counties also receive substantial fiscal benefit from PILT and Payments to States federal payments.

The social data examined suggest some vulnerability in Clearwater and Idaho Counties based on declining school enrollments and poverty status of adults and children under the age of 18.

Chapter 4: Social Environment

This chapter presents a discussion of the sociocultural context of the five counties, as well as a discussion of selected characteristics that may be influenced by internal or external change agents such as Forest Plan revision. A chronology of key historical events frames the discussion of contemporary culture and social characteristics. This history is rich in the events of the development of the American West, including the pre-history of the region's

aboriginal peoples and their Nez Perce and Coeur d'Alene decedents, Lewis and Clark's Corps of Discovery, the discovery of gold, wars with the Nez Perce and Coeur d'Alene Indians, and the development of the timber industry and farming. The current social environment of the project area is framed by these and other historical events. Native American customs and traditions coexist with Euro-American culture and lifestyles and express the most noteworthy source of cultural diversity in this region.

Project area communities can be divided into regional cities, rural towns, and outlying rural areas. Lewiston (~31,000) and Moscow (~21,000) represent the regional cities containing services, shopping alternatives, as well as diverse amenities for leisure and recreation. The region's "rural towns" are exemplified by communities such as Grangeville, Cottonwood, Nezperce, Kamiah, Orofino, Pierce, and similar town centers that have small populations (<4,000 persons) and serve as employment, shopping, and service areas. The "outlying" areas are the places of residence for large portions of the populations in each of these counties, especially in Clearwater, Idaho and Lewis counties. The rural cities and towns exhibit a rural industrial character because of the presence of mills in communities such as Lewiston, Orofino, Kamiah, Kooskia, Elk City, and Grangeville. In the recent past, communities such as Riggins, Potlatch, Headquarters, and Craigmont also had operating saw mills. Although mining has waned, it continues to be an activity that is easily observed along the streams and rivers in the summer months.

There are noteworthy characteristics of local culture and lifestyle relevant for this social assessment. The cultural beliefs and propositions described concern views about nature, attachment to place, traditional knowledge, and, a local world view and small town values. The lifestyle characteristics described concern occupation; the integration of place, work, and recreation; outdoor activity; self sufficiency; and community participation. Four orientations to nature and natural resources are described: the utilitarian view perceives nature as existing for human benefit; the naturalist perspective emphasizes intrinsic values and natural processes; the stewardship perspective emphasizes the coexistence of humans with natural resources, the need for humans to care for those resources, and "putting the land first" in management decisions; the indigenous perspective emphasizes a long term view of the health of natural resources, harmony between humans and natural resources, and continuity between the well being of natural resources and human societies. Residents exhibit a strong attachment to place that links history, culture, lifestyle, and place. A "local worldview" exists that emphasizes the "local place" as the point of reference for norms and values about resource use. Lifestyles tend to be associated with occupations. Outdoor activity and recreation are highly valued. The linkage of family, work, and place in local lifestyles emphasizes the importance of place for project area residents.

The social characteristics described include the composition of stakeholder groups and other characteristics that affect responses to forest management decisions and plans. The stakeholder groups identified include tribes, commercial interests, recreation, wildlife, special interests, and inter-governmental interests. Social bonds are similar to other rural communities in which there are "multiplex" rather than single interest ties between individuals. Face to face relationships are important and characterize a "moral community" of neighbors with similar values and beliefs. Volunteerism and civic mindedness are also community ideals, although the ideals are not always consistent with a changing social reality. There is also a perceived stability within communities that is not consistent with other perceptions of change in key institutions and lifestyles. Another noteworthy social characteristic is the existence of "social enclaves." Enclaves are composed of social networks (individuals connected to each other through patterns of interaction) supported by values and beliefs not necessarily shared by the larger group within which the enclave exists. These groups often take an active interest in issues of natural resource management, especially

advocating a return to resource extraction as a means of revitalizing a way of life or customs and culture threatened by changing economic and social conditions. Issues about class, power, and status also appear to influence the dialogue about natural resource issues and forest management plans. Both the Nez Perce Tribe and the Coeur d'Alene Tribe have a prominent place in the social environment. The contemporary role of the tribes is heavily influenced by the historical circumstances of past treaties and Executive Orders.

Public responses to Plan revision are likely to be influenced by culture, lifestyles, and social characteristics of the project area. Cultural orientations influence how groups define problems and solutions. Different views about nature, attachment to place, the preeminence of the "local place" as a reference point, and the value of local experience based knowledge are each likely to affect the content and process of dialogue about issues for Plan revision. This suggests the potential for confusion about the meanings associated with particular issues and their significance for Plan revision. The connection of place, work, family, and lifestyles within the project communities and among the tribes also suggests there will be focused attention on any change in the Forest Plan that may disrupt these connections. The social characteristics of the communities suggest the potential for further divisiveness about alternative views of forest management. Steps to ameliorate this conflict may require special attention in public involvement efforts, including facilitation to ensure dialogue stays within the appropriate decision space forest managers can address. The disparity between the traditions, beliefs, and values of these communities and the emerging social realities of changing socioeconomic conditions may also amplify concerns about forest management and forest planning.

Chapter 5: Stakeholder Concerns: Forest Plan Revision

This chapter presents a discussion of topic areas of concern to stakeholder regarding Forest Plan revision. Stakeholders identified both process issues and resource management topics as issues for Plan revision. The process issues address how the Forest Services conducts planning and interacts with stakeholders. These process issues were the most frequently discussed topics about concerns regarding Forest Plan revision. Process issues appear to influence public assessments about the legitimacy and effectiveness of forest management Plans and decisions. They also appear to affect stakeholder willingness to participate in public involvement efforts. The process identified include consideration of local and national interests in developing input for Plan revision; the institutional framework of the Forest Service (e.g., leadership, accountability, tenure, personal agendas, and the loss of forestry expertise); differences in the power to influence decision-making; legitimacy of the planning process; and the quality of Forest Service working relationships with stakeholders. The resource management issues identified include forest health and fire; timber harvesting; roads and access; OHV use; environmental standards and monitoring; socioeconomic issues; cultural and historic resources; mining; recreation; and particular natural resources of these forests (old growth, water quality, wilderness, roadless, wildlife). Stakeholders also expressed concern about what is perceived as a too narrow focus of the planning team in considering topics for Plan revision.

There are some straightforward implications for Plan revision of the process and resource management issues identified by this project. Importantly, publics desire to be engaged and involved in Plan revision. These publics also assess Plan revision as an important venue for ensuring their interests and concerns are addressed. This assessment, in combination with the desire to be involved, implies that it will be important for the Planning Team to promote public involvement in ways perceived to be meaningful and sincere. This topic is addressed in more detail in Chapter 7. Another implication of these findings is the need for a transparent process that is well communicated to stakeholders. Without transparency

identifying the reasons for acceptance or rejection of particular issues, there is likely to be concern about the use of power, influence, and bias in decision making. A third implication is the raising of “sidebar” issues such as the Clean Water Act, the Endangered Species Act, and other laws or regulations that are not topics for Forest Plan revision. Publics are likely to raise these issues because they are linked with other topics of concern. Communication and information about what is a legitimate topic for Plan revision and how publics can address those other issues can meaningfully address their concerns. A simple dismissal of such issues as not relevant for Plan revision is likely to appear as unresponsive and an indication of a lack of concern about public input. A fourth implication of these findings is that current economic conditions in these communities are likely to amplify concerns about timber harvesting and other topics that interact with local economic conditions and processes. This is likely to result in focused attention and questions about the social, economic, and cultural implications of a wide range of forest management issues. Finally, the issue of standards in Plan revision is likely to be a topic of keen interest among diverse stakeholder groups. This topic was explicit or implicit in discussions with a wide range of stakeholders. The need for standards and monitoring is also perceived in different terms by environmental and industry stakeholders. This implies the need to clarify the scientific basis for particular standards and the justification for any changes in particular standards in the existing Plan.

Chapter 6: Tribal Consultation and Concerns

This chapter summarizes desires and expectations for consultation and particular issues for Plan revision among the Nez Perce Tribe and the Coeur d’Alene Tribe. Limited information was collected from discussions with the Coeur d’Alene Tribe. However, Tribal staff suggested that cultural resource issues are a particular concern for Plan revision. There is a desire to identify the range of sites of interest, to map those sites, and understand the overlap with lands managed by the Clearwater National Forest. The focus of this chapter is on the findings from discussions with members of the Nez Perce Tribe.

The Nez Perce treaty rights and the trust relationship between the tribe and the U.S. Government is the basis for consultations. These consultations occur within the context of the political structure of the tribe and its administrative procedures and preferences for interactions with the Federal Government. With the Forest Service, the tribe prefers to be involved early in the consideration of its concerns about management actions, especially Forest Plan revision. Asking for input after decisions are made and plans developed is perceived inconsistent with the spirit of the trust responsibility or the tribe’s treaty rights. The tribe prefers to have a role as co-managers or co-decision makers or at least a role in providing input before alternatives are formulated. Most of the key management issues of concern for the tribe begin with concerns about the maintenance of treaty rights and fulfillment of the government’s trust responsibility. Specific concerns include, maintaining measurable standards, protection and enhancement of water quality and fish habitat, access to and protection of treaty resources, and a funding of the Tribal Liaison position instituted by the Memorandum of Understanding between the tribe and the United States Forest Service.

Chapter 7: Public Involvement

This final chapter reviews stakeholder expectations and desires regarding public involvement for Forest Plan revision. Stakeholders appear to have a high level of interest in Plan revision. Initially, this interest is likely to be expressed primarily by community and interest group sentinels. These are individuals who desire to be involved in natural resource issues, they are relatively informed about some if not most of the key management topics, and they are acknowledged by others in their social networks as the ones who can identify problems or issues that need more broad-based support. Sentinels are also likely to frame

the issues for others in their networks, and they will also interpret the positions of the Forest Service and other entities. Involving sentinels through outreach and diverse strategies for public comment can ensure they have relevant information to communicate to others in their social networks.

Based on the information collected for this work, engaging a wider public is likely to be difficult in the early stages of any public involvement process. Sentinels are likely to carry the load. However, outreach and proactive communication may provide incentive to engage a wider audience. Using only agency-centered approaches (asking publics to come to the agency) is likely to reduce overall participation. Given the diversity of opinions about various techniques, it will be necessary to employ diverse methods (public meetings, open houses, field trips, focus groups, etc.) to provide the opportunity for input publics will be evaluated as meeting local needs.

Despite skepticism about a variety of process issues, leadership concerns, and anticipated conflicts over specific issues, stakeholders also expect and hope for a successful Plan revision process in which the Forest Service takes a firm lead while engaging concerned publics. As one stakeholder observed,

I want them to be the heroes in this process. I want them to throw off all the political maneuvering by outside folks and for them to use their expertise, and they have plenty of excellent scientists, to develop a Plan based on good science. I know they can do that. I want them to be successful and for them to be the heroes I know they can be.

This sentiment expresses hopefulness and trust in the Forest Service's ability to develop a revised Forest Plan that will both promote forest health and meet the needs of various stakeholders.

1 INTRODUCTION

This document reports on a social assessment for the Nez Perce National Forest (NPNF) and Clearwater National Forest (CLWNF). A social assessment examines social, economic, or cultural issues related to a particular project or planning process, in this case, the revision of Forest Plans for these two national forests. A social assessment is usually adapted to address specific issues or conditions of interest for a particular setting (Burdge 1998). Social assessments thus vary in their content and focus (Barrow 2000). This social assessment addresses three specific topics of interest as identified by the Forest Plan Revision Team.

- Topics of concern among stakeholders regarding Forest Plan revision.
- The desires and expectations of tribal stakeholders for consultation and topics of interest for Plan revision.
- Stakeholders desires for public involvement in Forest Plan revision.

A social assessment usually develops data about the sociocultural context that interacts with a project or management plan (Millsap 1984). These context data may be used to interpret the issues that focus a social assessment or as a baseline of information for analysis of management alternatives or for other management purposes. This social assessment presents socioeconomic trends and conditions as well as distinctive features of the social environment of these five counties. This information provides the context for the discussion of the three topic areas that focus this project.

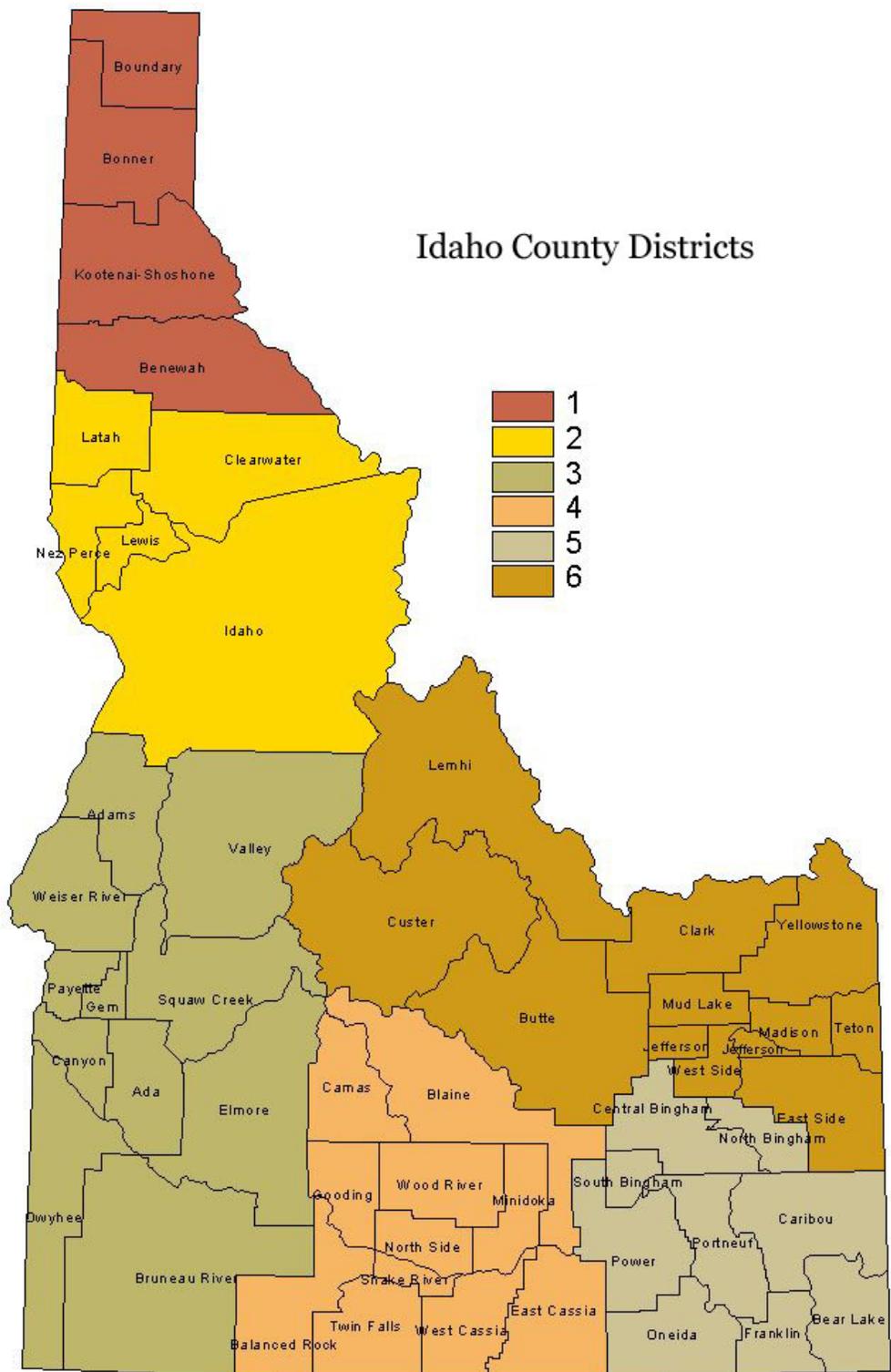
The project area consists of five counties in North Central Idaho that are adjacent to, or in the immediate vicinity of these two forests. These five counties are Clearwater County, Idaho County, Latah County, Lewis County, and Nez Perce County. Collectively, these counties form District 2 within the organization of Idaho counties, as indicated in Figure 1: Idaho County Districts. These counties differ substantially in land area, population, and economy, as discussed in more detail in Chapter 3. Table 1: Five County Project Area shows the differences in total population, population density, total land area, and Forest Service (FS) managed acreage for the project area. The geographical relationship of the Clearwater National Forest and the Nez Perce National Forest to these counties is depicted in Figure 2. The CLWNF also includes portions of Shoshone County and Benewah County in Idaho. The Nez Perce National Forest is located entirely within Idaho County and comprises about eight-three percent of the total land base of the 8,485 square miles of that county.

Table 1: Five County Project Area

Project Counties	Population 2000	Total Sq Miles	USFS Acres	Pop. Density Per Sq Mile
Clearwater	8,930	2,488.10	802,424	3.6
Idaho	15,511	8,502.48	4,430,154	1.8
Latah	34,935	1,076.89	112,555	32.4
Lewis	3,747	479.81	10	7.8
Nez Perce	37,410	856.36	1,700	44.1

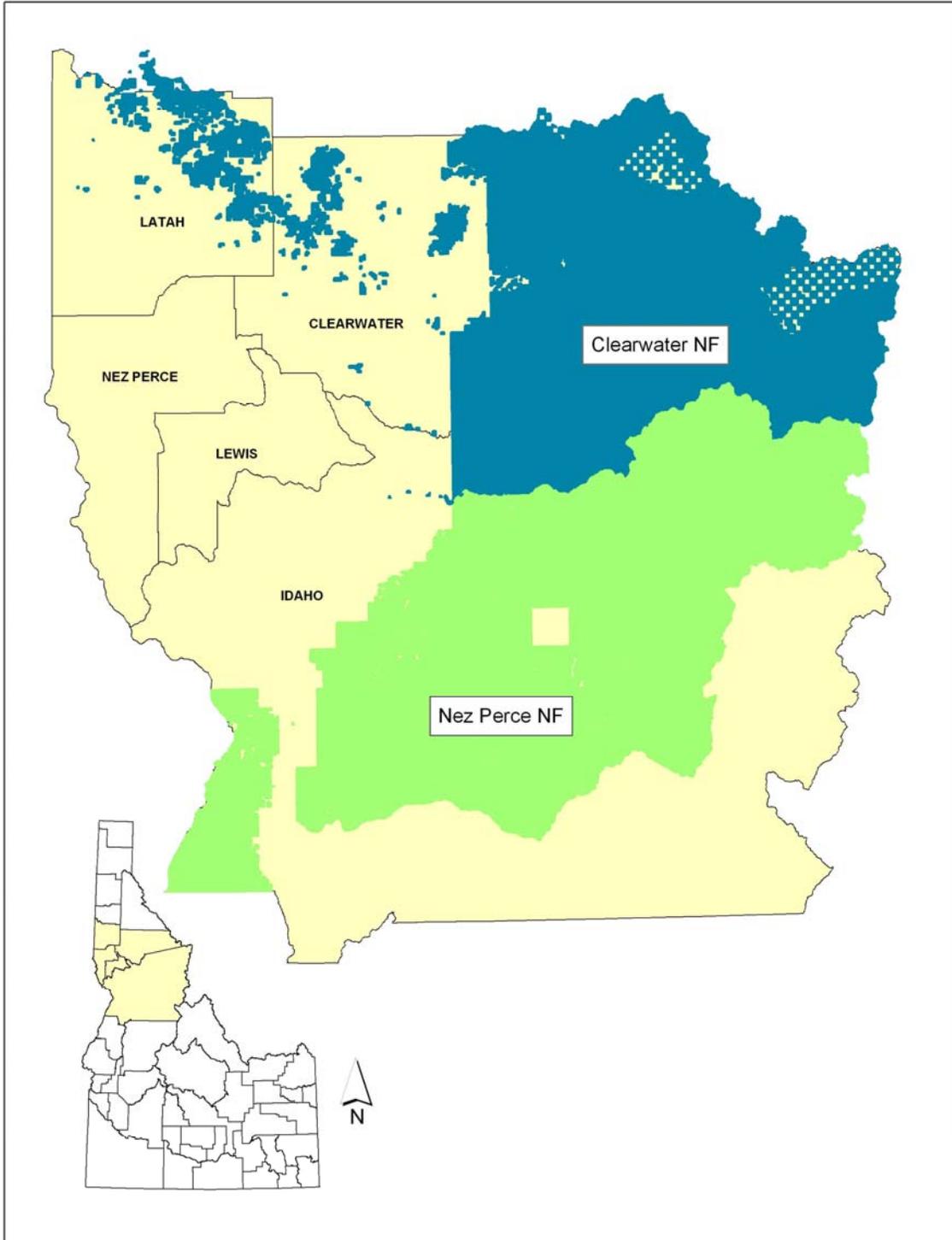
Source: U.S. Census Bureau, Census 2000 Summary File 1 and BLM

Figure 1: Idaho County Districts



Source: Idaho Soil Conservation website <http://www.scc.state.id.us/images/divisions.JPG>

Figure 2: Clearwater National Forest and Nez Perce National Forest



Source: Interior Columbia Basin Ecosystem Management Project

1.1 The National Forests

The Clearwater National Forest and Nez Perce National Forest encompass a total of about four million acres of land in North Central Idaho. The CLWNF contains approximately 1.8 million acres that are managed within four Ranger Districts. The NPNF contains approximately 2.2 million acres and also has four Ranger Districts. The administrative history of these forests dates from the formation of the Bitter Root Forest Reserve created by President Cleveland in 1897. The Clearwater National Forest was originally formed by President Roosevelt's Executive Order 842 of July 1, 1908 from portions of the Coeur d'Alene and Bitter Root Forest Reserves (Davis 1983). The forest contained about 2.7 million acres at the time it was formed. The Nez Perce National Forest was also created by President Roosevelt in his Executive Order 854 of July 1, 1908. It was formed from portions of the Weiser and Bitter Root Forest Reserves and contained about 1.9 million acres (Davis 1983). Since formation, the boundaries of these two forests have changed through land acquisitions and other administrative and legal processes (e.g., Space 1964).

The current boundaries of the NPNF and the CLWNF are indicated by Figure 2: Clearwater National Forest and Nez Perce National Forest. The CLWNF is within five Idaho counties: Benewah, Clearwater, Latah, Idaho, and Shoshone. The majority of the forest is within Clearwater, Latah, and Idaho counties and the largest contiguous area is within Clearwater and Idaho counties. Private lands separate the Palouse District, in the western most land area of the CLWNF, from the larger contiguous portions of the forest in Clearwater and Idaho counties. The Powell Ranger District is in the eastern most portion of the CLWNF and this area also contains some "checkerboard" ownership in the northeastern portions of the District. The NPNF is located entirely within Idaho County. About 870,000 acres of this forest are within the Gospel Hump, Frank Church, Selway-Bitterroot, and Hells Canyon wilderness areas. The Snake River separates the Salmon District from the other three Ranger Districts of this forest; otherwise the majority of the forest is in one block of land with some private in-holdings.

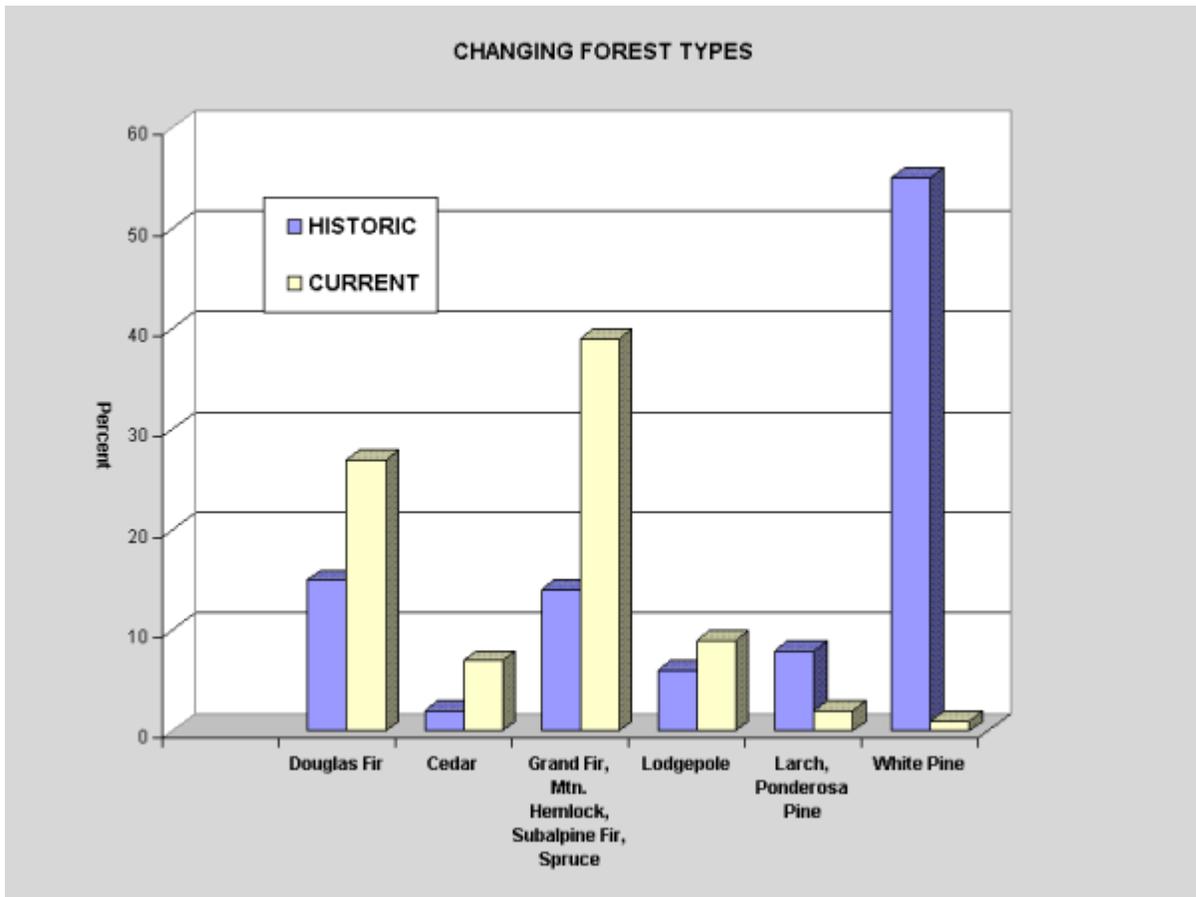
These forests also contain diverse resources used for recreational, commercial, and related purposes. The commercial uses include timber harvesting, mining for mineral resources, guided hunting and fishing, and other uses of forests products. Recreational uses of the forest include hiking, camping, backpacking, hunting, fishing, off road vehicle use, river floating, and wildlife viewing. These forests have diverse species of wildlife such as elk, deer, bear, and numerous predators including recently reintroduced grey wolves. Additionally, there are historic and scenic resources such as the Nez Perce National Historic Trail, The Lewis and Clark National Historic Trail, the Mallard-Larkins Pioneer Area, and wild and scenic rivers such as the Selway, Lochsa, Salmon, Middle-Fork of the Clearwater, and Rapid River. The users of these forests are residents of nearby communities as well as those from more distant locations. Figure 2 shows the major metropolitan areas within a hundred mile radius of the boundaries of these forests, including communities such as Spokane, Missoula, and Walla Walla. Residents from these areas also hike the backcountry, ride the trails, float the rivers, and otherwise use forest resources for recreational and other purposes.

These forests have changed since they were first formed and white pine was a dominant species that attracted timber interests from the east (cf., Petersen 1987). Fire as well as commercial harvesting has been a source of change in the composition of the forests (Pyne 1997; Intermountain Fire Research Council 1971). The Final Environmental Impact Statement for the Middle Black Ecosystem Restoration Project (USFS 2002) and the Big Game Habitat Restoration on a Watershed Scale study (USFS 1999) indicate some of the effects of fire on the composition of forest vegetation. For example, the composition of tree types has changed as well as the mix of vegetation. As Figure 3: Changing Forest Types

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Clearwater National Forest indicates, the presence of white pine has decreased dramatically and Douglas fir, other fir species, and lodgepole pine have increased. Similarly, as Figure 4: CLWNF Current and Historic Vegetation Mix indicates, the age mixture has shifted from an even mix of “old” and “young” forest, to present conditions in which the “middle age” forest predominates. These changes result from a combination of natural fires and human activity. The change in the structure of the forest has social and economic, as well as biological implications. For example, a change in forest composition influences the types of trees available for harvesting, the structure of the timber industry to harvest and market the trees and products, and the existence of communities associated with the logging and milling.

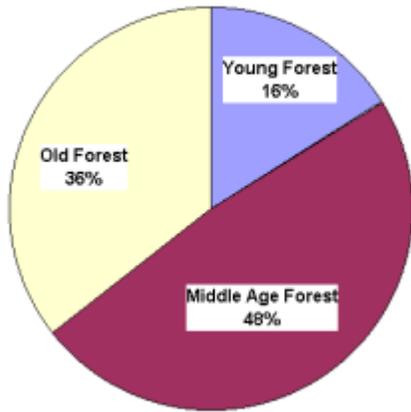
Figure 3: Changing Forest Types Clearwater National Forest



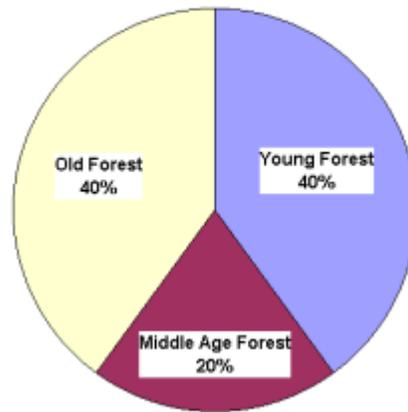
Source: http://www.fs.fed.us/r1/clearwater/middleblack/EIS/Needs/current_conditions.htm

Figure 4: CLWNF Current and Historic Vegetation Mix

Current Vegetation Mix

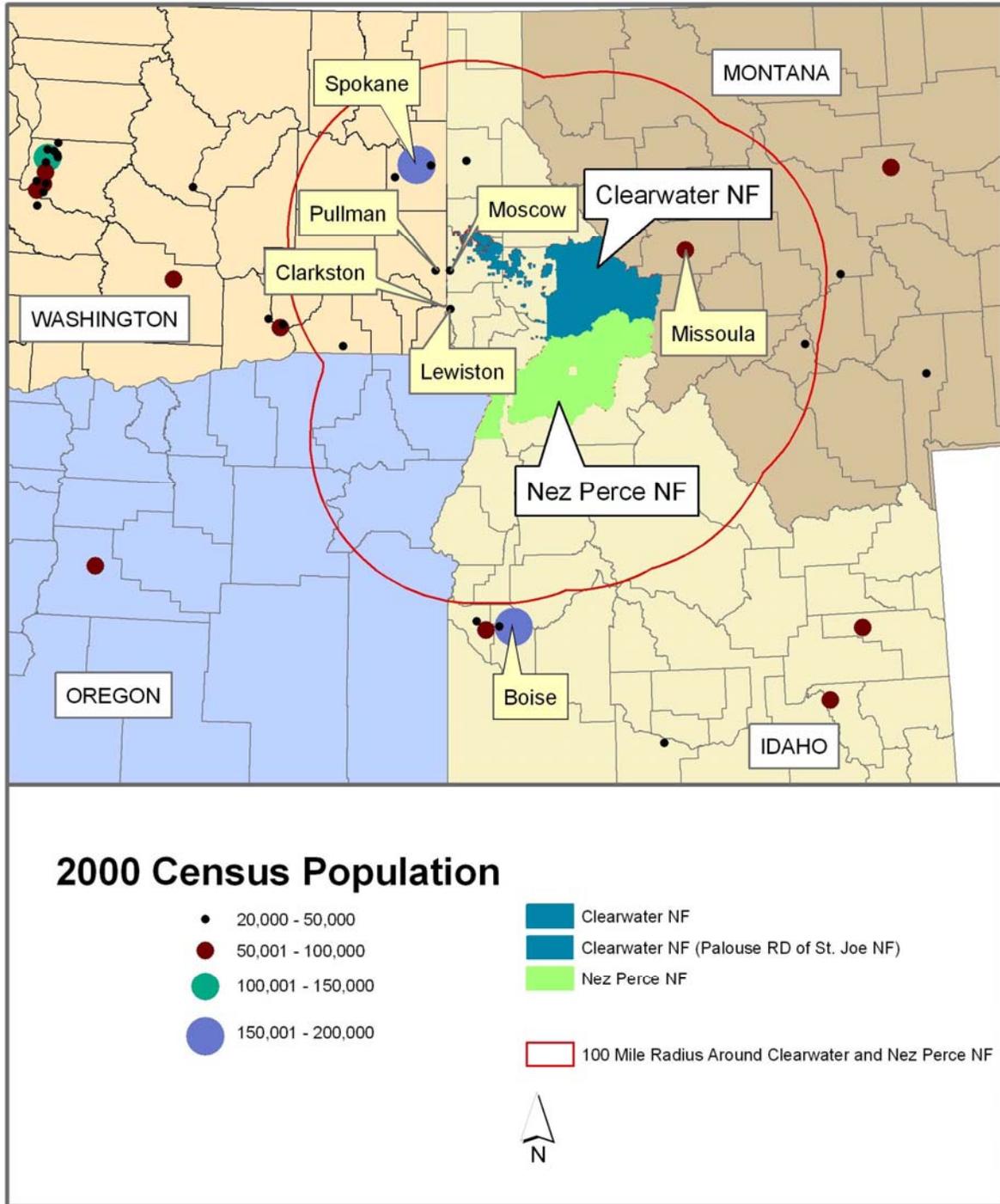


Historic Vegetation Mix



Source: http://www.fs.fed.us/r1/clearwater/middleblack/EIS/Needs/current_conditions.htm

Figure 5: CLWNF & NPNF 100 Mile Radius



Source: Interior Columbia Basin Ecosystem Management Project, Washington State Department of Transportation, Montana Natural Information System (NRIS), Oregon Geospatial Data Clearinghouse, and US Census Bureau.

1.2 Methods

This social assessment used a combination of archival and primary data collection methods. The archival methods examine secondary source socioeconomic and sociocultural data about the project area, including data from the U.S. Census, Bureau of Economic Analysis, and other sources of compiled data. Most of the data presented are also available from the United States Forest Service (USFS) Natural Resource Information System (NRIS). The secondary source socioeconomic data are intended as a profile of conditions and trends in the project area. These are reference data that may prove useful for subsequent analysis of the effects of alternatives or for future reference about changing conditions in the five counties. Additionally, existing literatures was examined as background for addressing the focused topics for this report. Primary data were collected using ethnographic discussion techniques that are intended to encourage participants to present their views about the study topics.

The ethnographic discussion techniques were implemented with a targeted sample of individuals who are knowledgeable about the project area. Ethnographic methods elicit how individuals structure and interpret a particular topic (Jackson 1987; Schensul, Schensul, and LeCompte 1999). This approach is used to identify how and why a phenomenon is understood from the point of view of persons in a particular social setting. Ethnography approaches phenomena as something to be discovered rather than assumed (Sanjek 1990). This approach is usually inductive: that is, the theories, axioms, or findings about a topic derive from an examination of data about it. Social scientists who use this approach describe this strategy as the use of "grounded theory" (Strauss and Corbin 1998) because theories or findings result from data about it and are therefore "grounded in the data."

An ethnographic approach is also indicated when there is a need to understand the relationship between a particular phenomena and its context (e.g., Bernard 1995; Pelto 1970). This relationship is developed to discover what meanings a phenomena has in a specific historical, socioeconomic, and cultural context. For example, an ethnographic approach would develop how a "forest" is understood as a cultural construct with particular meanings and values. That is, a "forest" can be interpreted as "wildlife habitat" and also as "the source of timber for local employment," depending on the historical, economic, social, and cultural circumstances of a particular group of people or community.

Ethnographic discussions were guided by a topic protocol or discussion guide developed to address the specific questions for this social assessment. A discussion guide identifies the areas of interest to develop in discussions, but it does not specify particular questions to ask. Instead, ethnographers usually ask open-ended, non-directive questions based on the topics in the discussion guide. An open-ended question is one that does not present discussion participants with a choice of responses. For example, "What are your ideas about roadless areas?" is an open-ended question, as opposed to a close-ended question such as, "Do you think that roadless areas are necessary?" The open-ended question allows individuals to respond in a manner that expresses their construction of the topic, whereas the close-ended question provides the categories for response. Non-directive questions are intended to be neutral in the cues they provide about the discussion topic.

The broad topic areas for the discussion guide used for this work are as follows:

- Discussant Identity
- Community Identity
- Community Social Characteristics

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- Quality of Life Assessments
- Lifestyles
- Recent Social Changes
- Beliefs about Natural Resources and Views of Nature
- Management Issues for Plan Revision
- Desires and Expectations for Public Involvement

Discussions with Native Americans used essentially the same topic areas, although the public involvement topic was replaced with desires and expectations regarding consultation.

The selection of discussants was based on a targeted sampling strategy (Bernard 1995:99ff.). The starting point for this sampling strategy was a list of individuals and groups provided by the Forest Service. Additionally, locally knowledgeable persons identified from this list were contacted about other individuals to include in the discussions. The strategy was to identify the range of stakeholder interests and then select individuals knowledgeable about the issues of concern to the relevant groups. The stakeholder groups consulted for this work included: recreation, off-road vehicle users, environmentalists, local history, community development, timber, logging, mining, the Nez Perce Tribe, the Coeur d'Alene Tribe, wildlife, and government. Approximately 81 data collection sessions were conducted with individuals and groups from all five counties. These sessions included more than 100 persons, since some of these sessions included multiple individuals. A limited number of persons participated in more than one discussion session. Discussion sessions ranged from about 45 minutes to more than three hours. An average session lasted from one to one and one-half hours.

Collection of information for these sessions relied on the use of a digital voice recorder. Nearly all sessions were recorded. In addition, sketch field notes were taken to compliment the recording. As relevant issues or topics emerged, index marks were placed in the digital recording and also marked in the sketch notes. This process was intended to facilitate aggregating information about the topic areas focusing this work. This technique is similar to other rapid assessment methods used for comparable research projects (Beebe 2001; Handwerker 2001). Although this technique enables access to selected topics in the data, it limits the information examined using traditional qualitative analysis techniques. These traditional techniques typically start with a text record and then the entire data set is examined rather than only the topics of interest (Strauss 1987). This is a less time efficient, but more analytically comprehensive process. Project discussion data were subsequently organized by topic areas using the digital recordings. Analysis consisted of extracting themes within the topic areas using traditional qualitative methods (Weber 1990; Dey 1993). The themes were the basis to discuss the findings about the topic areas presented.

1.3 Report Organization

After this introductory chapter, there are seven additional chapters. Chapter 2 is a brief discussion of existing literature with an emphasis on recent socioeconomic studies and a condensed discussion of information about the Nez Perce Tribe and Coeur d'Alene Tribe. Chapter 3 presents an overview of socioeconomic conditions and trends using compiled data from the U.S. Census, Bureau of Economic Analysis, and other compiled data sources. Chapter 4 is a discussion of the social environment of the project area with an emphasis on selected cultural orientations and social characteristics. Chapter 5 presents the results of discussions about stakeholder assessments of topics and issues to consider for Forest Plan revision. Chapter 6 discusses Nez Perce Tribe and the Coeur d'Alene Tribe assessments regarding topics for Plan revision, as well as desires and expectations for consultation and government-to-government relationships. Chapter 7 presents the results of discussions

regarding desires and expectations for public involvement related to Forest Plan revision. Chapters 5 through 7 also include summary discussions of the implications for Forest Plan revision of the information presented in these chapters.

1.4 Summary of Key Points

This report presents findings from a five county social assessment for the Clearwater National Forest and Nez Perce National Forest. This social assessment used primary and secondary source data to address three topics that focused this work: (1) topics of concern among stakeholders regarding Forest Plan revision; (2) desires and expectations of tribal stakeholders for consultation and topics for Plan revision; and (3) stakeholders desires for public involvement for Plan revision. Compiled data from U.S. Census, Bureau of Economic Analysis, and other relevant sources are used to construct a socioeconomic profile of the five counties. Primary data were collected using ethnographic discussion techniques that rely on open-ended questions structured by a topic protocol. Approximately 81 discussion sessions were conducted. More than 100 individuals from a cross-section of stakeholder interest groups participated in these 81 sessions.

2 EXISTING LITERATURE

There is extensive existing literature about the project area addressing historical, cultural, and social issues that reflect the settlement and development of the west (e.g., Arrington 1994; Bancroft and Victor 1967; Peterson 1976). This discussion selectively examines relevant background material, but the focus is on recent work that describes social and cultural issues related to forest management. This is intended to supplement the topics addressed by the primary data collected for this social assessment. This focus necessarily excludes historical, first-person narratives, and other descriptions of custom and culture in the communities of the five counties (e.g., Freeman-Toole 2001; Youngdahl 1995). Some of the entry points to the existing literature about the project area include works about early social history, especially the development of mining and timber. For example, Stapp's description of Chinese miners in Pierce is a notable account of the role of the Chinese in early mining, but it also includes a description of the overall social environment of the region during the middle of the nineteenth century (Stapp 1990). Timber industry development, customs, and lifestyles are described in several key publications, including Petersen's description of the development of Potlatch, Idaho as a company town (Petersen 1987), Farbo's account of logging camps (Farbo 1996), Hidy's description of early logging and the timber industry (Hidy 1963), as well as Space's account of the development of the Clearwater National Forest (Space 1964). More recent assessments of the logging and timber industry lifestyle, especially the importance of women, describe the social context of Orofino and its relationship to past and present timber industry ways of life (James-Duguid 1996). This work is a short but insightful description of the current community environment of this portion of the study area. William Warren's recent work identifies five orientations to the concept of forest health described as "natural," "productive," "historic," "spirit of place," and "soil" (Warren 1998). The details of each of these orientations are described by Warren in an insightful discussion about similarities and differences in views about forest health among project area residents. Pezeshki offers a local environmental perspective about the meanings of forest resources within the region as well as commentary about recent environmental conflicts about forest management and other environmental issues (Pezeshki 1998). Baird presents a scholarly account of some aspects of Nez Perce tribal history (Baird and Baird 2003) while Landeen and Pinkham offer a Nez Perce Tribe point of view about their culture and especially the importance of salmon to the Nez Perce way of life (Landeen and Pinkham 1999). These are each entry points into a larger body of existing literature that addresses the social and cultural conditions within the project area.

The remainder of this chapter examines issues and themes in three categories of literature. The first category includes regional multi-community socioeconomic studies such as the Interior Columbia Basin Ecosystem Project (ICBEMP). The second category is composed of other social assessment studies that compliment the work of this project (e.g., Warren and Rollins 2001). The third category addresses background literature about the two tribes identified as having cultural associations with the project area, the Nez Perce and Coeur d'Alene.

2.1 Regional Multi-Community Studies

Changing conditions in the economy of the greater Pacific Northwest resulted in an interest in assessing patterns of socioeconomic change and adaptation in communities of this region. A prodigious amount of work about this topic was produced by the Interior Columbia Basin Ecosystem Management Project -- ICBEMP -- (Horne, Haynes, and Pacific Northwest Research Station (Portland Or.) 1999; Interior Columbia Basin Ecosystem Management

Project, United States. Forest Service., and United States. Bureau of Land Management. 1998) and related projects such as the Inland Northwest Economic Adjustment Strategy (Pacific Northwest Research Station, United States. Bureau of Land Management, and Harris 2000). The Army Corps of Engineers also conducted a social impact analysis of selected Idaho, Oregon, and Washington communities in their Lower Snake River Juvenile Salmon Migration Feasibility Study (United States. Army. Corps of Engineers. Walla Walla District. 2002; United States Army Corps of Engineers 1999).

The Columbia Basin Socio-Economic Assessment -- CBSEA -- (Barney & Worth and Company 2000) and the Interior Columbia Basin Ecosystem Project (Interior Columbia Basin Ecosystem Management Project, United States. Forest Service., and United States. Bureau of Land Management. 1998) assessment of social and economic conditions exemplify ICBEMP related studies. These projects used quantitative measures to examine 543 communities in 98 counties of the Interior Columbia Basin. The ICBEMP project,

... was designed to aid in identifying communities within the project area that may be economically and socially vulnerable to shifts in the management of Forest Service and BLM-administered lands (Interior Columbia Basin Ecosystem Management Project, United States. Forest Service., and United States. Bureau of Land Management. 1998:5).

This study examined impacts to standardized industry category data for agriculture, wood products, manufacturing, and mining, but not non-standardized or recreation related industries. The report acknowledges the importance of these other industries in the larger regional economies, but the focus is on the specialized industries within these communities.

The ICBEMP analysis categorizes communities using three criteria: geographic isolation, community specialization in certain industries, and association with either Bureau of Land Management (BLM) or USFS lands. The ICBEMP categorized communities and assigned a specialization ratio based on the number of jobs in resource dependent industries such as mining, wood products, and agriculture. The scaling of communities associated with USFS/BLM lands was accomplished by examining economic contributions from federal agencies, the amount of surrounding agency managed lands, and the presence of agency offices in communities. Geographic isolation was assessed by distance from a population center of 20,000 persons or greater (Interior Columbia Basin Ecosystem Management Project, United States. Forest Service., and United States. Bureau of Land Management. 1998).

The ICBEMP analyzed the potential for impacts resulting from seven draft management alternatives. In general, the findings suggest the higher the classification of a community on any set of criteria (isolation, specialization, association with public lands), the more likely they are to experience impacts. This analysis offers a large-scale comparative analysis on some broad measures that affect resource dependent communities.

Two additional studies related to the ICBEMP rely on secondary source data to assess the concept of "resiliency." Horne and Haynes construct resiliency measures based on three factors: economic resiliency, population density, and lifestyle diversity (Horne, Haynes, and Pacific Northwest Research Station (Portland Or.) 1999). Using these measures, Clearwater and Idaho counties show low indices of resiliency, while Lewis and Latah counties are in the medium range and Nez Perce County is categorized as high (Horne, Haynes, and Pacific Northwest Research Station (Portland Or.) 1999). Resiliency was also examined with a different methodology in a study sponsored by the Pacific Northwest Research Station (Harris, Station, and United States. Bureau of Land Management. 2000). This study used a

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combination of secondary source data and a self assessment methodology with focus groups comprised of local opinion leaders (Harris, Station, and United States. Bureau of Land Management. 2000). The focus groups collected data based on topics derived from an examination of existing literature about resiliency. Profiles were constructed of the participating communities using secondary source economic data (Harris, Station, and United States. Bureau of Land Management. 2000). The findings compare conditions as indicated by the profiles and by the self-assessment methodology. This study, which includes communities within the project area for this study, suggests there are perceptions of community vulnerability to changing conditions; and, differences between perceived conditions and actual conditions, as assessed by the economic profiles (Harris, Station, and United States. Bureau of Land Management. 2000).

The purpose of the Columbia Basin Socio Economic Assessment (CBSEA) project was to:

... Evaluate what socio-economic impacts due to changing demographics, market shifts, and federal land use decisions have been felt by rural, resource-dependent towns and counties. Community vitality is measured for 99 counties with the results presented in the form of a regional index (Barney & Worth and Company 2000:1).

The CBSEA used secondary source data to categorize 99 counties within the Interior Columbia Basin. Based on these data, regional measures of “economic vitality” were constructed (Barney & Worth and Company 2000). The indicators of economic vitality are in the following categories:

- Population e.g., growth, change in youth and retirement populations.
- Income e.g., per capita income, wage and salary income, public assistance payments.
- Labor Force e.g., 24-month unemployment rate, labor force participation.
- Economic Base e.g., natural resource employment, employment growth, output exported.
- Federal Government Influence e.g., public lands, timber harvests, timber tax.
- Social Indicators e.g. crime rate trends, physicians per 100,000 residents.
- Tribal Characteristics, e.g., population, parent-child population, unemployment, labor force (Barney & Worth and Company 2000:9).

Regional trends for each of these seven categories are described. Each indicator within these categories is then categorized as “low,” “medium,” or “high” based on comparison to national or regional averages. Several alternative categorizations are proposed. In general, Idaho and Clearwater counties have lower vitality score than Lewis and Latah counties, while Nez Perce County has the highest vitality index (Barney & Worth and Company 2000:32).

The issue of “vitality” is further explored in two reports related to the Inland Northwest Economic Adjustment Strategy (Pacific Northwest Research Station, United States. Bureau of Land Management, and Harris 2000). These works examined 97 counties of Washington, Oregon, Idaho, and Montana. The purpose of this work is described as:

... To better understand the economic distress afflicting so many communities in the region. The assessment evaluated socio-economic impacts experienced by rural, resource-dependent towns, counties and tribes - due to changing demographics, market shifts, and federal public land decisions (Pacific Northwest Research Station, United States. Bureau of Land Management, and Harris 2000).

The findings of the Pacific Northwest Research Station study of rural communities are summarized as follows:

Socio-economic conditions within the region are generally consistent from state to state, although significant differences exist between counties.

Per capita income is rising faster than inflation - but falling further behind the rest of the Pacific Northwest and nation.

Chronic unemployment persists, with unemployment rates as high as 14% in some counties.

Only about one-fourth of Inland Northwest counties experience lower than average unemployment.

The drop in federally managed timber harvest has contributed significantly to deteriorating socio-economic conditions in Inland Northwest counties.

This socio-economic decline is occurring despite steady population growth which surpasses Pacific Northwest and national growth rates (Pacific Northwest Research Station, United States. Bureau of Land Management, and Harris 2000).

This Inland Northwest Economic Readjust Strategy Phase One report is supplemented with case studies that include Grangeville, Salmon, and the Coeur d'Alene Tribe (Harris, Station, and United States. Bureau of Land Management. 2000). The case examples are brief descriptions of current conditions with some suggestions for alternative economic development strategies.

A final noteworthy multi-community study regional study is the Army Corps of Engineers Juvenile Salmon Migration Study (United States Army Corps of Engineers 1999). This work examines several communities within the project area of this social assessment, including Lewiston, Orofino, Weippe, Genessee, and Riggins. This study compiled data as well as community self-assessment information to develop indicators for the categories people, place, economy, vision, and vitality. These measures are defined as follows:

The Economic (Jobs and Wealth) dimension relates to the major businesses and sources of jobs in the community. The Place (Character) dimension refers to the built and natural environment of the community. The Vision and Vitality (Organization and Leadership capacity) dimension refers to the characteristics of the community's social organizations and ability to get things done (United States Army Corps of Engineers 1999).

Forums composed of diverse community interests were constructed to collect perceptions of the social indicators and to assess the potential impacts of project alternatives. The utility of this study is the identification of community assessments that might be termed "quality of life issues" and how these can be affected by an external change agent. In general, the findings suggest a perception of community vulnerability to changing conditions.

2.2 Social Assessment Studies

Four social assessment studies are briefly summarized for this discussion: The Idaho Panhandle National Forest Social Assessment -- IPNFSA -- (Parker, Wulfhorst, and Kamm

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2002), the Sonoran Institute's assessment of socioeconomic conditions in central Idaho counties (Rasker and Alexander 2003), a socioeconomic overview of the Salmon River basin (Warren and Rollins 2001), and a focused study of the Meadow Face Stewardship Project (Warren and Rollins 2003).

2.2.1 IDAHO PANHANDLE NATIONAL FOREST SOCIAL ASSESSMENT

The 2002 Social Assessment for the Idaho Panhandle National Forest addresses topics and issues that compliment this project. The Idaho Panhandle National Forest (IPNF) is within nine counties in three states. The Idaho counties are Boundary, Bonner, Benewah, Kootenai, Shoshone, Latah and Clearwater. Portions of Lincoln County in Montana and Pend Oreille County in Washington are also within the IPNF. Among the Idaho counties, Bonner (36,835) and Kootenai (108,685) account for the largest share of the Census 2000 total population of 178,333. These two counties also have the highest population increases within the region growing 38.4 percent and 55.7 percent respectively since the 1990 census. Spokane, located some 35 miles from the IPNF, has a total population of 417,939. Coeur d'Alene (34,515), Sandpoint (6,835), and Bonner's Ferry (2,515) are the other areas of population concentration in this portion of Idaho.

The Idaho Panhandle National Forest Social Assessment identifies several noteworthy characteristics of the study communities:

- There is a strong regional or "Northern Idaho" identity among communities.
- The IPNFSA argues that there is diversity in the values and preferences within the region creating a "melting pot" type of social organization. The components of this melting pot include woods workers, artists, conservatives, and seasonal residents.
- Northern Idaho communities depend on extractive and amenity uses of IPNF resources.
- Sandpoint and Coeur d'Alene exemplify amenity/tourist-based connections with forest resources.
- St. Maries and Priest River exemplify traditional extraction based economies.
- The resource extraction economies are not diverse whereas the amenity and retirement based economies are more diverse.
- Amenity based economies are perceived as less secure than extraction based economies.
- Maintaining the health of resources (mountains, streams, forests) that can be adversely affected by tourism is perceived as important for local economies and community quality of life.
- There is a perceived loss of jobs in the extractive resource industries in these communities contributing to individual and community concern about the future of local economies.
- IPNF communities are in different states of change, but all are experiencing some transition from extractive to amenity connections with forest resources.
- Rapid population growth has been a notable source of change, contributing to an increasing social, economic, political, ethnic, and racial diversity.
- Retirees are perceived to be an important source of increased diversity, although they also are believed to have adverse affects on the local tax base, contribute to increased use of recreation resources, and to have different expectations about forest management.
- Many communities retain a strong extractive resource identity, although the reality is changing to more amenity and tourist based economies.

- Most communities exhibit some resistance to changes in their traditional resource extraction culture and social organization.
- The wages for tourist and amenity employment are perceived as incapable of replacing the more desirable wage in resource extraction industries.
- Bonners Ferry and Silver Valley communities exemplify transitional communities with mixtures of amenity and extractive economies; Sandpoint and Coeur d'Alene are examples of the amenity based economies and connections with forest resources; and, St. Maries and Priest River maintain some traditional economic and social connections to forest resources.
- Residents attribute decreased timber sales as the source of the change from an extractive resource economy to the amenity/tourist based economy.
- Global and national markets are also likely contributors to the economic changes affecting job pressures. Nonetheless, residents perceive changes in access to USFS timber resources as a significant factor affecting job loss and economic change.

The IPNFSA also identifies a range of concerns about forest management among those who participated in this study. These include:

- Local and regional offices and staff are evaluated as different from Washington D.C. offices and staff.
- Residents perceive various barriers to effective forest management, including litigation and appeals of management decisions; federal-level policy; and, environmental legislation, especially the Endangered Species Act.
- "Neglect" is a theme in community concerns about management of timber and recreation resources and in the restoration of forest resources.
- Community support exists for restoration programs, but there is concern that restoration activities are not proceeding fast enough.
- Residents perceive local managers should manage the IPNF with the best possible science, but that is being under-mined by the intervention of special interests and bureaucrats.
- Forest health is an important value for residents, but it has at least two different meanings. Forest health is believed to result from naturally occurring processes that do not require man's intervention. The other perception is that forest health is believed to result from man's intervention through activities such as practicing sustained yield forestry.
- Fire management, including fire suppression, urban-wildland interface issues, and the risks posed to communities from increased fuel loads in the forests.
- Road closures are supported by a cross-section of residents while opposition is focused among those with resource extraction lifestyles or identities.
- Residents are frustrated by limited local control and a perception that outside interests have excessive influence over management decisions. Given their local stake in forest issues, residents argue that their sense of stewardship about forest resources should have more weight in management considerations.
- Residents have several specific desires for future forest management, including: setting clear and achievable goals; balanced use of forest resources; increased attention to recreation management; and, more awareness of the people management issues resulting from increased use of forest resources.

The IPNFSA also describes several issues about the relationship of the Forest Service with local communities. These issues include the following:

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- Forest management decisions impact everyone, but the effects are experienced more widely in resource dependent communities where perceptions of losing a way of life are pronounced.
- There are also perceptions that IPNF management inhibits community economic development, especially on small scale loggers and others in the timber industry. Similarly, perception exists that forest managers are unconcerned about the loss of lifestyles and economic benefits associated with decreased timber harvests.
- Residents have a mixture of distrust in agency management practices; they also express a desire for agency personnel to practice scientific management that is not influenced by outside interests.
- Residents desire local representatives of the agency and a local presence that understands their unique circumstances and needs.
- There is a desire for public involvement efforts that address the “middle 80 percent” of the population, rather than the extremes that appear to dominate current public involvement processes. Some residents commented that too much public involvement was inhibiting management of the forest by the agency experts.

The IPNF also is associated with the traditional territories of several tribal groups, including the Kootenai, Coeur d’Alene, and Kalispell. The IPNFSA identified several issues regarding the tribe’s concerns about forest management, including:

- Tribal members have ancestral ties to IPNF lands that create a strong sense of attachment and interest in land management issues. Additionally, there are treaty rights that structure relationships between the tribes and the IPNF.
- There are places of sacred importance to the tribes on IPNF lands.
- The Tribes also value certain plants for traditional uses that express their connection with IPNF lands.
- Tribal elders have traditional knowledge about forest resources that is under-used by forest managers.
- Tribal members have been directly affected by the loss of timber industry jobs in the region.
- Traditional uses of IPNF resources (hunting, fishing, gathering) create competition with recreational users of the same resources.
- Tribal members desire more outreach and greater interactive communication with agency personnel.

The IPNFSA closes with several recommendations for forest managers including the importance of maintaining a local presence, consideration of the regional and local nature of community socioeconomic processes, and methods for improving communication with all stakeholders.

2.2.2 CENTRAL IDAHO SOCIAL ASSESSMENTS

The Sonoran Institute and the Bureau of Land Management cooperatively developed an automated Economic Profile System (EPS) to assess socioeconomic conditions in counties and communities. This system was used to examine socioeconomic conditions in the central Idaho counties of Blaine, Blair, and Custer, with a particular emphasis on Ketchum, Hailey, Arco, Challis, Mackay, and Stanley (Rasker and Alexander 2003). These counties were selected because they are rural, they have high concentrations of public lands, abundant natural resources, and a history of dependence on natural resources (Rasker and Alexander 2003).

The report describes several trends that characterize socioeconomic conditions in the Intermountain West:

- A decline in resource extraction industries and an increase in all economic sectors other than those in resource extraction.
- Uneven population growth, but higher rates of growth in urban and rural “hot spots” that have diverse economies or attractive amenities.
- A rise in service sector employment, including engineers, managers, financial experts, and architects.
- An increase in non-labor sources of income, especially pensions and transfer payments from government to individuals (Rasker and Alexander 2003).

In general, these conditions are reflected in the demographic and economic characteristics of the study counties and communities. In examining the implications for future economic development, the authors reference other studies about change in rural communities and suggest:

All too often economic decisions are based on a dated and romantic view of the local economy -that is, in past rather than current opportunities. (Research) also point(s) out that traditional resource industries have matured and are generally investing in new technology instead of more employees. Because of this, they are not likely to be the source of many new jobs. Finally, (Research) point(s) out that new, better paying jobs, will be in sectors that are either competitive with or isolated from global pressures, and where rural America has a distinct advantage. These areas are: services, tourism, and retirement (Rasker and Alexander 2003).

Project findings also stress the importance of public lands in providing environmental and recreational amenities that can act as economic assets for future development (Rasker and Alexander 2003).

2.2.3 SALMON BASIN SOCIOECONOMIC OVERVIEW

The project area for this socioeconomic overview is located entirely within Idaho County. Findings from an examination of secondary source socioeconomic information include the following:

Population

- Idaho County has slow population growth and low population density compared to the state of Idaho, the Northwest, and the rest of the United States.
- While the proportion of Idaho County residents living in urban areas has decreased, this is the reverse for the state of Idaho.
- The proportion of people 65 and over has increased in Idaho County and Riggins.

Economy and Employment

- Per capita income growth in Idaho County has been slower than the state of Idaho, especially since 1990.
- The proportion of Idaho County residents living in poverty since 1989 has increased.
- Housing starts in Idaho County have decreased since 1990.

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- Unemployment in Idaho County has increased since 1990; however, there has been a slight decrease in the unemployment rate since 1994.
- The number of people employed in agriculture in Idaho County has dramatically declined since 1950.
- Employment in the service industry has sharply increased since 1950, as has employment in public administration since 1980.

Human Resource Trends

- Idaho County and Riggins have a higher rate of high school graduation and a lower rate of college graduation than either Idaho state or the Northwest.
- Idaho County has a crime rate that is approximately one-half that found in Idaho state and one-third that of the United States. However, the crime rate of Idaho County has increased slightly since 1986, while the rates in Idaho and the United States have declined (Warren and Rollins 2001).

After a review of Nez Perce tribal associations with this area and a discussion of the various modes of resource use in Idaho County, this socioeconomic overview presents the results of primary data collection with 36 participants about community concerns regarding land use and forest management. The topics addressed by this discussion are community relationships with forest managers, timber concerns and forest health, recreation, public involvement, local knowledge and expertise, the influence of environmental interests on forest management, predators and game management, and attachment to place (Warren and Rollins 2001). The authors close with a series of recommendations regarding improving what is perceived as a difficult relationship between the Nez Perce National Forest managers and some members of surrounding communities. Some of the findings in this overview are consistent with results from this social assessment, especially stakeholder concerns about protection of cultural resources, improving forest health, attention to recreation and access issues, and appreciation of local knowledge.

2.2.4 MEADOW FACE STEWARDSHIP PROJECT

This work reports on a study of the Meadow Face Stewardship Project in the Nez Perce National Forest (Warren and Rollins 2003). The authors describe the process of formation and the outcome of efforts of the Meadow Face stewards. The findings of this work are noteworthy because they suggest some implications for public involvement and the process of community interaction with Nez Perce National Forest managers.

The Meadow Face Stewardship Collaborative organized different community interests to make recommendations to the Forest Service regarding management of the Meadow Face Project area (Warren and Rollins 2003). After engaging in what is described as an extensive and exhausting process of meetings and negotiations, the group or “Stewards” made recommendations to the Forest Service in July of 2000. Subsequently, a group described as the “New Stewards” organized a “take over” of the stewardship project. The “New Stewards” take over is described as motivated by the perceived illegitimacy of the collaborative process:

One of the major themes we heard from the New Stewards was that federal management of the National Forests in Idaho County is illegitimate. They pointed to the scale of federal dominance in Idaho County (i.e., 83+% federal ownership), and seemed to perceive the Forest Service as an occupying army. At a larger institutional scale, they perceived the present

reach of federal authority as unconstitutional and a threat to the civil liberties and autonomy of all US citizens.

Many questioned the constitutional authority of federal land ownership in the county and the federal governments' management of this land under the aegis of the USFS. They expressed a strong sense of frustration at not having control (or impact of any kind) over Forest Service decision-making, and believed that local county government should trump federal authority in the county. During our attendance at New Steward meetings they spent much of their time expressing these views and their belief that the Forest Service management authority was illegitimate (Warren and Rollins 2003).

This paper goes on to discuss the interactions of the “New Stewards,” the “Original Stewards,” and members of the Forest Service who were engaged in this collaborative process. There are various assessments of the outcome, with some praising it and others expressing frustration with the process. The authors suggest that there was some disillusionment and frustration resulting from the investment of extensive effort to develop recommendations that were never implemented (Warren and Rollins 2003). The authors suggest both “external institutional constraints” such as bureaucratic reluctance to relinquish power to collaborative groups and “internal constraints” such as,

... the assumption of expertise by NPNF staff and their dismissal of local knowledge, and a new more extreme environmentalism that instead of supporting sustainable use of resources, supports no use of resources (Warren and Rollins 2003).

The outcome of this collaborative effort is assessed as having several barriers to success:

... we see the primary barriers to the success of the Meadow Face Stewardship project as located in the institutional context within which the collaboration took place rather than anything inherent to collaboration itself. Principal among these barriers is the Stewards' lack of any decision-making power, the legal and regulatory framework, and the attitudes and ideologies of those inside the Forest Service attitudes as well as those interests outside the agency with a goal to stop collaboration and all active management of public lands (Warren and Rollins 2003).

This work highlights some of the social conflicts and divisiveness within Idaho County and the contentious nature of the relationship between various groups and the Forest Service. It also indicates the difficulty of collaborative processes. The actions of the New Stewards also appear to be founded in an ideology that is consistent with other groups in the west that might be termed “constitutionalists.” These groups are present in other Idaho and Montana communities and appear to take an active interest in management of national forest lands (e.g., Russell and Adams-Russell 2003). Constitutionalist groups argue that consensus building stifles debate and attempts to impose outcomes on those who are dissenters; and to restrain meaningful debate by the use of facilitators who control dialogue. For example, regarding consensus and facilitation, a constitutionalist document argues:

The meetings will be conducted by a trained facilitator. A consensus-building meeting is vastly different from a meeting conducted by Robert's Rules of Order. In a consensus-building meeting -- there are no votes. There is no debate. The idea is to avoid conflict and confrontation between and

among differing views. The facilitator leads the discussion with questions that are skillfully crafted to elicit no response. Questions are framed to force respondents to disagree with a statement with which most reasonable people would agree. For example, a facilitator might ask: "Is there anyone who would disagree that we have a responsibility to leave future generations sufficient resources to meet their need?" Obviously, no reasonable person can disagree with such a statement. Silence -- no response -- implies that a consensus has been reached on the need to protect resources for future generations. The example is an oversimplification, but it illustrates the technique used by the facilitator (Eco-Logic 1997).

For groups with this perspective, consensus and perhaps collaboration are perceived as undermining rather than supporting public involvement in environmental problem solving.

An interesting point of contrast to the conflict associated with the Meadow Face Stewardship Collaborative is the perceived success, as indicated by data collected for this social assessment, of the Regional Citizens Advisory Committee (RAC). Although not the same type of "collaborative" group, the RAC shows how diverse interests can work with the Forest Service to identify problems and solutions that are assessed as meaningful by all parties. Cooperation, collaboration, consideration of different views, and productive working relationships with the Forest Service are expressed in the activities of the RAC. This is a finding also supported by other social assessment work that has examined the functioning of RACs in communities with a history of contentiousness about natural resource issues (Russell and Adams-Russell 2003).

2.3 The Tribes

The Coeur d'Alene and Nez Perce tribes are indigenous peoples of the project area. This discussion is an overview of themes in some of the relevant literature about the history and sociocultural characteristics of these tribes. This overview is a starting point for examining the long history of association between these tribes and the project area. The internet resource Lifelong Learning Lewis and Clark Rediscovery Project (Nez Perce Tribe 2003; Coeur d'Alene Tribe 2003) is an extraordinary multimedia resource that offers extensive information about the history and traditions of both tribes.¹ While the history of these tribes is similar, there are notable differences in language, culture, and in the process and outcome of contact with Euro-American society. This discussion outlines some of the social, cultural, and historical characteristics of both tribes that connect them with the project area.

2.3.1 THE SCHITSU'UMSH OR COEUR D'ALENE INDIANS

The *Schitsu'umsh* language is derived from the Interior Salish branch of the Salishan language family. The most closely related languages are those of tribes such as the Kalispell, Spokane, Pend d'Oreille, and other tribes of northern Idaho, Washington, and Montana. This is a different grouping than the Nez Perce language that is associated with the Sahaptin speakers, a branch of the Penutian language family. The *Schitsu'umsh* supposedly acquired their French-derived name "Coeur d'Alene" or "heart like an awl" or "pointed hearts" from their contact with early French fur traders (Palmer 1998). The traditional territory of the *Schitsu'umsh* is described by Frey as follows:

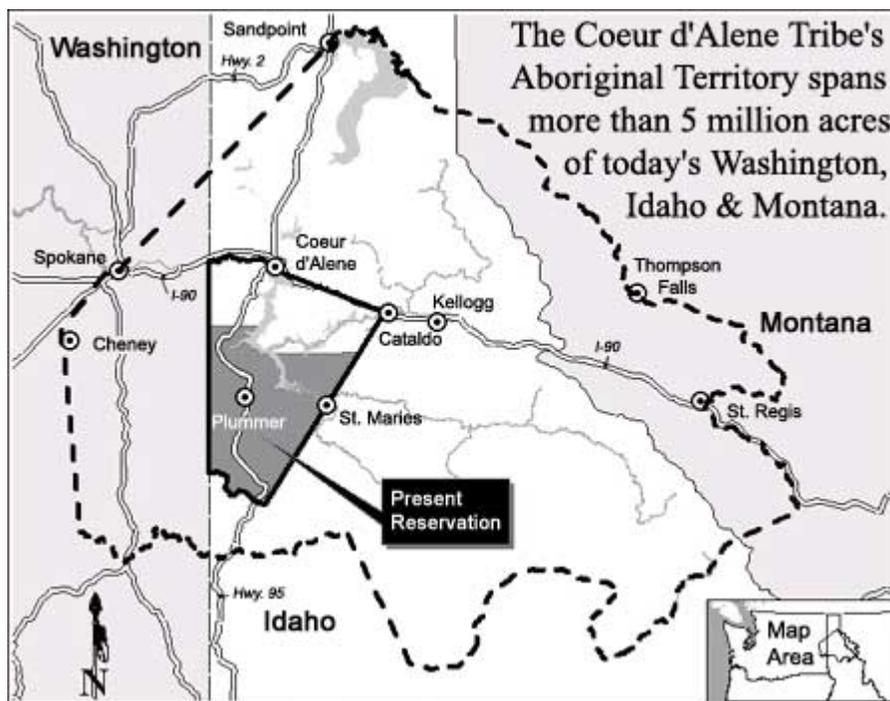
¹ The current web address for this web site is: <http://l3.ed.uidaho.edu/index.asp?ExpeditionID=1>

The aboriginal landscape of the Schitsu'umsh encompassed much of what would become the Panhandle region of Idaho, as well as parts of eastern Washington and western Montana.... The northern boundary was marked by the lower end of Lake Pend Oreille, with the Kalispel and Pend Oreille peoples occupying the country to the north. The easterly area of Schitsu'umsh country extended into the Bitterroot Mountain Range of Montana

The southerly boundary followed the prairie region south of the Palouse River to the North Fork of the Clearwater River and the Clearwater Mountains. Across these rivers and mountains was the county of the Nez Perce. ...

The Schitsu'umsh consider their 'home' to be located at the core of this vast landscape, 'since time immemorial.' This is the landscape that includes Coeur d'Alene, Hayden, and Libery Lakes, the mouth of the Spokane River, and the entirety of the Coeur d'Alene and St. Joe River basins (Frey and Coeur d'Alene Tribe. 2001).

Figure 6: Coeur d'Alene Tribe's Aboriginal Territory



Source: Lifelong Learning Online: the Lewis & Clark Rediscovery Project

The demography of the early *Schitsu'umsh* is not precisely known, but it is estimated that about 3,000- 5,000 persons lived in this territory before contact (Teit and Boaz 1930; Palmer 1998). Like their Nez Perce neighbors to the south, the *Schitsu'umsh* followed a seasonal round or transhumance pattern of pursuing the rich resources available to them in the forests, streams, and mountains of their aboriginal territory. The *Schitsu'umsh* distinguished five seasons: winter, spring, summer, fall, and late fall (Teit and Boaz 1930). The winter months were times when the small bands of the tribe aggregated into larger villages near the lakes and rivers of their traditional territory. Semi-permanent “long

houses” were used to socialize, tell stories, play games, and conduct the everyday business of life in the winter months. Fishing, as well as some hunting, was the primary source of food during these months. With the arrival of spring, smaller bands dispersed to gather the spring camas roots in the vicinity of Hangman Creek and other productive gathering areas. The gathering of roots, berries, and other plant materials persisted through the summer months, although the bands usually moved into higher elevations for gathering at this time of year. The *Schitsu’umsh* are reported to have gathered more than 20 different varieties of berries, wild onion, wild carrots, and water potato; and, they also fished for trout, salmon, whitefish, and other species in nearby and more distant lakes and streams (Frey and Coeur d’Alene Tribe. 2001). There was also hunting for some small game during the summer, but early and late fall were the primary hunting times for deer and elk. In addition to individual stalking, hunters also used various group hunting methods, including deer drives, encirclement, and other techniques for taking larger numbers of animals (Palmer 1998). After the introduction of horses in the early 1700s, fall hunting for Bison became an activity that organized large groups to travel east to buffalo country (Teit and Boaz 1930).

Various sources report that the pre-contact *Schitsu’umsh* were organized into three major groups that corresponded roughly with the winter aggregations of bands (Teit and Boaz 1930; Frey and Coeur d’Alene Tribe. 2001; Palmer 1998). Frey describes these bands as follows:

The first division, the Coeur d’Alene Lake band, consisted of some sixteen villages of families located at sites on Hayden Lake, near the current cities of Coeur d’Alene and Post Falls, along the Spokane River near Green Acres, and on the shores of Liberty Lake. The second band, the Coeur d’Alene River families, consisted of some eleven villages located along the Coeur d’Alene River, including sites near what would become the city of Harrison and the Cataldo Mission. The St. Joe River families made up a third band and were located in six villages along the lower St Joe River, at the future site of St. Maries, and with a single village located at the upper reaches of Hangman Creek (Frey and Coeur d’Alene Tribe. 2001).

Bands were reported to be loosely organized and kinship based. These bands had leaders who emerged because of their status and leadership abilities, but as the bands aggregated into larger groups, leaders were elected. There are also reports that “peace chiefs” as well as “war chiefs” existed in the political structure of the tribe, although the latter apparently emerged as needed (Palmer 1998).

Traditional religion recognized shamans as the principal religious leaders. Shamans, men and women, conducted rituals and ceremonies related to hunting and gathering and they also healed the sick. Traditional religion acknowledged a creator named *amotqn*. This supreme being, in conjunction with “mother earth,” created humans as described in the oral traditions of the *Schitsu’umsh*. There are other detailed oral traditions that describe spiritual connections with the plants, animals, fish, mountains, and meadows of their home lands (Reichard and Froelich 1948). These connections link the social organization, cultural beliefs, and personal actions of this tribe with the lands and resources of their traditional territory. This sense of spiritual connection continues to be expressed by members of the tribe:

As one elder commented, ‘the soul of our tribe is those mountains and those waters.’ Much more than merely soil, rock and water, what the Schitsu’umsh call “home” is a morally and spiritually endowed landscape,

interlinked by enduring bonds of kinship and family (Coeur d'Alene Tribe 2003).

Traditional culture and society was changed by specific circumstances including the introduction of the horse and buffalo hunting. Tribal material culture, social life, and activities of the seasonal round were further changed by other events related to contact with Europeans and Americans. These events include the introduction of smallpox, establishing missions in *Schitsu'umsh* territory, and wars and resettlement onto reservations. Various sources report that smallpox was probably introduced by European fur traders and then the disease spread through inter-tribal contact. Palmer suggests that by the mid-1850s, tribal population decreased from its estimated aboriginal range of 3,000-5,000 persons to less than 500 as a result of exposure to smallpox (Palmer 1998). This event alone had devastating effects on traditional culture, including reducing the range of persons with the knowledge of their history and traditions that could pass on that information to their decedents. The arrival of Jesuit and other missionaries is the second major event that affected the transformation of aboriginal culture. The power of Christian thought and practice is also rooted in traditional beliefs, especially the vision of one of the honored chiefs of the tribe, Circling Raven.

... Circling Raven had a vision during the winter of 1740 in which he saw 'men in Blackrobes with crossed sticks' who would teach the people new ways, and would bring new medicine (Fortier 2002).

The chief's son, Stellam, sought out the "Black Robes" and eventually found them in Post Falls in 1842 (Palmer 1998). A mission was subsequently built in Cataldo in 1850. So began further transformation of traditional society and culture:

In the years following, as many as forty to fifty *Schitsu'umsh* became closely associated with the mission's activities and likely settled at the site in a semi-sedentary fashion. The children of these families were, in turn, instructed by the Jesuits in Catholicism, as well as in farming techniques and animal husbandry (Frey and Coeur d'Alene Tribe. 2001).

The missions to the *Schitsu'umsh* continued and had enduring effects on the tribe and its traditions, but Christianity did not replace the sense of spiritual connection with place, landscape, and the natural world that remains an important value in this culture (Fortier 2002).

The incursion of Americans pursuing gold and then moving westward resulted in increased tensions between the *Schitsu'umsh* and these new settlers. The tension erupted into military action in 1858, when the United States sent a Lieutenant Colonel Steptoe and 152 men to subdue the Indians. He failed. However, the Indian victory was short-lived. A Colonel Wright with a larger contingent of troops engaged the Indians in subsequent fights using a new rifle that could shoot from a longer distance. Eventually, the Indians petitioned Wright for a meeting and hostilities ceased, but not without the *Schitsu'umsh* surrendering some chiefs and their families, some of whom were subsequently hanged (Frey and Coeur d'Alene Tribe. 2001). Between 1858 and the present, a series of treaties and Executive Orders further reduced *Schitsu'umsh* lands and removed them to reservation lands that they currently occupy.

This abbreviated discussion is a starting point for a more in-depth examination of the literature about the *Schitsu'umsh* Tribe and their history and traditions. An entry point to this literature is the overview provided by Palmer in the Handbook of North American

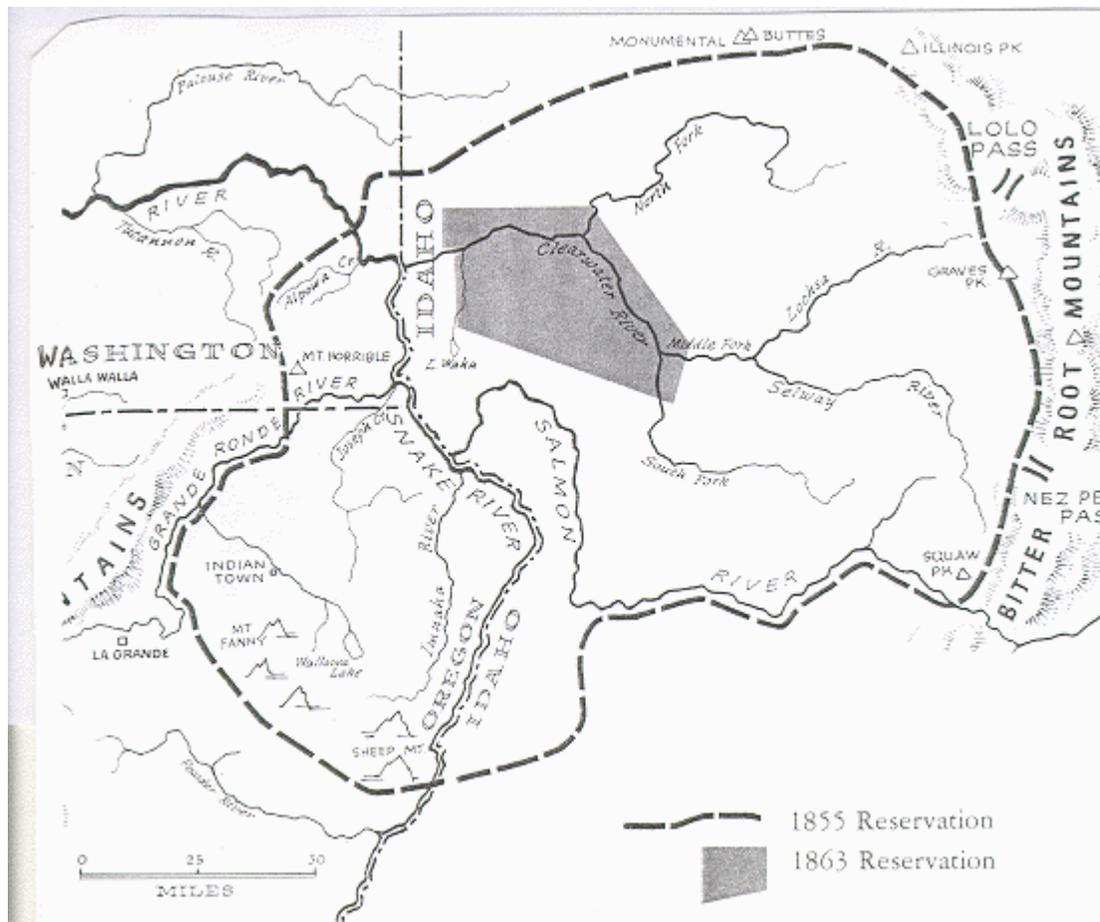
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Indians (Palmer 1998). Teit and Boas offer a perspective based on early ethnographic work about culture, traditions, and mythology (Boas and Teit 1985; Teit and Boas 1930). Frey (Frey and Coeur d'Alene Tribe. 2001) offers a comprehensive overview of the history and traditions of the *Schitsu'umsh*, including a thought-provoking analysis of the past and present thinking and worldviews about nature and natural resources. The processes and effects of the contact between the *Schitsu'umsh* and Christianity are thoughtfully discussed in Fortier's description of contact between the tribe and the Jesuits (Fortier 2002). This work also examines the present-day *Schitsu'umsh* relationship with natural resources as one legacy of contact with the Jesuits.

2.3.2 THE NEE-ME-POO OR NEZ PERCE INDIANS

The Nee-me-poo or Nez Perce language belongs to the Shapatin branch of the Penutian language family. Other tribes in this branch of the Penutian family include the Tenino, Umatilla, Walla Walla, and Yakima. The Nee-me-poo supposedly acquired the name "Nez Perce" from an interpreter with the Lewis and Clark expedition. There are various spellings of the aboriginal name, but this work uses *Nimiipuu*, which is the current rendering of an earlier spelling: "Nee-me-poo" (real people) that is used by tribal scholars who have written about their own history and culture (Slickpoo, Walker, and Nez Perce Tribe. 1973).

Figure 7: Nez Perce Tribe's Aboriginal Territory



Source: Idaho Indian Reservations Genealogy Site website <http://www.rootsweb.com/~idreserv/npmap.html>

The aboriginal territory of the *Nimípuu* covered between 13 and 17 million acres. The eastern portion of this territory was near the Bitterroot Range and the Bitterroot River. Their territory extended south to near the present day town of Weiser, Idaho and to the east near Elgin, Oregon. Just north of present-day Pullman, Washington and Moscow, Idaho the territory of the *Schitsu'umsh* overlapped with that of the Nez Perce Tribe. The *Nimípuu* lived within an extensive territory:

The exact boundaries are in many places difficult to determine, since the area actually inhabited was only a small part of the territory under Nez Perce control. The permanent settlements were situated only along the rivers. In the south the villages extended a considerable distance up Salmon river, at least as far as Slate Creek and in all probability as far as the western line of Lemhi county. On Snake river the mouth of the Imnaha seems to have marked the southern limits. ... On the southwest the boundary line of the Nez Perce area circled the drainage of the Imnaha and Willowa rivers, and crossing Grande Rhonde river above the mouth of the Willowa, ran north along the crest of the Blue mountains to a point on the Snake river near the mouth of Tukanon creek. On the north it followed the divide at the heads of the short streams flowing into Snake and Clearwater rivers till it reached the Bitterroot mountains (Spinden 1964).

There are estimates that the *Nimípuu* had a population of between 4,000 and 6,000 at the time of their contact with the Lewis and Clark Corps of Discovery on the Weippe prairie in 1805 (Walker 1998). The population was ravaged by the same exposure to smallpox that decimated the Coeur d'Alene. The *Nimípuu* population was slightly less than 2,000 by the turn of the century because of disease, famines, and the effects of wars with the United States Army.

Nimípuu movement within their traditional territory was organized by a seasonal round of hunting and gathering. The name for each season and some of the associated hunting and gathering activities is as follows:

Elwéht: Spring; root, bulb, plant harvest time, food preparation, and root feast.

Tayam: Summer, hunting and fishing activities, berry harvesting, prepare food.

Sexni'm: Fall, hunting, food preparations, moving to winter lodges.

Eni'm: Winter, storytelling, tool and weapon repair, ceremonial and medicinal dances.

Fish, and especially chinook salmon, have been essential to *Nimípuu* diet and culture. Some estimates suggest that an individual would consume over 500 pounds of fish per year (Walker 1998). However, salmon had a special place both in the diet and culture of this tribe:

... the Nez Perce Tribe depended upon fish as a major food source. Of all the fishes, however, none was more utilized by the Nez Perce than the Chinook salmon. Other fish were harvested ... but no other species compared with the Chinook. Times of the year were measured by the Chinook's lifecycle. Families fished at traditional fishing sites on the Columbia and its

tributaries to await its miraculous return. The religion of the Nez Perce - the stories, legends, and ceremonies regarding the fish and rivers - reflects this bond (Landeen and Pinkham 1999).

Locations such as Celilo Falls along the Columbia River and sites along the Snake and Salmon Rivers were special places where families gathered and harvested chinook and other salmon and steelhead. The bond between these fish and the *Nimíipuu* is expressed through the naming of places in the landscape and in the religion and oral history of the tribe (cf., Slickpoo 1972).

Hunting game, including deer, elk, mountain sheep, bear, rabbits, and varieties of small animals was also an activity that affected the transhumance movements among the *Nimíipuu*. After they acquired horses in about 1730, the seasonal pattern included moves east to hunt bison before the onset of winter. Meats that were not boiled or baked for immediate consumption were dried for use in the winter (Walker 1998; Spinden 1964).

The *Nimíipuu*, like their Coeur d'Alene neighbors, also gathered a wide variety of plant materials for food, ceremonial, religious, and instrumental purposes. Camas root was also a staple of their diet and among the most important of all plant foods used by them (Spinden 1964). It was harvested from spring through fall on the prairies at Weippe and near the current town of Grangeville. Other plant foods included kouse, bitterroot, wild onions, wild carrots, sunflowers, and a wide variety of berries, lichen, and pine nuts. The *Nimíipuu* also used bear grass, birch roots, corn husks, tules, and other plant material to weave a variety of baskets and mats used in everyday life (Spinden 1964). *Nimíipuu* corn husk bags are among the weavings of plant material acknowledged as of works of art as well as instrumental implements.

Prior to contact, the *Nimíipuu* lived in kin-based small groups usually associated with a particular stream or river drainage. These small villages ranged in population from ten to seventy-five persons, although these small groups aggregated at certain times of the year into larger bands that usually did not exceed about three hundred persons (Walker 1985). Some scholars (Spinden 1964) suggest there were more than thirty-five different bands, most named after specific rivers or streams. Walker emphasizes the importance of the band as a unit of traditional social organization:

Perhaps the most important point to be made about the Nez Perce band grouping is that in the period immediately before contact it was the highest level of permanent political and social integration. Bands were clearly distinguished from one another and had well-known dialectical, ecological, and economic differences (Walker 1985).

Walker and others also suggest there were at least two and perhaps four major regional groupings of bands (Joseph 1997; Walker 1985). Walker describes these four bands that were said to form task groups for political and other purposes:

... the bands of the upper reaches of the Clearwater ..., the so-called Kamiah regional grouping, usually went together ..., whereas the Salmon and Wallowa bands, the Lower Snake River bands, and the Lapwai-Lewiston bands formed three additional regional groupings. Each of these four regional groupings in turn joined with groupings of similar scope from other tribes to form the larger task groupings ... (Walker 1985).

The literature about pre-contact political organization presents some diverse perspectives (Walker 1985; Slickpoo, Walker, and Nez Perce Tribe. 1973; Spinden 1964) regarding the role of chiefs, the position of headmen, and the relationship of kinship to political leadership. There is also some emphasis in this literature about a relatively limited form of political organization among the pre-contact *Nimíipuu*. For example,

The traditional social structure of the Nez Perce 'tribe' consisted of village bands, composite bands, and the tribe itself. Villages were often composed of family and extended family groupings. We had (and needed) very little extended political organization beyond the band headmen and peace leaders who insured the safety and provisioning of the women, elderly, and children (Nez Perce Tribe 2003).

Leadership is distinguished from "political organization" with an emphasis on the role of elected councils and leaders who performed specialized functions (Nez Perce Tribe 2003; Slickpoo, Walker, and Nez Perce Tribe. 1973; Walker 1985). This is an especially important point given the subsequent history of the negotiation of treaties between the United States and the "chiefs" of the *Nimíipuu* (Josephy 1997). The *Nimíipuu* perspective suggests this disregarded some fundamental social characteristics of their pre-contact social organization. For example,

The arbitrary classification of the native peoples of the Americas into 'tribes' was primarily a European convention, a convention that eventually proved politically advantageous to the United States government. By labeling major groups of people who inhabited a given geographical area as a 'tribe,' the nascent United States government could then justify dealing with each group separately. Such labeling had the desired effect of scattering and dividing the people and also resulted in the eventual degradation of a very strong indigenous Nez Perce culture (Nez Perce Tribe 2003).

The social elements of *Nimíipuu* society were closely intertwined with their views about religion and supernatural powers (Walker 1998). Walker emphasizes that "tutelary spirits" were sources of supernatural power that influenced the social competency of individuals:

The weyekin was a spiritual assistant obtained by most aboriginal Nez Perces and was essential for anything other than a mediocre performance as an adult. ... Tge wayatin, or quest, for such an assistant might be conducted several times but usually was begun between the ages of five and ten years, with boys generally beginning the quest somewhat earlier (Walker 1985).

These quests emphasize a connection between the everyday world of humans and the spiritual and dream worlds where power was obtained. For example, Spinden observes:

All the deeper qualities of the Nez Perce religion seem to have been based on the dream, which was a means of communication between the material world and the spiritual world. It was not, however, the common dream of ordinary slumber. To be sure such dreams, if vivid, might mean much in the way of prophesy or omen, but the greater importance lay in the dream superinduced by reverie, fasting, and vigil. In such ecstatic conditions their songs were composed and often sung (Spinden 1964).

The connection between the spiritual and material world was the specialty of the shaman, the prominent religious specialist among many other Indian tribes of the Americas. Shamans functioned as healers, as well as communicators with and interpreters of the spiritual world. Shamans or “medicine men” presided at the religious ceremonies and life-cycle rituals in pre-contact social life. These ceremonies often emphasized the connections between the social and the spiritual world. For example,

One of the most important ceremonies was the medicine dance, which was performed during the winter. The medicine dance was originally performed in longhouses, but in later years private homes have been used. This ceremony brought together all the people and their guardian spirits and each was given an opportunity to introduce or sing his song. During the ceremony, each person would sing his song, and as the dance progressed, more people joined in. Some would challenge others, saying that their spirit power was stronger (Slickpoo, Walker, and Nez Perce Tribe. 1973).

Religion also emphasized a strong connection between the world of humans and that of animals and the natural world:

Foremost was a belief that there was a supernatural side to our existence and to all of nature. They believed that all things of nature such as rocks, trees, rivers, animals, birds, fish, and heavenly bodies could influence them in important ways (Slickpoo, Walker, and Nez Perce Tribe. 1973).

Many of the details of pre-contact religion appear not to be well known or at least not reported by ethnographers. This limited knowledge is, in part, an expression of *Nimíipuu* reticence to discuss the beliefs and practices of their ancestors. However, there is a rich oral tradition that expresses a creation story and other characteristics of spiritual life and especially its relationship with the natural world (Slickpoo 1972).

Today, spiritual life is heavily influenced by Christian traditions, although the *Nimíipuu* continue to emphasize the importance of traditional spirituality (Nez Perce Tribe 2003). Some contemporary *Nimíipuu* also participate in a form of traditional belief that derives from a 19th century shaman known as Smohalla, who emphasized the customary spiritual beliefs of the Great Basin and Plateau tribes (Spinden 1964). These current practices are described as the Seven Drums or Longhouse way:

The Washat, sometimes referred to as the Seven Drum or “Longhouse” way of the *Nimíipuu*, a spiritual path shared by many other tribes throughout the region, emphasizes, among many vital teachings that the salmon will return annually to help nourish both the bodies and spirits of the people. During April of each year the First Salmon Feast is held to celebrate the salmon’s return and to help renew the life of all the peoples (Nez Perce Tribe 2003).

Spirituality and social life began to change with the arrival of Lewis and Clark in 1805. The subsequent contact with French fur traders, then with missionaries, miners, and ultimately the U.S. Army, changed social life and traditional transhumance patterns (Josephy 1997). The early missionaries began to proscribe certain forms of activity and beliefs, including traditional dances, songs, and lifecycle rituals that expressed *Nimíipuu* culture (Walker 1985). However, Walker argues that the role of personal power and tutelary spirits in traditional religion did not match well with the tenants of Christianity. This resulted in relatively few early converts and the maintenance of many traditional beliefs. Walker also argues:

Differential retention of such beliefs came to play a significant role in the factional disputes that have marked Nez Perce history (Walker 1998).

Treaties and subsequent conflicts with the United States removed the *Nimíipuu* from their traditional lands and placed them on reservations. The original treaty of 1855 negotiated by Governor Stevens established a reservation and rights to off-reservation hunting, fishing, gathering, grazing, and other rights. This treaty remains an important document for the *Nimíipuu* because of its historical and present-day significance. The Appendix of this report contains a copy of the 1855 treaty. The 1863 treaty was a result of the discovery of gold and the further reduction of traditional lands. Some bands chose not to abide by this treaty. These bands were among the *Nimíipuu* involved in the 1877 war in which Chief Joseph fought against General Howard and others in a gallant but losing running battle (Josephy 1997). The Nez Perce Historic Trail is a memorial and remembrance of these events. Following these events, the Dawes Severalty Act of 1895 further reduced the lands under Nez Perce control and accelerated the disruption of traditional society and culture.

This brief overview of themes in the literature about *Nimíipuu* society and culture points toward several sources as useful for further consideration. Members of the tribe have produced their own description of key events and aspects of their culture (Nez Perce Tribe 2003; Slickpoo, Walker, and Nez Perce Tribe. 1973; Slickpoo 1972; Landeen 1999). These are important sources and should be consulted for a *Nimíipuu* view of their culture, social life, religion, and history. Other authors have worked closely with the *Nimíipuu* to produce insightful biographies (Yellow Wolf and McWhorter 1977) and recollections about historical events and traditional culture (Axtell and Aragon 2000). Spinden offers an account of traditional society, material culture, and customs (Spinden 1964) and McWhorter and McBeth are also noteworthy sources about traditional beliefs and practices (McWhorter 1986; McBeth and Fletcher 1908). A thorough description of traditional and modern women's roles exists in James' recent work (James 1996). The creation stories and other elements of oral history are detailed in a series of publications by Walker (Walker 1982; Walker, Matthews, and Seahmer 1994; Walker and Matthews 1998). His work on factionalism and religious conflict describes and analyses these issues and their implications for contemporary *Nimíipuu* society, but it also contains informative accounts about traditional beliefs and social life (Walker 1985). Baird *et al* are notable for their use of primary source material mixed with insightful interpretation of the historical events of post-contact interactions between the *Nimíipuu* and American society (Baird 1999; Baird and Baird 2003; Baird, Mallickan, and Swagerty 2002). Much of the work about *Nimíipuu* history focuses on the circumstances of the 1877 war and its aftermath (Hampton 1994; Josephy 1997; Laughy et al. 1993; Greene 2000; Johnston 2000) and the personality of Chief Joseph (Joseph 1983; Beal 1971). These events clearly shaped the nature of present-day *Nimíipuu* society and individual identity. Collectively, these sources are an entry point into an extensive literature regarding *Nimíipuu* customs, culture, and history.

2.4 Summary of Key Points

This chapter presents a selective review of the literature about the social and cultural environment of the project area. The focus is on identifying the themes in three major categories: (1) regional multi-community socioeconomic studies such as the Interior Columbia Basin Ecosystem Project; (2) local and regional social assessment studies that compliment the work of this project; and, (3) an overview of themes in the literature regarding the Nez Perce and Coeur d'Alene tribes. The regional multi-community socioeconomic studies primarily use secondary data to construct measures of "resiliency" (the capacity of communities to adapt to change) or "vitality" (a comparative index of

socioeconomic conditions). These studies rate communities on scales as measures of vitality or resiliency. Some studies use primary data collected through focus groups or other self-assessment processes to add more process data about the resources within communities to respond to change. In general, these studies provide general overviews that forest managers can consult to compare communities and regions. These studies point to some of the general indicators about the factors associated with change, but they ultimately provide limited insight into local processes and configurations of resources affecting response to change. However, they do provide insight about the types of variables that may affect responses to changes in project area communities.

The social assessment studies examined include the Idaho Panhandle National Forest Social Assessment, a central Idaho social assessment, and studies of the social groups and processes adjacent to the Nez Perce National Forest. These studies indicate some remarkable consistency in the identification of issues of concern to stakeholders, including access, forest health, timber harvesting, off-road vehicle use, and relationships of stakeholders with the Forest Service. These studies also indicate some shared themes in the social conditions of rural Idaho communities, including changes in demographic composition, the decline of extractive industries, changes in the sources of personal income, and concerns about the loss of rural traditions and lifestyles.

The discussion of literature regarding the *Nimiipuu* (Nez Perce Tribe) and *Schitsu'umsh* (Coeur d'Alene Tribe) summarizes information about aboriginal population, traditional territory, the seasonal round, social organization, and religion. The literature suggests the post-contact society and culture of both tribes was dramatically affected by the introduction of smallpox, Christian missionary activities, the displacement from traditional territory related to the discovery of gold, wars with the United States and subsequent treaties, and eventual relocation to reservation lands. A strong theme in the literature regarding both tribes is the integration of culture, social life, and the natural resources that is expressed in the seasonal round of activities as well as in religion and oral traditions.

3 SOCIOECONOMIC CONDITIONS AND TRENDS

This chapter presents an overview of socioeconomic conditions and trends as indicated by compiled demographic, economic, and social data from readily available sources. These data can be updated using the U.S. Forest Service Natural Resource Information System (NRIS) or by accessing directly the data sources listed in the tables and text. This information is intended as a descriptive and comparative baseline about the project counties for the years 1990 through 2000. These data may be used to examine the effects of various alternatives currently under development for Forest Plan revision. The information presented is thus descriptive and not analytical since the questions for analysis are in development.

Variable selection for descriptive or analytical purposes is based on explicit or implicit assumptions that inform the variables included and excluded. Four questions informed variable selection for this work:

- What is the pattern of land ownership?
- What is the structure and dynamics of the population?
- What are the characteristics of employment, income, and industry?
- What are the social assets and vulnerabilities?

These four questions suggest specific variables to profile existing socioeconomic conditions that are also used in other social assessment studies (e.g., Russell and Adams-Russell 2003; Leefers, Potter-Witter, and McDonough 2003). These profiles include topic subject to effects from policy changes, new legislation, or development activities (Freudenburg and Gramling 1994; Goldman 2000; Leistritz and Murdock 1981). An analysis of such effects usually considers how population, economy, and selected social characteristics may be influenced by policies or management activities (Kusel 1996; Russell and Downs 1995; Kruger 2003; Russell and Mundy 2002). These approaches assess change through social indicators (Carley 1981) and quality of life measures ((Council 2002; Moore, Brown, and Scarupa 2003; National Research Council 2002). Other types of questions can be asked, but existing research suggests a legitimate starting point is to describe trends in population, economy, and quality of life or “social assets and vulnerabilities.”

Local conditions and trends interact with, or are expressions of, regional and national trends (e.g., Interior Columbia Basin Ecosystem Management Project, United States. Forest Service., and United States. Bureau of Land Management. 1998; Rasker and Alexander 2003). This work acknowledges, but does not systematically develop, the interactions of these national and regional contexts with the five counties and two national forests addressed in this social assessment. However, it is useful to identify regional trends indicated in other work that are consistent with the data presented in this chapter. These trends include:

- An increase in median age accompanied by a decrease in younger age cohorts and an increase in older age cohorts (e.g., Russell and Adams-Russell 2003).
- A decline in industries based on extraction of natural resources and an increase in service sector industries (Power and Barrett 2001; Power 1996; Rasker and Alexander 2003).
- Changes in non-labor sources of income, especially transfer payments and pensions (Rasker and Alexander 2003; Russell and Adams-Russell 2003; Russell and Mundy 2002).

These trends are also expressed in the data presented in the following pages. In general, this information is presented without interpretation, since the data are intended for reference in future analyses. However, noteworthy trends and conditions are identified.

3.1 Land Ownership

Among all states in the Union, Idaho ranks fourth in the percentage of public land ownership with approximately 63.1 percent of all land owned by the Federal Government (Idaho Association of Counties 2003:2). Approximately 5 percent of all Idaho lands are owned by the state, about 31 percent is in private ownership and the remainder is in municipal ownership. There is approximately 20.4 million acres of federal lands managed by the Forest Service in Idaho, accounting for about 40 percent of the state's land area. Table 2 shows land ownership for all Idaho counties with the project counties highlighted. Idaho County ranks 1st in the state in the amount of Forest Service managed lands and Clearwater County is 7th, Latah County 26th, Nez Perce County 34th and Lewis County 35th. In terms of total federal ownership, Idaho County ranks 1st, Clearwater County 12th, Latah County 36th, Nez Perce County 42nd, and Lewis County 44th. Clearwater and Idaho counties have similar land ownership patterns as do Nez Perce and Latah counties. Lewis County is notable for its small percentage of Forest Service and other federally managed lands. The amount of federal lands in these counties has direct fiscal implications related to federal payments such as Payments in Lieu of Taxes, Payments to States, and timber tax payments. This topic is discussed in Section 3.3.

Table 2: Idaho Land Ownership by County

County	BLM acres	Forest Service acres	Other Federal acres	Total Federal acres	Endowment acres	Fish & Game acres	Parks & Rec acres	Total State acres	Private acres	County acres	Municipal acres	Total County acres
Ada	190,701	3,724	2,208	196,633	36,944	9,195	1,057	47,267	423,537	5,270	2,493	675,200
Adams	54,032	511,034	0	565,066	37,485	27	17	37,529	268,573	2,239	1	873,408
Bannock	82,529	118,995	19,878	221,402	44,281	3,305	0	47,586	431,560	4,900	7,000	712,448
Bear Lake	41,038	229,978	16,978	287,994	15,427	2,261	966	19,064	314,515	45	78	621,696
Benewah	13,596	35,291	0	48,887	49,594	2,723	8,297	60,614	385,250	1,875	14	496,640
Bingham	299,472	0	93,012	392,484	153,893	1,926	0	156,198	786,156	5,480	354	1,340,672
Blaine	802,694	491,138	20,974	1,314,806	59,240	1,189	0	60,429	312,501	4,000	1,000	1,692,736
Boise	30,697	867,368	2,475	900,540	85,648	3,123	0	88,771	227,322	960	7	1,217,600
Bonner	11,162	472,575	8,856	492,593	167,640	1,415	803	170,053	440,780	4,521	4,117	1,112,064
Bonneville	85,628	482,967	54,540	623,145	45,062	8,632	0	53,694	513,118	4,350	1,597	1,195,904
Boundary	4,416	490,803	0	495,219	104,717	2,550	0	107,267	208,056	1,418	72	812,032
Butte	577,149	271,062	381,695	1,229,906	13,248	4	0	13,252	183,511	2,360	27	1,429,056
Camas	122,330	323,546	0	445,876	21,962	2,854	0	24,816	214,981	2,320	7	688,000
Canyon	9,726	0	10,760	20,486	738	1,968	0	2,900	353,236	365	485	377,472
Caribou	70,375	375,487	1,917	447,779	110,634	1,944	0	112,578	567,127	2,700	120	1,130,304
Cassia	516,060	387,053	22,037	925,150	50,129	901	640	51,670	663,408	1,800	596	1,642,624
Clark	341,858	359,419	46,413	747,690	79,128	173	0	79,301	300,813	1,600	4	1,129,408
Clearwater	11,733	802,424	27,598	841,755	234,391	377	0	234,768	496,662	1,809	430	1,575,424
Custer	813,965	2,123,710	0	2,937,675	52,626	1,253	22	53,901	158,503	2,300	5	3,152,384
Elmore	529,233	791,105	6,703	1,327,041	113,126	6,716	513	120,355	522,354	18	24	1,969,792
Franklin	15,493	121,661	2,101	139,255	13,254	5	0	13,259	273,366	10	30	425,920
Fremont	141,969	525,866	42,188	708,023	85,659	18,342	11,826	115,827	370,316	486	100	1,194,752
Gem	71,884	60,968	2,157	135,009	20,091	234	0	20,325	202,825	1,735	170	360,064
Gooding	237,129	0	374	237,503	17,119	2,274	731	20,124	209,238	750	97	467,712
Idaho	91,808	4,430,154	1,423	4,523,385	74,573	1,075	0	75,648	826,261	4,900	334	5,430,528
Jefferson	186,832	1	141,393	328,226	15,813	13,216	0	29,029	343,168	395	47	700,865
Jerome	84,382	0	12,128	96,510	7,591	360	0	7,951	276,955	2,503	17	383,936
Kootenai	10,349	243,441	486	254,276	33,990	6,827	2,871	43,768	494,957	3,677	250	796,928
Latah	236	112,555	0	112,791	29,027	296	3,186	39,883	532,695	3,679	40	689,088
Lemhi	574,943	2,073,315	0	2,648,258	37,267	562	0	37,829	233,189	1,800	76	2,921,152

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County	BLM acres	Forest Service acres	Other Federal acres	Total Federal acres	Endowment acres	Fish & Game acres	Parks & Rec acres	Total State acres	Private acres	County acres	Municipal acres	Total County acres
Lewis	8,094	10	0	8,104	2,019	4,569	0	6,588	291,922	4	6	306,624
Lincoln	582,912	0	1,574	584,486	22,251	120	480	22,851	164,100	110	37	771,584
Madison	19,037	41,460	3,022	63,519	22,095	145	0	22,240	214,093	1,860	112	301,824
Minidoka	165,480	0	9,169	174,649	7,661	59	0	7,720	300,441	3,285	113	486,208
Nez Perce	30,540	1,700	1,531	33,771	11,562	72,383	0	84,065	420,752	4,111	725	543,424
Oneida	270,108	139,197	0	409,305	13,007	0	0	13,007	345,903	31	10	768,256
Owyhee	3,612,027	0	115,128	3,727,155	321,693	1,139	4,640	327,472	857,838	1,676	35	4,914,176
Payette	66,052	0	84	66,136	7,842	782	0	8,624	183,860	1,860	320	260,800
Power	228,487	36,047	35,705	300,239	26,004	120	566	26,690	569,484	2,900	335	899,648
Shoshone	56,641	1,199,012	0	1,255,653	56,794	12	0	56,886	370,066	3,059	96	1,685,760
Teton	6,080	88,013	1,038	95,131	1,169	475	0	1,644	191,275	200	6	288,256
Twin Falls	543,946	92,655	3,798	640,399	29,453	243	493	30,309	558,124	1,850	1,382	1,232,064
Valley	3,133	2,030,789	29,242	2,063,164	64,268	1,914	1,298	67,545	221,151	2,180	8	2,354,048
Washington	220,515	123,753	936	345,204	62,290	9,672	0	71,962	511,815	2,920	195	932,096
Total	11,836,481	20,458,276	1,117,520	33,412,277	2,458,405	187,769	38,407	2,693,260	16,735,756	96,311	22,972	52,960,576

Source: BLM website http://www.id.blm.gov/blmfacts/data/cnty_own.htm Statistical information taken from County Profiles of Idaho - Idaho Department of Commerce
Note: Totals may not add due to rounding

3.2 Demographic Conditions and Trends

This section compares the demography of the five counties including total population, age, gender, and race. Table 3: Idaho and 5 County Population Change 1900-2000 shows total population change in the census years since 1900. These data indicate that in the most recent decades, Latah County follows the overall pattern of state growth more than the other four counties. Since 1940 Idaho and Clearwater counties show the greatest population fluctuations with Lewis County showing a similar but not as dramatic pattern. Latah and Nez Perce counties show a lower range of change and more overall population stability.

Table 4: Area, Population, Housing & Density by Place 2000 indicates that Nez Perce and Latah counties are more densely populated than the other project counties. However, the high percentage of federal lands in Idaho and Clearwater counties concentrates residence in selected areas. Table 5: Decennial Population by Place 1960 to 2000 and % Change shows that in the last decade in Clearwater County, Orofino has increased in population whereas other communities have decreased or shown limited growth. Mill closures probably contribute to the population declines in Pierce and Weippe. In Idaho County, the past decade shows an increase of about 12.5 percent with most of this in the Cottonwood and Ferdinand area. Commuters to Lewiston and other areas may account for this pattern of growth. In Latah County, growth has occurred in most communities during the last decade, although smaller communities such as Genesee, Juliaetta, Bovill, and Moscow are leading this growth. The past decade saw only a 6.6 percent increase in Lewis County, with most of this accounted for by increases in the communities of Rubens, Winchester, and Nezperce. In Nez Perce County, growth was about 10.8 percent, with all communities showing increases, especially Culdesac and Lapwai.

Table 6 shows the components of population change, comparing the five counties with the state and the nation. Clearwater and Idaho counties show higher median ages, 41.7 and 42.6 years respectively, than any of the other counties as well as higher percentages in the > 54 age cohorts. The <18 age group also shows a lower percentage than in the other counties. The presence of the university in Latah County probably accounts for the relatively low median age and the age distribution pattern of this county. Figure 10 to Figure 15 portray population pyramids of male and female distribution by age cohort based on 2000 Census data. These data show that Nez Perce County has the most even distribution, whereas Clearwater, Idaho, and Lewis counties each show similar patterns of a decreased in the 20-35 age group. Latah County's demography is clearly affected by the presence of a large group in the 20-24 age group. Table 7 shows the components of population change considering, births, deaths, and migration for the interval of 1992-2002. These data suggest a recent trend for all counties of a negative net domestic migration, or more persons are moving out than moving in. Table 8 compares household composition among the five counties in relationship to the state. Idaho and Clearwater counties show similar patterns in these data. Latah County and Nez Perce counties also share some similarities, although the lower owner occupancy of households and lower percentage of married households is also probably accounted for by the presence of the university in Moscow.

Table 9 is a rough measure of population stability by examining the place of residence in 1995 and place of birth. Clearwater, Idaho, and Lewis counties cluster together in these data showing relatively high percentages of persons living in the same house as in 1995 and higher percentages of native born residents than the other two counties. Table 10 shows the distribution of rural and urban residents in the five counties in comparison to the state. Clearwater County shows a recent increase in urban residents and a decrease in rural residents, probably accounted for by population decreases in Weippe and Pierce. Idaho

County shows a 30/70 pattern of urban to rural residents over time with a slight increase in rural residents in the recent census decade. Nez Perce County has an 80/20 pattern of urban to rural residence, Latah County a 60/40 pattern, and Lewis County is entirely rural.

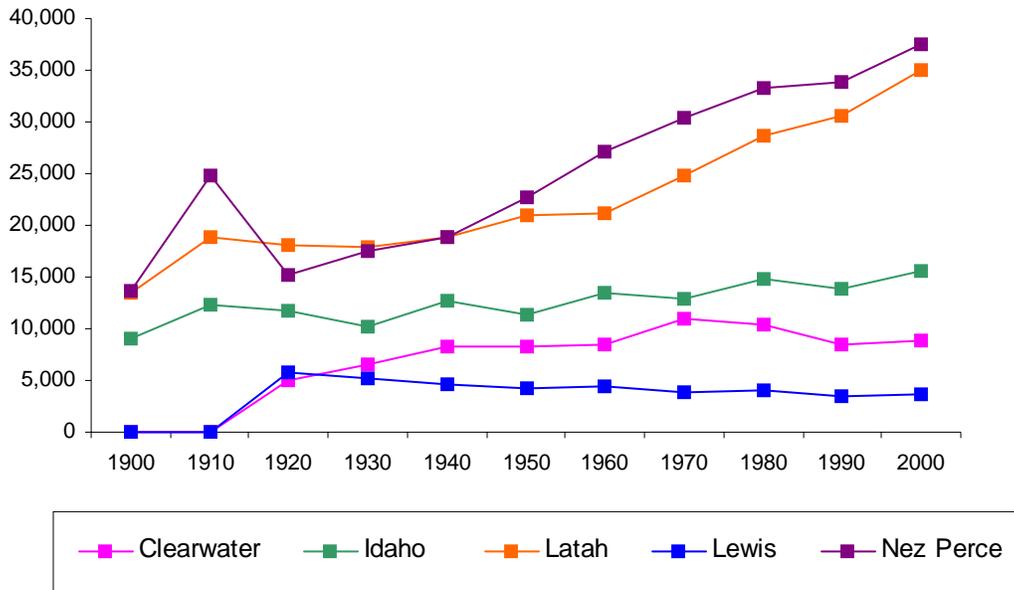
Table 3: Idaho and 5 County Population Change 1900-2000

County	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000
Clearwater	na	na	4,933	6,599	8,243	8,217	8,548	10,871	10,390	8,505	8,930
% Change				33.8%	24.9%	-0.3%	4.0%	27.2%	-4.4%	-18.1%	5.0%
Idaho	9,120	12,384	11,749	10,107	12,691	11,423	13,542	12,891	14,769	13,783	15,511
% Change		35.8%	-5.1%	-14.0%	25.6%	-10.0%	18.6%	-4.8%	14.6%	-6.7%	12.5%
Latah	13,451	18,818	18,092	17,798	18,804	20,971	21,170	24,898	28,749	30,617	34,935
% Change		39.9%	-3.9%	-1.6%	5.7%	11.5%	0.9%	17.6%	15.5%	6.5%	14.1%
Lewis	na	na	5,851	5,238	4,666	4,208	4,423	3,867	4,118	3,516	3,747
% Change				-10.5%	-10.9%	-9.8%	5.1%	-12.6%	6.5%	-14.6%	6.6%
Nez Perce	13,748	24,860	15,253	17,591	18,873	22,658	27,066	30,376	33,220	33,754	37,410
% Change		80.8%	-38.6%	15.3%	7.3%	20.1%	19.5%	12.2%	9.4%	1.6%	10.8%
5 Cnty											
Total			55,878	57,333	63,277	67,477	74,749	82,903	91,246	90,175	100,533
% Change				2.6%	10.4%	6.6%	10.8%	10.9%	10.1%	-1.2%	11.5%
Idaho											
State	161,771	325,594	431,786	445,031	524,873	588,637	667,191	713,015	944,127	1,006,749	1,293,953
% Change		101.3%	32.6%	3.1%	17.9%	12.1%	13.3%	6.9%	32.4%	6.6%	28.5%

Source: U.S. Bureau of the Census, Census of Population

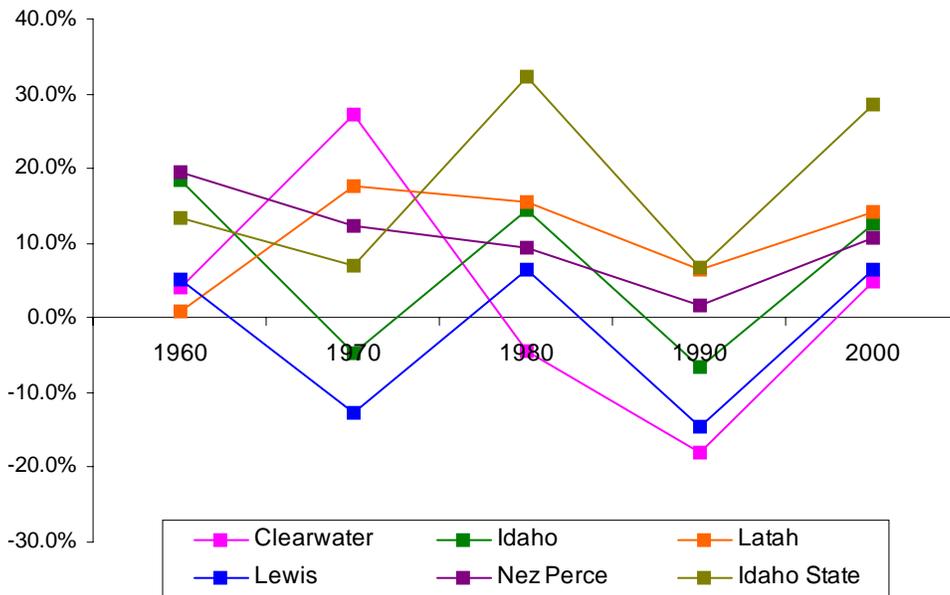
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Figure 8: Five County Study Area Population Change 1900 - 2000



Source: U.S. Bureau of the Census, Census of Population

Figure 9: Five County Study Area % Population Change 1960 - 2000



Source: U.S. Bureau of the Census, Census of Population

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Table 4: Area, Population, Housing & Density by Place 2000

	Population 2000	Housing Units	Area in square miles			Density per square mile of land area	
			Total area	Water area	Land area	Population	Housing units
Idaho	1,293,953	527,824	83,570.08	822.87	82,747.21	15.6	6.4
County							
Clearwater County	8,930	4,144	2,488.10	26.7	2,461.40	3.6	1.7
Elk River city	156	136	0.14	0	0.14	1,116.60	973.5
Orofino city	3,247	1,279	2.52	0.11	2.41	1,349.00	531.4
Pierce city	617	298	0.82	0	0.82	748.6	361.6
Weippe city	416	198	0.41	0	0.41	1,009.80	480.6
Idaho County	15,511	7,537	8,502.48	17.59	8,484.88	1.8	0.9
Cottonwood city	944	398	0.83	0	0.83	1,136.40	479.1
Ferdinand city	145	67	0.14	0	0.14	1,027.10	474.6
Grangeville city	3,228	1,474	1.36	0	1.36	2,366.40	1,080.60
Kamiah city	1,160	607	1.17	0.07	1.1	1,050.80	549.8
Kooskia city	675	332	0.68	0.03	0.65	1,039.30	511.2
Riggins city	410	253	0.3	0	0.3	1,361.30	840
Stites city	226	110	0.1	0	0.1	2,183.30	1,062.70
White Bird city	106	73	0.07	0	0.07	1,623.70	1,118.20
Latah County	34,935	13,838	1,076.89	0.24	1,076.65	32.4	12.9
Bovill city	305	128	0.18	0	0.18	1,701.60	714.1
Deary city	552	235	0.6	0	0.6	921.6	392.4
Genesee city	946	378	0.65	0	0.65	1,456.60	582
Juliaetta city	609	275	0.71	0	0.71	856.1	386.6
Kendrick city	369	165	0.4	0	0.4	918.8	410.8
Moscow city	21,291	8,029	6.15	0	6.15	3,460.60	1,305.00
Onaway city	230	86	0.15	0	0.15	1,546.40	578.2
Potlatch city	791	357	0.34	0	0.34	2,355.70	1,063.20
Troy city	798	341	0.79	0	0.79	1,004.80	429.4
Lewis County	3,747	1,795	479.81	0.77	479.04	7.8	3.7
Craigmont city	556	248	0.75	0	0.75	743.8	331.8
Kamiah city	1,160	607	1.17	0.07	1.1	1,050.80	549.8
Nezperce city	523	225	0.41	0	0.41	1,283.70	552.3
Reubens city	72	31	0.29	0	0.29	248.1	106.8
Winchester city	308	158	0.18	0	0.18	1,699.70	871.9
Nez Perce County	37,410	16,203	856.36	7.28	849.08	44.1	19.1
Culdesac city	378	171	0.24	0	0.24	1,601.40	724.5
Lapwai city	1,134	364	0.78	0.01	0.77	1,466.90	470.9
Lewiston city	30,904	13,394	17.19	0.69	16.5	1,873.00	811.8
Peck city	186	96	0.27	0	0.27	693.2	357.8
American Indian Reservation							
Coeur d'Alene Reservation	6,551	4,015	536.77	13.01	523.76	12.5	7.7
Nez Perce Reservation	17,959	7,940	1,204.32	9.22	1,195.10	15	6.6

Source: U.S. Census Bureau, Census 2000 Summary File 1

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Table 5: Decennial Population by Place 1960 to 2000 and % Change

	1960	1970	% Chng	1980	% Chng	1990	% Chng	2000	% Chng
Idaho	667,191	713,015	6.9%	944,127	32.4%	1,006,749	6.6%	1,293,953	28.5%
County									
Clearwater County	8,548	10,871	27.2%	10,390	-4.4%	8,505	-18.1%	8,930	5.0%
Elk River city	382	383	0.3%	265	-30.8%	149	-43.8%	156	4.7%
Orofino city	2,471	3,883	57.1%	3,711	-4.4%	2,868	-22.7%	3,247	13.2%
Pierce city	522	1,218	133.3%	1,060	-13.0%	746	-29.6%	617	-17.3%
Weippe city	na	713		828	16.1%	532	-35.7%	416	-21.8%
Idaho County	13,542	12,891	-4.8%	14,769	14.6%	13,783	-6.7%	15,511	12.5%
Cottonwood city	1,081	867	-19.8%	941	8.5%	822	-12.6%	944	14.8%
Ferdinand city	176	157	-10.8%	144	-8.3%	135	-6.3%	145	7.4%
Grangeville city	3,642	3,636	-0.2%	3,666	0.8%	3,226	-12.0%	3,228	0.1%
Kamiah city	1,245	1,307	5.0%	1,478	13.1%	1,157	-21.7%	1,160	0.3%
Kooskia city	801	809	1.0%	784	-3.1%	692	-11.7%	675	-2.5%
Riggins city	588	533	-9.4%	527	-1.1%	443	-15.9%	410	-7.4%
Stites city	299	263	-12.0%	253	-3.8%	204	-19.4%	226	10.8%
White Bird city	253	185	-26.9%	154	-16.8%	108	-29.9%	106	-1.9%
Latah County	21,170	24,898	17.6%	28,749	15.5%	30,617	6.5%	34,935	14.1%
Bovill city	357	350	-2.0%	289	-17.4%	256	-11.4%	305	19.1%
Deary city	349	411	17.8%	539	31.1%	529	-1.9%	552	4.3%
Genesee city	535	619	15.7%	791	27.8%	725	-8.3%	946	30.5%
Juliaetta city	368	423	14.9%	522	23.4%	488	-6.5%	609	24.8%
Kendrick city	443	426	-3.8%	395	-7.3%	325	-17.7%	369	13.5%
Moscow city	11,183	14,146	26.5%	16,513	16.7%	18,519	12.1%	21,291	15.0%
Onaway city	191	166	-13.1%	254	53.0%	203	-20.1%	230	13.3%
Potlatch city	880	871	-1.0%	819	-6.0%	790	-3.5%	791	0.1%
Troy city	555	541	-2.5%	820	51.6%	699	-14.8%	798	14.2%
Lewis County	4,423	3,867	-12.6%	4,118	6.5%	3,516	-14.6%	3,747	6.6%
Craigmont city	703	554	-21.2%	617	11.4%	542	-12.2%	556	2.6%
Kamiah city	1,245	1,307	5.0%	1,478	13.1%	1,157	-21.7%	1,160	0.3%
Nezperce city	667	555	-16.8%	517	-6.8%	453	-12.4%	523	15.5%
Reubens city	113	81	-28.3%	87	7.4%	46	-47.1%	72	56.5%
Winchester city	427	274	-35.8%	343	25.2%	262	-23.6%	308	17.6%
Nez Perce County	27,066	30,376	12.2%	33,220	9.4%	33,754	1.6%	37,410	10.8%
Culdesac city	209	211	1.0%	261	23.7%	280	7.3%	378	35.0%
Lapwai city	500	400	-20.0%	1,043	160.8%	932	-10.6%	1,134	21.7%
Lewiston city	12,691	26,068	105.4%	27,986	7.4%	28,082	0.3%	30,904	10.0%
Peck city	186	238	28.0%	209	-12.2%	160	-23.4%	186	16.3%
American Indian Reservation									
Coeur d'Alene Reservation						5,802		6,551	12.9%
Nez Perce Reservation						16,160		17,959	11.1%

Source: University of Idaho Library website <http://www.webs.uidaho.edu/idstats/>

Table 6: Gender, Age & Ethnic Distribution 1990 - 2000

Characteristic	U.S.			Idaho State			Clearwater County			Idaho County		
	1990	2000	% Chng	1990	2000	% Chng	1990	2000	% Chng	1990	2000	% Chng
Total Population	248,709,873	281,421,906	13.2%	1,006,749	1,293,953	28.5%	8,505	8,930	5.0%	13,783	15,511	12.5%
Males	48.7%	49.1%	0.3%	49.8%	50.1%	0.4%	52.2%	53.1%	1.0%	50.8%	50.9%	0.1%
Females	51.3%	50.9%	-0.3%	50.2%	49.9%	-0.4%	47.8%	46.9%	-1.0%	49.2%	49.1%	-0.1%
Age < 5	7.4%	6.8%	-0.6%	8.0%	7.5%	-0.4%	5.3%	4.8%	-0.4%	6.6%	5.3%	-1.3%
Age 5-17	18.2%	18.9%	0.7%	22.7%	21.0%	-1.7%	20.0%	18.2%	-1.8%	21.3%	19.7%	-1.6%
Age 18-24	10.8%	9.6%	-1.1%	9.8%	10.7%	1.0%	6.0%	5.9%	-0.2%	6.0%	6.3%	0.2%
Age 25-34	17.4%	14.2%	-3.2%	15.2%	13.1%	-2.1%	14.6%	10.4%	-4.1%	13.6%	8.3%	-5.3%
Age 35-44	15.1%	16.0%	0.9%	14.8%	14.9%	0.1%	15.4%	15.9%	0.5%	15.0%	15.0%	0.0%
Age 45-54	10.1%	13.4%	3.2%	9.8%	13.2%	3.3%	12.9%	16.0%	3.1%	11.3%	16.0%	4.7%
Age 55-64	8.5%	8.6%	0.1%	7.7%	8.3%	0.6%	10.8%	13.1%	2.3%	10.5%	12.3%	1.8%
Age 65-74	7.3%	6.5%	-0.7%	6.9%	5.9%	-1.1%	9.0%	8.9%	-0.2%	8.7%	9.4%	0.7%
Age 75 +	5.3%	5.9%	0.6%	5.1%	5.4%	0.3%	6.0%	6.7%	0.7%	6.9%	7.6%	0.8%
Median Age	32.9	35.3	na	31.5	33.2	na	37.5	41.7	na	36.5	42.3	na
White	80.3%	75.1%	-5.1%	94.4%	91.0%	-3.4%	97.1%	94.8%	-2.3%	97.1%	94.1%	-2.9%
Black	12.1%	12.3%	0.3%	0.3%	0.4%	0.1%	0.1%	0.1%	0.0%	0.0%	0.1%	0.1%
American Indian	0.8%	0.9%	0.1%	1.4%	1.4%	0.0%	2.1%	2.0%	-0.1%	2.5%	2.9%	0.4%
Asian/Pacific Islander	2.9%	3.8%	0.9%	0.9%	1.0%	0.1%	0.2%	0.4%	0.2%	0.2%	0.3%	0.0%
Other Ethnicity	3.9%	5.5%	1.5%	3.0%	4.2%	1.3%	0.4%	0.6%	0.3%	0.2%	0.9%	0.7%
Two or More Races		2.4%	na		2.0%	na		2.0%	na		1.7%	na
Hispanic Origin (any race)	8.9%	12.5%	3.6%	5.3%	7.9%	2.6%	1.3%	1.8%	0.5%	0.9%	1.6%	0.7%

Source: U.S. Bureau of the Census, 1990, Summary Tape File 1A & 3A and U.S. Bureau of the Censes, 2000, Summary File 1 (SF1) 100 Percent Data

Note: American Indian also includes Eskimo and Aleut population.

Percentages describe each category as it relates to the total population.

Two or More Races count not collected in 1990.

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Characteristic	Latah County			Lewis County			Nez Perce County		
	1990	2000	% Chng	1990	2000	% Chng	1990	2000	% Chng
Total Population	30,617	34,935	14.1%	3,516	3,747	6.6%	33,754	37,410	10.8%
Males	51.0%	51.8%	0.8%	50.8%	50.5%	-0.3%	49.1%	49.2%	0.1%
Females	49.0%	48.2%	-0.8%	49.2%	49.5%	0.3%	50.9%	50.8%	-0.1%
Age < 5	6.5%	5.4%	-1.1%	7.4%	4.8%	-2.6%	6.5%	6.0%	-0.4%
Age 5-17	16.4%	14.9%	-1.5%	20.8%	20.6%	-0.2%	18.4%	17.7%	-0.7%
Age 18-24	22.9%	24.5%	1.6%	6.0%	5.3%	-0.7%	9.2%	10.0%	0.8%
Age 25-34	16.8%	14.6%	-2.2%	13.7%	8.8%	-4.9%	15.0%	12.0%	-3.0%
Age 35-44	13.6%	12.4%	-1.2%	13.2%	15.0%	1.7%	14.7%	14.7%	0.0%
Age 45-54	8.3%	11.9%	3.5%	11.3%	14.0%	2.7%	10.7%	13.7%	3.0%
Age 55-64	5.9%	7.0%	1.1%	10.2%	13.1%	2.9%	9.4%	9.3%	-0.1%
Age 65-74	4.9%	4.5%	-0.4%	10.2%	9.6%	-0.6%	9.0%	8.0%	-1.0%
Age 75 +	4.7%	5.0%	0.2%	7.3%	8.9%	1.5%	7.1%	8.5%	1.4%
Median Age	27.4	27.9	na	36.6	42.5	na	35.6	38.1	na
White	96.0%	93.9%	-2.0%	94.5%	92.2%	-2.3%	93.9%	91.6%	-2.3%
Black	0.6%	0.6%	0.0%	0.1%	0.3%	0.2%	0.1%	0.3%	0.1%
American Indian	0.7%	0.7%	0.1%	4.8%	3.8%	-1.0%	5.0%	5.3%	0.3%
Asian/Pacific Islander	2.3%	2.2%	-0.1%	0.5%	0.5%	0.0%	0.6%	0.7%	0.1%
Other Ethnicity	0.5%	0.8%	0.3%	0.1%	0.9%	0.8%	0.4%	0.5%	0.1%
Two or More Races		1.8%	na		2.2%	na		1.6%	na
Hispanic Origin (any race)	1.5%	2.1%	0.7%	1.2%	1.9%	0.7%	1.2%	1.9%	0.7%

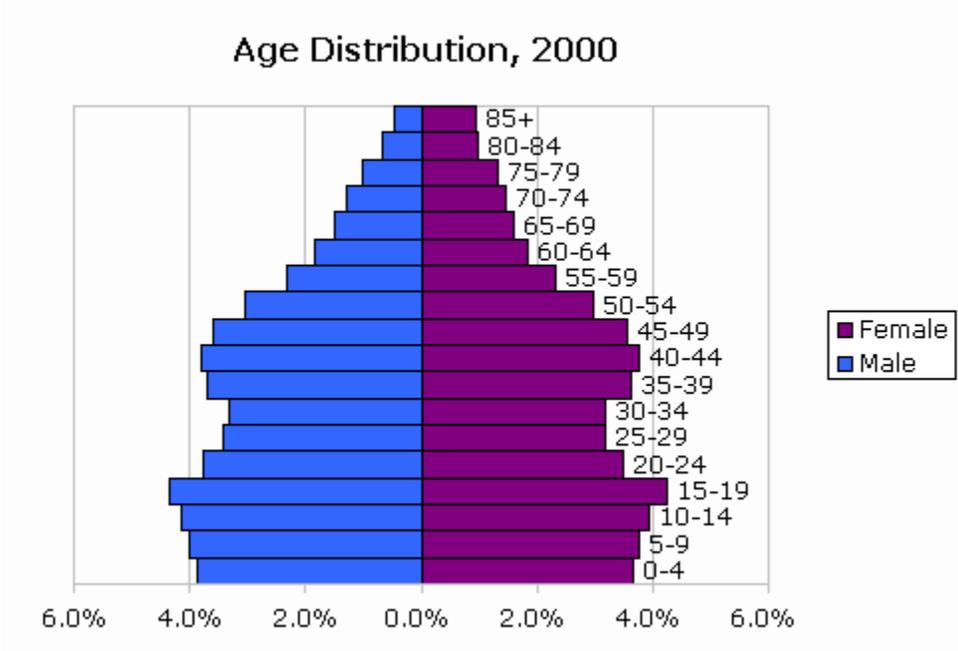
Source: U.S. Bureau of the Census, 1990, Summary Tape File 1A & 3A and U.S. Bureau of the Censes, 2000, Summary File 1 (SF1) 100 Percent Data

Note: American Indian also includes Eskimo and Aleut population.

Percentages describe each category as it relates to the total population.

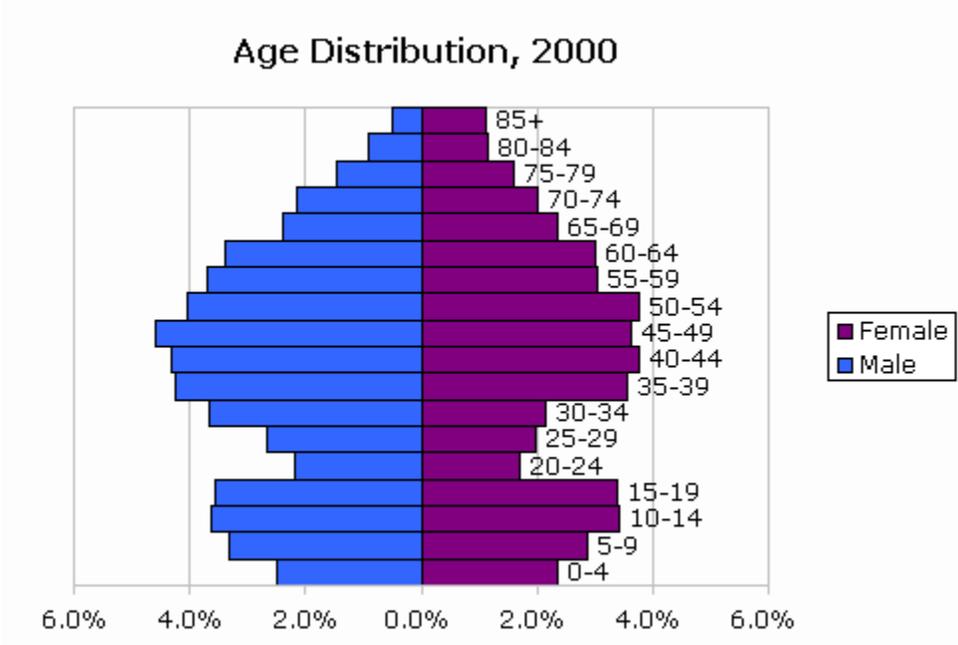
Two or More Races count not collected in 1990.

Figure 10: State of Idaho Age Distribution 2000



Source: [Social Science Data Analysis Network \(SSDAN\)](http://www.censusscope.org/index.html) at the University of Michigan
<http://www.censusscope.org/index.html>

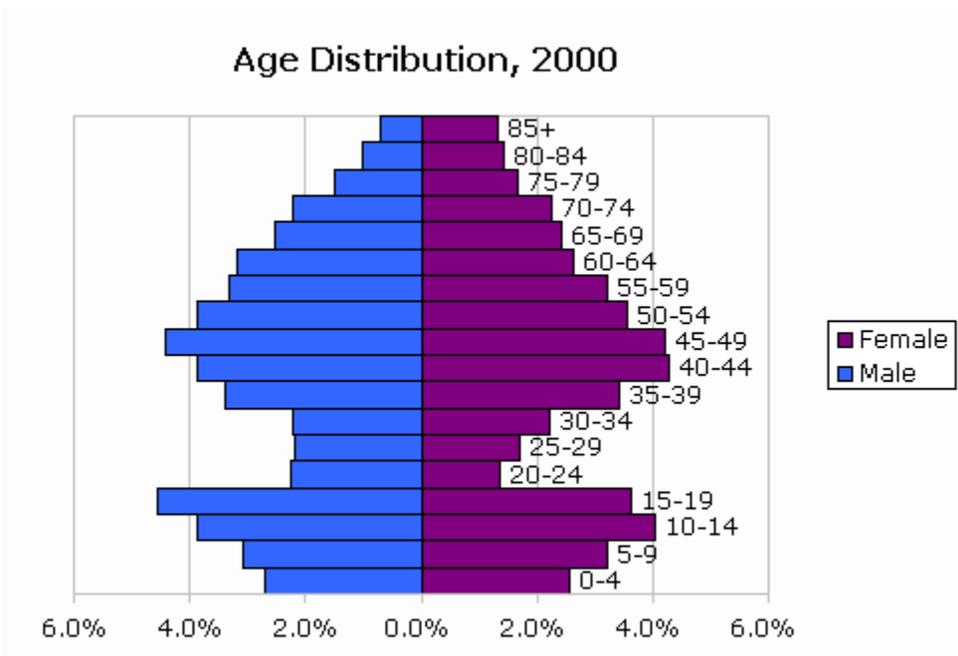
Figure 11: Clearwater County Age Distribution 2000



Source: [Social Science Data Analysis Network \(SSDAN\)](http://www.censusscope.org/index.html) at the University of Michigan
<http://www.censusscope.org/index.html>

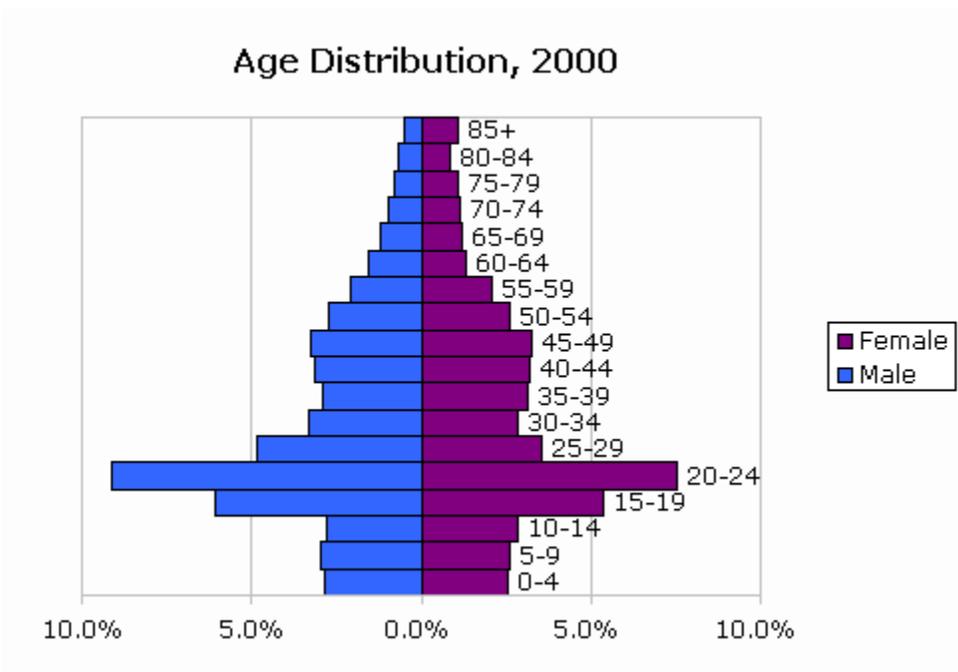
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Figure 12: Idaho County Age Distribution 2000



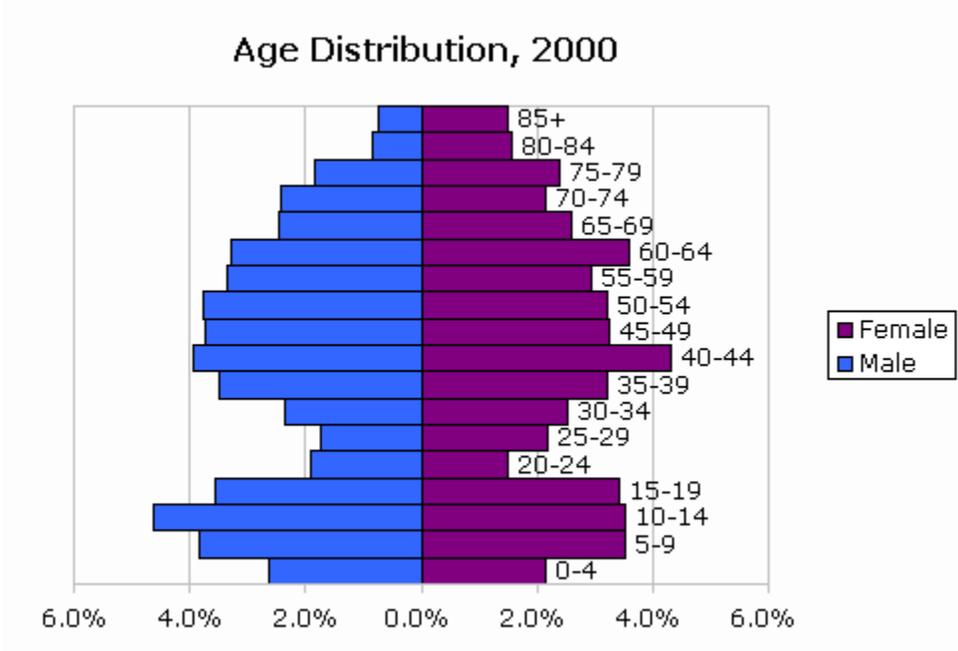
Source: [Social Science Data Analysis Network \(SSDAN\)](http://www.censusscope.org/index.html) at the University of Michigan
<http://www.censusscope.org/index.html>

Figure 13: Latah County Age Distribution 2000



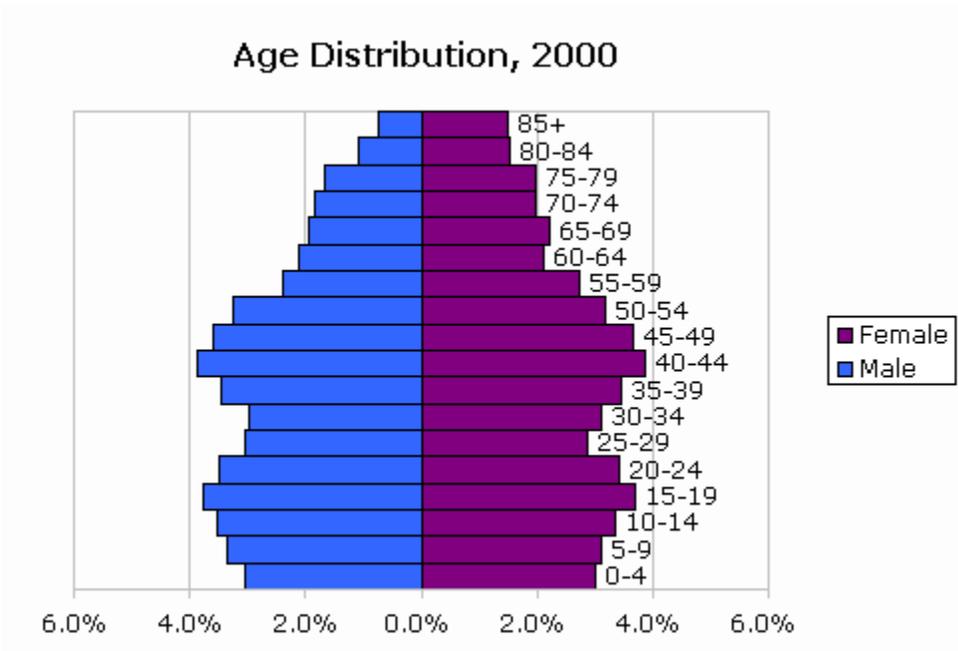
Source: [Social Science Data Analysis Network \(SSDAN\)](http://www.censusscope.org/index.html) at the University of Michigan
<http://www.censusscope.org/index.html>

Figure 14: Lewis County Age Distribution 2000



Source: [Social Science Data Analysis Network \(SSDAN\)](http://www.censusscope.org/index.html) at the University of Michigan
<http://www.censusscope.org/index.html>

Figure 15: Nez Perce County Age Distribution 2000



Source: [Social Science Data Analysis Network \(SSDAN\)](http://www.censusscope.org/index.html) at the University of Michigan
<http://www.censusscope.org/index.html>

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Table 7: Components of Population Change 1992 – 2002

	Date	Population	% Change	Total Population Change	Components of Change			
					Births	Deaths	International Immigration	Net Domestic Migration
Idaho State	1992	1,071,685	2.9	30,369	16,930	7,860	1,392	16,656
	1993	1,108,768	3.5	37,083	17,536	8,076	1,562	23,366
	1994	1,145,140	3.3	36,372	17,541	8,368	1,872	23,130
	1995	1,177,322	2.8	32,182	17,535	8,458	2,068	18,131
	1996	1,203,083	2.2	25,761	18,465	8,633	2,041	10,794
	1997	1,228,520	2.1	25,437	18,686	8,990	2,180	10,648
	1998	1,252,330	1.9	23,810	18,963	9,093	2,649	7,529
	1999	1,275,674	1.9	23,344	19,414	9,212	2,866	7,457
	2000	1,293,953	1.4	18,279	-	-	-	-
	2001	1,320,585	2.1	26,632	24,959	12,043	4,401	9,120
	2002	1,341,131	1.6	20,546	20,298	10,051	3,462	6,640
Clearwater County	1992	8,594	0.9	80	99	77	7	94
	1993	8,640	0.5	46	104	86	2	72
	1994	8,896	3	256	81	78	3	303
	1995	8,982	1	86	95	92	4	125
	1996	9,173	2.1	191	88	87	4	232
	1997	9,099	-0.8	-74	106	75	4	-67
	1998	9,049	-0.5	-50	93	85	2	-66
	1999	9,033	-0.2	-16	110	77	0	-19
	2000	8,930	-1.1	-103	-	-	-	-
	2001	8,608	-3.6	-322	85	109	3	-308
	2002	8,446	-1.9	-162	65	90	2	-142
Idaho County	1992	14,267	2.3	316	174	126	1	225
	1993	14,488	1.5	221	165	146	4	160
	1994	14,801	2.2	313	160	134	4	238
	1995	15,103	2	302	177	135	2	205
	1996	15,187	0.6	84	169	137	1	13
	1997	15,414	1.5	227	161	154	5	159
	1998	15,418	0	4	160	166	2	-24
	1999	15,515	0.6	97	167	159	-1	21
	2000	15,511	0	-4	-	-	-	-
	2001	15,395	-0.7	-116	178	191	1	-92
	2002	15,308	-0.6	-87	137	168	1	-57

Source: <http://recenter.tamu.edu/data/pops/pops16.htm> utilizing U.S.Census Bureau data
 Note: Decade years represent April 1, Census data, not the mid-year estimates.

	Date	Population	% Change	Total Population Change	Components of Change			Net Domestic Migration
					Births	Deaths	International Immigration	
Latah County	1992	32,251	2.9	908	421	222	57	-184
	1993	32,977	2.3	726	468	193	16	168
	1994	33,729	2.3	752	438	222	23	537
	1995	34,339	1.8	610	444	187	34	94
	1996	34,808	1.4	469	448	192	40	-507
	1997	35,023	0.6	215	404	210	38	105
	1998	34,811	-0.6	-212	441	223	25	-767
	1999	34,908	0.3	97	419	214	10	-380
	2000	34,935	0.1	27	-	-	-	-
	2001	35,154	0.6	219	525	252	133	-179
	2002	35,218	0.2	64	452	195	106	-294
Lewis County	1992	3,558	0.3	11	33	30	0	31
	1993	3,678	3.4	120	62	33	0	124
	1994	3,765	2.4	87	35	39	1	117
	1995	3,846	2.2	81	45	33	2	96
	1996	3,854	0.2	8	42	49	2	39
	1997	3,856	0.1	2	33	48	0	42
	1998	3,811	-1.2	-45	44	47	-1	-30
	1999	3,754	-1.5	-57	34	49	0	-38
	2000	3,747	-0.2	-7	-	-	-	-
	2001	3,626	-3.2	-121	53	48	1	-131
	2002	3,721	2.6	95	50	43	1	86
Nez Perce County	1992	35,230	2	691	477	367	17	509
	1993	35,890	1.9	660	426	336	0	519
	1994	36,533	1.8	643	479	352	21	432
	1995	36,824	0.8	291	432	359	18	149
	1996	37,052	0.6	228	470	351	29	29
	1997	37,375	0.9	323	468	357	28	105
	1998	37,395	0.1	20	441	362	12	-67
	1999	37,482	0.2	87	487	366	8	-51
	2000	37,410	-0.2	-72	-	-	-	-
	2001	37,019	-1	-391	523	502	31	-444
	2002	37,106	0.2	87	444	409	25	30

Source: <http://recenter.tamu.edu/data/pops/pops16.htm> utilizing U.S.Census Bureau data
Note: Decade years represent April 1, Census data, not the mid-year estimates.

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Table 8: Household Characteristics of Idaho and Study Area Counties 1990 - 2000

Characteristic	Idaho			Clearwater County			Idaho County		
	1990	2000	% Chng	1990	2000	% Chng	1990	2000	% Chng
Population	1,006,749	1,293,953	28.5%	8,505	8,930	5.0%	13,783	15,511	12.5%
% Population In Households	97.9%	97.6%	-0.3%	94.7%	93.3%	-1.5%	96.9%	96.5%	-0.4%
% Population in Group Quarters	2.1%	2.4%	14.0%	5.3%	6.7%	26.5%	3.1%	3.5%	10.9%
Total Households	360,723	469,645	30.2%	3,213	3,456	7.6%	5,187	6,084	17.3%
Average Household Size	2.73	2.69	-1.5%	2.51	2.41	-4.0%	2.57	2.46	-4.3%
Total Family Households	263,194	335,588	27.5%	2,392	2,483	3.8%	3,803	4,294	12.9%
Average Family Size	3.23	3.17	-1.9%	2.91	2.84	-2.4%	3.07	2.95	-3.9%
Family Households *	73.0%	71.5%	-2.1%	74.4%	71.8%	-3.5%	73.3%	70.6%	-3.7%
% Married Couple Households *	62.2%	58.9%	-5.3%	64.5%	60.5%	-6.2%	65.2%	60.8%	-6.8%
% Other Family, Male Householder *	2.8%	3.9%	38.2%	3.4%	4.4%	30.5%	2.7%	3.5%	28.8%
% Other Family, Female									
Householder *	8.0%	8.7%	8.6%	6.6%	6.9%	5.7%	5.4%	6.3%	16.8%
Non-Family Households *	27.0%	28.5%	5.6%	25.6%	28.2%	10.2%	26.7%	29.4%	10.3%
% Non-Family Householder living alone *	22.4%	22.4%	0.0%	21.6%	24.0%	10.9%	24.0%	25.3%	5.1%
% Non-Family Householder > 64 years *	9.1%	8.3%	-9.6%	9.2%	10.0%	9.0%	11.5%	11.7%	2.2%
Households w/ Individuals < 18 years *	39.9%	38.7%	-3.0%	34.2%	31.1%	-9.1%	35.2%	31.5%	10.6%
Households w/ individuals > 64 years *	23.2%	21.5%	-7.5%	27.5%	28.5%	3.7%	28.8%	30.1%	4.5%
Total Housing Units	413,327	527,824	27.7%	3,805	4,144	8.9%	6,346	7,537	18.8%
% Occupied Housing Units **	87.3%	89.0%	2.0%	84.4%	83.4%	-1.2%	81.7%	80.7%	-1.2%
% Owner Occupied Housing Units ***	70.1%	72.4%	3.3%	74.3%	78.0%	4.9%	75.5%	77.2%	2.2%
Persons Per Occupied Housing Unit	2.73%	2.69%	-1.5%	2.51%	2.41%	-4.0%	2.57%	2.46%	-4.3%

Characteristic	Latah County			Lewis County			Nez Perce County		
	1990	2000	% Chng	1990	2000	% Chng	1990	2000	% Chng
Population	30,617	34,935	14.1%	3,516	3,747	6.6%	33,754	37,410	10.8%
% Population In Households	89.7%	88.8%	-1.0%	99.4%	99.1%	-0.3%	98.2%	98.2%	0.0%
% Population in Group Quarters	10.3%	11.2%	8.7%	0.6%	0.9%	45.0%	1.8%	1.8%	-1.6%
Total Households	11,229	13,059	16.3%	1,393	1,554	11.6%	13,618	15,286	12.2%
Average Household Size	2.45	2.38	-2.9%	2.51	2.39	-4.8%	2.43	2.40	-1.2%
Total Family Households	7,086	7,764	9.6%	995	1,050	5.5%	9,361	10,151	8.4%
Average Family Size	3.02	2.93	-3.0%	3.02	2.92	-3.3%	2.95	2.90	-1.7%
Family Households *	63.1%	59.5%	-5.8%	71.4%	67.6%	-5.4%	68.7%	66.4%	-3.4%
% Married Couple Households *	54.5%	50.5%	-7.5%	62.1%	57.8%	-6.9%	57.5%	52.8%	-8.0%
% Other Family, Male Householder *	2.5%	2.9%	16.9%	3.1%	3.3%	8.4%	3.0%	4.3%	43.7%
% Other Family, Female Householder *	6.1%	6.1%	0.0%	6.2%	6.4%	3.0%	8.3%	9.3%	11.7%
Non-Family Households *	36.9%	40.5%	9.9%	28.6%	32.4%	13.5%	31.3%	33.6%	7.5%
% Non-Family Householder living alone *	25.6%	26.3%	2.9%	25.8%	28.1%	8.8%	26.7%	26.7%	0.1%
% Non-Family Householder > 64 years *	7.5%	6.3%	-16.8%	13.9%	14.5%	5.0%	11.3%	11.3%	0.0%
Households w/ Individuals < 18 years *	32.9%	29.1%	-11.5%	34.3%	30.1%	12.2%	33.0%	31.7%	-4.1%
Households w/ individuals > 64 years *	17.7%	16.3%	-8.1%	32.2%	32.8%	1.8%	27.2%	27.4%	0.6%
Total Housing Units	11,870	13,838	16.6%	1,681	1,795	6.8%	14,463	16,203	12.0%
% Occupied Housing Units **	94.6%	94.4%	-0.2%	82.9%	86.6%	4.5%	94.2%	94.3%	0.2%
% Owner Occupied Housing Units ***	56.4%	58.7%	4.2%	71.2%	74.6%	4.7%	66.2%	68.8%	3.8%
Persons Per Occupied Housing Unit	2.45%	2.38%	-2.9%	2.51%	2.39%	-4.8%	2.43%	2.40%	-1.2%

1990 Source: U.S. Bureau of the Census, 1990, Summary Tape File 1A & 3A

2000 Source: U.S. Bureau of the Censes, 2000, Summary File 1 (SF1) 100 Percent Data & Summary File 3 (SF3) Sample Data

Note: * = % Total Households

** = % Total Units

*** = % Total Occupied Units

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Table 9: Residence in 1995, Nativity and Place of Birth

RESIDENCE IN 1995	Idaho		Clearwater County		Idaho County		Latah County		Lewis County		Nez Perce County	
	#	%	#	%	#	%	#	%	#	%	#	%
Population 5 years and over	1,196,793	100%	8,498	100%	14,700	100%	33,038	100%	3,564	100%	35,173	100%
Same house in 1995	593,848	49.6%	5,105	60.1%	8,623	58.7%	13,539	41.0%	2,381	66.8%	19,163	54.5%
Different house in the U.S. in 1995	581,979	48.6%	3,334	39.2%	6,035	41.1%	18,525	56.1%	1,173	32.9%	15,778	44.9%
Same county	286,443	23.9%	1,468	17.3%	2,517	17.1%	6,410	19.4%	355	10.0%	8,170	23.2%
Different county	295,536	24.7%	1,866	22.0%	3,518	23.9%	12,115	36.7%	818	23.0%	7,608	21.6%
Same state	112,607	9.4%	904	10.6%	1,503	10.2%	5,545	16.8%	494	13.9%	2,838	8.1%
Different state	182,929	15.3%	962	11.3%	2,015	13.7%	6,570	19.9%	324	9.1%	4,770	13.6%
Elsewhere in 1995	20,966	1.8%	59	0.7%	42	0.3%	974	2.9%	10	0.3%	232	0.7%
NATIVITY AND PLACE OF BIRTH	#	%	#	%	#	%	#	%	#	%	#	%
Total population	1,293,953	100%	8,930	100%	15,511	100%	34,935	100%	3,747	100%	37,410	100%
Native	1,229,873	95.0%	8,822	98.8%	15,330	98.8%	33,450	95.7%	3,705	98.9%	36,704	98.1%
Born in United States	1,219,118	94.2%	8,783	98.4%	15,256	98.4%	33,070	94.7%	3,690	98.5%	36,470	97.5%
State of residence	610,929	47.2%	4,178	46.8%	8,027	51.8%	14,133	40.5%	2,082	55.6%	19,325	51.7%
Different state	608,189	47.0%	4,605	51.6%	7,229	46.6%	18,937	54.2%	1,608	42.9%	17,145	45.8%
Born outside United States	10,755	0.8%	39	0.4%	74	0.5%	380	1.1%	15	0.4%	234	0.6%
Foreign born	64,080	5.0%	108	1.2%	181	1.2%	1,485	4.3%	42	1.1%	706	1.9%
Entered 1990 to March 2000	30,570	2.4%	28	0.3%	42	0.3%	863	2.5%	10	0.3%	281	0.8%
Naturalized citizen	21,203	1.6%	76	0.9%	95	0.6%	358	1.0%	23	0.6%	385	1.0%
Not a citizen	42,877	3.3%	32	0.4%	86	0.6%	1,127	3.2%	19	0.5%	321	0.9%

Source: Census 2000 Summary File 3 (SF 3) - Sample Data

Table 10: Urban & Rural Population, 1980 - 2000

		1980			1990			2000		
		#	% Total	% Chng	#	% Total	% Chng	#	% Total	% Chng
State of Idaho	Urban	509,702	54	32.2	578,214	57.4	13.4	859,497	66.4	48.6
	Rural	434,233	46	32.7	428,535	42.6	-1.3	434,456	33.6	1.4
Clearwater County	Urban	3,711	35.7	-4.4	2,868	33.7	-22.7	3,815	42.7	33.0
	Rural	6,679	64.3	-4.4	5,637	66.3	-15.6	5,115	57.3	-9.3
Idaho County	Urban	3,666	24.8	0.8	3,226	23.4	-12	3,235	20.9	0.3
	Rural	11,103	75.2	20	10,557	76.6	-4.9	12,276	79.1	16.3
Latah County	Urban	16,513	57.4	16.7	18,519	60.5	12.1	21,791	62.4	17.7
	Rural	12,236	42.6	13.9	12,098	39.5	-1.1	13,144	37.6	8.6
Lewis County	Urban	0	0	0	0	0	0	0	0	0.0
	Rural	4,118	100	6.5	3,516	100	-14.6	3,747	100	6.6
Nez Perce County	Urban	27,986	84.2	7.4	28,082	83.2	0.3	30,946	82.7	10.2
	Rural	5,234	15.8	21.5	5,672	16.8	8.4	6,464	17.3	14.0

Source: U.S. Bureau of the Census, [year] Census of Population and Housing, Vol. 2, Population and Housing Unit Counts, Pt. 14, Idaho, CPH-2-14, 1980, 1990.

Notes: % Total is the percentage of total population. % Change is the percentage of change from the prior census year

3.3 Economic Conditions and Trends

The economic health and well being of project area communities is a topic of ongoing interest because of changes in the timber industry that began in the 1990's. During this time period, mill closures occurred throughout communities in Idaho, Montana, Washington, and Oregon (Ehinger 2001). In Idaho, approximately thirty-one mills closed with a loss of approximately 1,731 jobs (Ehinger 2001: 3). Mill closures occurred in communities such as Grangeville, Keuterville, Riggins, and Craigmont, all within the project area. Mills continue to operate in Elk City, Grangeville, Kooskia, Kamiah, Lewiston, Orofino, Princeton, Troy, and Weippe. Timber harvesting and lumber production are important components of the region's economy and particularly in the five project counties (Morgan et al. 2004; Ehinger 2001; Robinson, McKetta, and Peterson 1996). However, readers should consult the specialized literature regarding this topic for a more in-depth assessment of timber industry changes and their economic consequences (Barney & Worth and Company 2000; Harris, Station, and United States. Bureau of Land Management. 2000; Interior Columbia Basin Ecosystem Management Project, United States. Forest Service., and United States. Bureau of Land Management. 1998; Pacific Northwest Research Station, United States. Bureau of Land Management, and Harris 2000; Power and Barrett 2001; Rasker 1995). It is important to note here the contribution of mill closures to amplifying concerns about timber harvesting as a topic for Plan revision. Some stakeholders perceive only positive economic benefits to increased timber harvesting. Others suggest more attention to the total environmental milieu of the five counties will reap the most economic benefit by attracting new businesses seeking high quality surroundings.

Agriculture is also a prominent and historically important industry in the project area. Agriculture has added to the region's overall economic diversity as well as promoting its rural character. Table 11 shows data from the Census of Agriculture for 1987, 1992 and 1997, the most recent comprehensive data available. For Idaho as a whole, as well as for the five counties, the trend is toward a decrease in the number of farms, the number of full-time farmers, and average farm size. On the other hand, for the most recent census the estimated value of farms (land and buildings) has increased 30.8 percent for Idaho as a whole, 21.5

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percent in Clearwater County, 18.2 percent in Idaho County, 25.2 percent in Latah County, 11.5 percent in Lewis County, and 21.6 percent in Nez Perce County. The overall value of crops sold has generally increased, although Latah County shows a 5.3 percent decline for the 1997 census. On the other hand, the value of livestock, poultry, and related products shows dramatic declines for all project counties as indicated by the 1997 census.

Table 12: Employment by Industry 1990 & 2000 uses Bureau of Economic Analysis (BEA) data to compare employment by place of work, type, and industry for the state and the five counties. Similarities and differences among the project counties apparent in the demographic data also appear in these data. For example, while Idaho state wages and salaried employment increased 42.5 percent from 1990 to 2000, Clearwater County increased only .8 percent and Idaho County 5.5 percent while the other counties showed increases of 18.9 percent (Latah), 16.5 percent (Lewis), and 26.2 percent (Nez Perce). However, both Clearwater and Idaho counties show higher increases in proprietor's income (30.3 and 54.5 percent respectively) than the other counties.

Table 13 displays the percentage of employment in each category for 1990 and 2000. For 2000, farm employment is highest in Lewis (12.6%) and Idaho (12.1%) counties followed by Clearwater (4.7%), Latah (4.4%), and Nez Perce (2.3%). In non-farm employment, government accounts for the largest share of employment in Latah (34.8%), Clearwater (25.6%), and Lewis (20.7%) counties. Services also have a relatively large share of employment in Nez Perce (28.8%), Latah (22.9%), Idaho (21.2%), Clearwater (19.5%), and Lewis (12.1%) counties. Manufacturing is also important in Clearwater (16.8%), Nez Perce (14.7%), and Idaho (11.4%) counties, but there is a downward trend in manufacturing in all project counties except Idaho County. The patterns of employment growth and decline are different for each county, but Idaho and Clearwater counties show similar configurations of an increase in agricultural services (forestry, fishing, other), construction, and services accompanied by declines in manufacturing and federal government employment. Table 14 lists the major employers in each of the counties using information from recent Idaho Department of Labor county profiles.

Table 15 uses Idaho Department of Labor data to show trends in unemployment rates among the five counties. This table is ranked by the overall average for the years 1992-2002 with the state averaging 5.5 percent for this time period. Clearwater County is second in the state with an average of 13.9 percent for the ten year period, followed by Idaho County with 11.0 percent and ranking fifth in the state. Lewis County averages 7.3 percent and ranks 17th, Nez Perce County averages 3.9 percent and ranks 38th, and Latah County averages 3.4 percent and ranks 43rd for the ten year period. Figure 16 charts the monthly unemployment rate for the state and the five counties using Bureau of Labor Statistics data for 1999 to 2002. Clearwater, Idaho, and Lewis counties show seasonal patterns of unemployment. These patterns express the effects of employment in agriculture, the timber industry, and related work. Table 16 shows changes in place of work in each of the counties and the state.

Income data for the five counties also shows patterns consistent with income trends in other western states. Table 17 shows per capita personal income, total personal income, and components of personal income. Although per capita personal income is increasing for all the counties, there is still a considerable difference between Idaho and the national average. The components of personal income for all the counties also show a shift toward more transfer payments. For the state, there is about a 2 percent difference between 1981 and 2001 in transfer payments whereas Clearwater County shows an 8.5 percent increase, Idaho County a 6.6 percent increase, Latah County a 2.9 percent increase, Lewis County a 9.5 percent increase, and Nez Perce County a 4.7 percent increase. In all counties the percentage of earnings as a portion of total personal income has decreased. Clearwater

(55.6%), Idaho (49.8%), and Lewis (42.1%) counties also show lower percentages of earnings income than Latah (64.1%) and Nez Perce (63.2%) counties.

One indicator of county dependence on natural resources can be assessed using an IMPLAN analysis about income derived from employment in natural resource industries. IMPLAN is an automated economic modeling system using input/output methods. Preliminary 2000 data were used to examine the proportion of labor income derived from natural resource employment. The IMPLAN model uses labor income, including indicators of primary and secondary labor income, to describe natural resource dependency. Primary labor income is defined as the sum of employee compensation and proprietor income, which is the income of sole proprietorships and partnerships. Secondary labor is calculated by IMPLAN using Type II multipliers that include “induced” or secondary income derived from the primary income expenditures.

Figure 17 to Figure 26 are pie charts for each county that show two different views of the relationship of total labor income to natural resources related income. Figure 17 to Figure 21 show the relative contribution of grazing, timber, mining, government, and recreation to primary labor income. Figure 22 to Figure 26 show the relative contribution of each of these sectors to total labor income (primary + secondary = total labor income) for these natural resource sectors. The bar chart in Figure 27 shows the relationship of wildland (natural resource dependent) labor income to non-natural resources related income for the five counties. As these data indicate, in both Clearwater and Idaho counties about 20 percent of total labor income is derived from natural resource dependent economic activity. Ranking the 100 counties of Idaho (44) and Montana (56) on total labor income for “wildland dependency” shows that Clearwater County (23.94%) ranks 1st among all the counties, Idaho County (23.7%) ranks 5th, Lewis County (10.58%) 23rd, Latah County (6.76%) is 49th, and Nez Perce County (2.69%) ranks 78th.

Federal lands also make a fiscal contribution to local governments through Payments in Lieu of Taxes (PILT) and what is commonly termed “Payments to States” or “Secure Schools and Roads” funding. PILT funds derive from a 1976 law (Public Law 94-565) that provide funds to local governments based on amount of federal lands within their jurisdiction. These payments are affected by federal funding limitations, prior year “Payments to States”, and formulas based on county populations. Based on annual congressional appropriation decisions, PILT payments may not always be fully funded. Counties may also receive monies based on a 1908 law that allocates ten percent of the gross revenues generated from timber harvest, grazing, mining, and all other uses from the federal lands within their jurisdictions.

The Weeks Law of 1911 increased the amount of payments from ten to twenty-five percent. These “twenty-five percent monies” were mandated to be used for schools and roads. With recent diminishing commercial uses of federal lands, in 2000 the President signed the Secure Rural Schools and Community Self Determination Act (PL 106-393). The purpose of this Act is to address diminishing amounts of the twenty-five percent monies. This new law allows counties the option of continuing to receive the twenty-five percent amount or to elect to receive a fixed amount based on the average of the three highest years between 1986 and 1999. In rural counties these funds can be an important source of funding to maintain roads and provide support for schools. However, this law is currently scheduled to sunset 2006.

Table 19 and Table 20 show the trends in PILT payments for thirteen western states and the per acre entitlement. Table 21 shows the trends in PILT payments for all Idaho counties for 2000-2003 and Table 22 shows the source of the entitlement acres.

Table 23 shows the Forest Receipt funds ranked by county average for the 1986-1999 time period. These are the funds counties received as “Forest Receipts” or “twenty five percent”

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monies. Idaho County has the highest average (3.12 million), Clearwater County is 7th (771,700), Latah County is 12th (219,800), and the other two counties are near the bottom of the ranking. Figure 26 graphs these data and Figure 27 shows the trend in the decline in federal timber harvests for each of the project counties. The 2001 Secure Schools and Roads payments to the five counties are indicated in Table 24. For Clearwater and Idaho counties, these payments are substantial. Clearwater County receives about 1.2 million and Idaho County 4.9 million dollars in Secure Schools and Roads payments. As a point of comparison, the 2000 Idaho Department of Commerce County Profiles indicates that Clearwater County budgeted \$6,068,084 for property tax revenues and Idaho County budgeted \$6,583,409. For either of these counties to generate either 1.2 million (Clearwater County) or 4.9 million (Idaho County) in additional tax revenues to replace the Secure Schools and Roads funds would present a fiscal if not a political challenge. Given this law will sunset in 2006, these counties may become increasingly interested in renewal of this law, otherwise replacing these funds, or pursuing other strategies to address the deficit that might result if these payments are lost. This potential deficit may also influence how these particular counties approach topics for Plan revision such as timber harvesting and other sources of potential revenue.

Table 11: Census of Agriculture 1987 - 1997

	Idaho		Clearwater County		Idaho County		Latah County		Lewis County		Nez Perce County	
	1987 to 1992 % Chng	1992 to 1997 % Chng	1987 to 1992 % Chng	1992 to 1997 % Chng	1987 to 1992 % Chng	1992 to 1997 % Chng	1987 to 1992 % Chng	1992 to 1997 % Chng	1987 to 1992 % Chng	1992 to 1997 % Chng	1987 to 1992 % Chng	1992 to 1997 % Chng
Number of Farms	-8.4%	0.9%	-2.8%	0.0%	-14.5%	-0.2%	-5.3%	8.0%	-7.3%	2.8%	-14.8%	11.0%
Full-time Farms	-10.1%	-7.9%	-1.9%	-3.0%	-8.6%	-5.6%	-11.5%	-9.8%	0.0%	-17.5%	-12.5%	-0.9%
Land in farms (acres)	-3.3%	-12.2%	-23.5%	-29.2%	-7.3%	-12.7%	-1.6%	-6.3%	-5.2%	-8.3%	0.8%	-29.0%
Average size of farm (acres)	5.5%	-13.0%	-21.2%	-29.3%	8.4%	-12.5%	3.8%	-13.2%	2.2%	-10.7%	18.4%	-36.0%
Estimated market value of land and buildings@ 1: average per farm	21.9%	30.8%	17.5%	21.5%	46.1%	18.2%	-7.9%	25.2%	5.1%	11.5%	17.9%	21.6%
Estimated market value of land and buildings@ 1: average per acre	19.2%	49.1%	44.5%	127.8%	20.4%	59.2%	6.7%	22.4%	16.6%	25.2%	10.5%	65.3%
Market value of agricultural products sold (\$1,000)	30.6%	12.9%	14.2%	5.3%	-11.5%	8.9%	15.8%	-5.3%	-4.5%	3.2%	11.9%	11.3%
Market value of agricultural products sold, average per farm	42.5%	11.9%	17.4%	5.3%	3.5%	9.0%	22.3%	-12.4%	3.1%	0.4%	31.3%	0.3%
Market value of ag products sold - livestock, poultry, and their products (\$1,000)	25.6%	6.8%	13.5%	-40.7%	0.5%	-14.6%	18.3%	-26.6%	37.9%	-37.0%	38.3%	-35.2%
Farms with grazing permits, source of permits (Forest service)	-9.1%	10.0%	-14.3%	16.7%	-22.4%	-15.6%	-18.5%	13.6%	100.0%	-100.0%	80.0%	-11.1%

Source: Oregon State University Libraries <http://govinfo.kerr.orst.edu/> utilizing Census of Agriculture database

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Table 12: Employment by Industry 1990 & 2000

	Idaho State			Clearwater			Idaho		
	1990	2000	% Chng	1990	2000	% Chng	1990	2000	% Chng
Employment by place of work									
Total full-time and part-time employment	552,735	788,419	42.6%	4,370	4,718	8.0%	6,705	8,161	21.7%
By type									
Wage and salary employment	429,068	611,371	42.5%	3,310	3,337	0.8%	4,482	4,727	5.5%
Proprietors employment	123,667	177,048	43.2%	1,060	1,381	30.3%	2,223	3,434	54.5%
Farm proprietors employment	22,144	24,400	10.2%	207	205	-1.0%	698	765	9.6%
Nonfarm proprietors employment 2/	101,523	152,648	50.4%	853	1,176	37.9%	1,525	2,669	75.0%
By industry									
Farm employment	36,939	41,554	12.5%	227	222	-2.2%	831	988	18.9%
Nonfarm employment	515,796	746,865	44.8%	4,143	4,496	8.5%	5,874	7,173	22.1%
Private employment	423,368	631,566	49.2%	2,886	3,290	14.0%	4,455	5,753	29.1%
Ag. services, forestry, fishing and other 3/	12,525	19,131	52.7%	119	206	73.1%	98	309	215.3%
Mining	4,593	3,227	29.7%	(L)	(L)		111	91	-18.0%
Construction	31,205	56,241	80.2%	144	274	90.3%	294	612	108.2%
Manufacturing	67,850	82,809	22.0%	1,139	794	-30.3%	1,210	934	-22.8%
Transportation and public utilities	24,519	34,711	41.6%	134	163	21.6%	286	335	17.1%
Wholesale trade	25,483	35,671	40.0%	58	(D)		209	173	-17.2%
Retail trade	92,238	135,425	46.8%	562	597	6.2%	905	1,086	20.0%
Finance, insurance, and real estate	35,132	53,070	51.1%	122	(D)		225	481	113.8%
Services	129,823	211,281	62.7%	605	920	52.1%	1,117	1,732	55.1%
Government and gov't enterprises	92,428	115,299	24.7%	1,257	1,206	-4.1%	1,419	1,420	0.1%
Federal, civilian	13,003	13,379	2.9%	325	270	-16.9%	599	457	-23.7%
Military	11,387	9,536	16.3%	54	36	-33.3%	88	63	-28.4%
State and local	68,038	92,384	35.8%	878	900	2.5%	732	900	23.0%
State government	22,674	29,218	28.9%	313	341	8.9%	127	151	18.9%
Local government	45,364	63,166	39.2%	565	559	-1.1%	605	749	23.8%

	Latah			Lewis			Nez Perce		
	1990	2000	% Chng	1990	2000	% Chng	1990	2000	% Chng
Employment by place of work									
Total full-time and part-time employment	16,831	20,482	21.7%	1,751	2,046	16.8%	21,622	27,112	25.4%
By type									
Wage and salary employment	13,312	15,823	18.9%	1,082	1,261	16.5%	18,093	22,832	26.2%
Proprietors employment	3,519	4,659	32.4%	669	785	17.3%	3,529	4,280	21.3%
Farm proprietors employment	602	738	22.6%	195	209	7.2%	352	441	25.3%
Nonfarm proprietors employment 2/	2,917	3,921	34.4%	474	576	21.5%	3,177	3,839	20.8%
By industry									
Farm employment	740	897	21.2%	246	257	4.5%	524	611	16.6%
Nonfarm employment	16,091	19,585	21.7%	1,505	1,789	18.9%	21,098	26,501	25.6%
Private employment	10,275	12,458	21.2%	1,130	1,366	20.9%	18,235	22,942	25.8%
Ag. services, forestry, fishing and other 3/	194	(D)		50	124	148.0%	240	263	9.6%
Mining	(L)	(D)		(L)	(D)		82	135	64.6%
Construction	494	746	51.0%	63	(D)		1,001	1,217	21.6%
Manufacturing	951	970	2.0%	226	184	-18.6%	4,151	3,989	-3.9%
Transportation and public utilities	446	508	13.9%	75	127	69.3%	1,025	1,694	65.3%
Wholesale trade	390	465	19.2%	124	102	-17.7%	816	915	12.1%
Retail trade	3,351	3,776	12.7%	272	380	39.7%	4,133	4,835	17.0%
Finance, insurance, and real estate Services	580	858	47.9%	73	133	82.2%	1,341	2,073	54.6%
Government and gov't enterprises	3,863	4,698	21.6%	243	248	2.1%	5,446	7,821	43.6%
Federal, civilian	5,816	7,127	22.5%	375	423	12.8%	2,863	3,559	24.3%
Military	292	222	-24.0%	55	38	-30.9%	252	400	58.7%
State and local	233	191	-18.0%	22	15	-31.8%	218	158	27.5%
State government	5,291	6,714	26.9%	298	370	24.2%	2,393	3,001	25.4%
Local government	4,223	(D)		39	56	43.6%	1,139	1,412	24.0%
	1,068	(D)		259	314	21.2%	1,254	1,589	26.7%

Source: Bureau of Economic Analysis website <http://www.bea.doc.gov/bea/regional/reis/action.cfm>

Notes: (D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

(L) Less than 10 jobs, but the estimates for this item are included in the totals.

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Table 13: Employment by Industry Percentages 1990 & 2000

	Idaho State			Clearwater			Idaho		
	1990%	2000%	% Chng	1990%	2000%	% Chng	1990%	2000%	% Chng
Employment by place of work									
Total full-time and part-time employment	100%	100%	0.0%	100.0%	100.0%	0.0%	100.0%	100.0%	0.0%
By type									
Wage and salary employment	77.6%	77.5%	-0.1%	75.7%	70.7%	-5.0%	66.8%	57.9%	-8.9%
Proprietors employment	22.4%	22.5%	0.1%	24.3%	29.3%	5.0%	33.2%	42.1%	8.9%
Farm proprietors employment	4.0%	3.1%	-0.9%	4.7%	4.3%	-0.4%	10.4%	9.4%	-1.0%
Nonfarm proprietors employment 2/	18.4%	19.4%	5.4%	19.5%	24.9%	5.4%	22.7%	32.7%	10.0%
By industry									
Farm employment	6.7%	5.3%	-1.4%	5.2%	4.7%	-0.5%	12.4%	12.1%	-0.3%
Nonfarm employment	93.3%	94.7%	1.4%	94.8%	95.3%	0.5%	87.6%	87.9%	0.3%
Private employment	76.6%	80.1%	3.5%	66.0%	69.7%	3.7%	66.4%	70.5%	4.1%
Ag. services, forestry, fishing and other 3/	2.3%	2.4%	0.2%	2.7%	4.4%	1.6%	1.5%	3.8%	2.3%
Mining	0.8%	0.4%	-0.4%	(L)	(L)	-	1.7%	1.1%	-0.5%
Construction	5.6%	7.1%	1.5%	3.3%	5.8%	2.5%	4.4%	7.5%	3.1%
Manufacturing	12.3%	10.5%	-1.8%	26.1%	16.8%	-9.2%	18.0%	11.4%	-6.6%
Transportation and public utilities	4.4%	4.4%	0.0%	3.1%	3.5%	0.4%	4.3%	4.1%	-0.2%
Wholesale trade	4.6%	4.5%	-0.1%	1.3%	(D)	-	3.1%	2.1%	-1.0%
Retail trade	16.7%	17.2%	0.5%	12.9%	12.7%	-0.2%	13.5%	13.3%	-0.2%
Finance, insurance, and real estate	6.4%	6.7%	0.4%	2.8%	(D)	-	3.4%	5.9%	2.5%
Services	23.5%	26.8%	3.3%	13.8%	19.5%	5.7%	16.7%	21.2%	4.6%
Government and gov't enterprises	16.7%	14.6%	-2.1%	28.8%	25.6%	-3.2%	21.2%	17.4%	-3.8%
Federal, civilian	2.4%	1.7%	-0.7%	7.4%	5.7%	-1.7%	8.9%	5.6%	-3.3%
Military	2.1%	1.2%	-0.9%	1.2%	0.8%	-0.5%	1.3%	0.8%	-0.5%
State and local	12.3%	11.7%	-0.6%	20.1%	19.1%	-1.0%	10.9%	11.0%	0.1%
State government	4.1%	3.7%	-0.4%	7.2%	7.2%	0.1%	1.9%	1.9%	0.0%
Local government	8.2%	8.0%	-0.2%	12.9%	11.8%	-1.1%	9.0%	9.2%	0.2%

	Latah			Lewis			Nez Perce		
	1990%	2000%	% Chng	1990%	2000%	% Chng	1990%	2000%	% Chng
Employment by place of work									
Total full-time and part-time employment	100.0%	100.0%	0.0%	100.0%	100.0%	0.0%	100.0%	100.0%	0.0%
By type									
Wage and salary employment	79.1%	77.3%	-1.8%	61.8%	61.6%	-0.2%	83.7%	84.2%	0.5%
Proprietors employment	20.9%	22.7%	1.8%	38.2%	38.4%	0.2%	16.3%	15.8%	-0.5%
Farm proprietors employment	3.6%	3.6%	0.0%	11.1%	10.2%	-0.9%	1.6%	1.6%	0.0%
Nonfarm proprietors employment 2/	17.3%	19.1%	1.8%	27.1%	28.2%	1.1%	14.7%	14.2%	-0.5%
By industry									
Farm employment	4.4%	4.4%	0.0%	14.0%	12.6%	-1.5%	2.4%	2.3%	-0.2%
Nonfarm employment	95.6%	95.6%	0.0%	86.0%	87.4%	1.5%	97.6%	97.7%	0.2%
Private employment	61.0%	60.8%	-0.2%	64.5%	66.8%	2.2%	84.3%	84.6%	0.3%
Ag. services, forestry, fishing and other 3/	1.2%	(D)	-	2.9%	6.1%	3.2%	1.1%	1.0%	-0.1%
Mining	(L)	(D)	-	(L)	(D)	-	0.4%	0.5%	0.1%
Construction	2.9%	3.6%	0.7%	3.6%	(D)	-	4.6%	4.5%	-0.1%
Manufacturing	5.7%	4.7%	-0.9%	12.9%	9.0%	-3.9%	19.2%	14.7%	-4.5%
Transportation and public utilities	2.6%	2.5%	-0.2%	4.3%	6.2%	1.9%	4.7%	6.2%	1.5%
Wholesale trade	2.3%	2.3%	0.0%	7.1%	5.0%	-2.1%	3.8%	3.4%	-0.4%
Retail trade	19.9%	18.4%	-1.5%	15.5%	18.6%	3.0%	19.1%	17.8%	-1.3%
Finance, insurance, and real estate	3.4%	4.2%	0.7%	4.2%	6.5%	2.3%	6.2%	7.6%	1.4%
Services	23.0%	22.9%	0.0%	13.9%	12.1%	-1.8%	25.2%	28.8%	3.7%
Government and gov't enterprises	34.6%	34.8%	0.2%	21.4%	20.7%	-0.7%	13.2%	13.1%	-0.1%
Federal, civilian	1.7%	1.1%	-0.7%	3.1%	1.9%	-1.3%	1.2%	1.5%	0.3%
Military	1.4%	0.9%	-0.5%	1.3%	0.7%	-0.5%	1.0%	0.6%	-0.4%
State and local	31.4%	32.8%	1.3%	17.0%	18.1%	1.1%	11.1%	11.1%	0.0%
State government	25.1%	(D)	-	2.2%	2.7%	0.5%	5.3%	5.2%	-0.1%
Local government	6.3%	(D)	-	14.8%	15.3%	0.6%	5.8%	5.9%	0.1%

Source: Bureau of Economic Analysis website <http://www.bea.doc.gov/bea/regional/reis/action.cfm>

Notes: (D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

(L) Less than 10 jobs, but the estimates for this item are included in the totals.

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Table 14: Major Employers by County 2003

Clearwater County	Idaho County
Orofino Joint School District #171	Bennett Lumber Products
U.S. Forest Service	Clearwater Forest Industries Inc
Clearwater County	Dept. of Corrections - State Penitentiary
Clearwater Valley Hospital & Clinic	Grangeville Joint School District
Idaho State Penitentiary	Idaho County
Department of Health & Welfare	Seubert Excavators Inc
DEBCO	St Mary's Hospital - Cottonwood
Konkolville Lumber Co., Inc.	Syringa General Hospital District
	Three Rivers Timber, Inc.
	U.S. Forest Service
Latah County	Lewis County
AI - University Inn – Best Western	City of Kamiah
Bennett Lumber Products	Dept. of Public Lands
Evangelical Lutheran Good Samaritan Society	Highland Joint School Dist. 305
Latah County	Hillco, Inc.
Moscow School District #281	Kamiah Elementary School
Wal-Mart Associates Inc.	Kamiah Jr./Sr. High School
Winco Foods	Kamiah Mills
City of Moscow	Lewis & Clark RV Park
Gritman Medical Center	Lewis County
Latah Health Services, Inc.	Nezperce Joint School Dist. 302
Rosauers Super Markets	NFC U.S. Dept. of Agriculture
University of Idaho	
Nez Perce County	
Albertsons, Inc.	
ATK	
City of Lewiston	
Lewis-Clark State College	
Lewiston Independent School Dist. #1	
Nez Perce County	
Nez Perce Tribal Exec. Comm.	
Northwest Childrens Home, Inc.	
Potlatch Corp.	
Tribune Publishing Co.	
Twin City Foods, Inc.	
Wal-Mart	

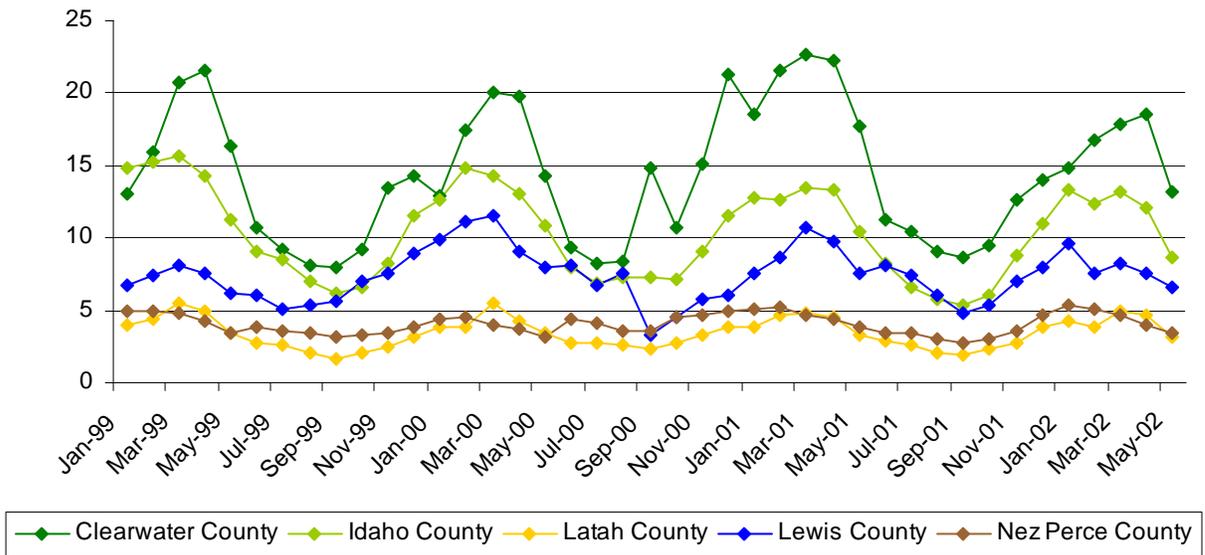
Source: Idaho Department of Labor County Profiles

Table 15: Average Annual Unemployment Rates by County, 1992 – 2002, Ranked by Overall Average

County	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	Average
Adams	13.9	14.6	11.8	14.2	14.3	14.4	14.6	14.9	13.0	13.8	14.2	14.0
Clearwater	15.5	15.8	14.7	13.2	11.9	12.4	12.8	13.5	14.4	15.1	13.5	13.9
Shoshone	16.1	14.3	11.6	10.5	10.0	10.4	11.1	11.6	11.1	12.4	11.4	11.9
Benewah	11.5	10.9	10.0	10.6	11.5	10.3	11.8	12.6	12.5	10.6	11.6	11.3
Idaho	11.8	13.0	11.4	11.6	11.1	10.9	10.6	10.7	10.2	9.8	9.5	11.0
Valley	10.3	11.3	8.7	9.1	9.3	10.0	9.3	9.3	7.8	8.3	9.2	9.3
Bonner	10.2	9.9	8.6	9.0	9.3	8.8	8.2	9.5	9.0	8.4	8.8	9.1
Boundary	9.6	9.3	8.8	8.8	9.5	8.9	9.0	9.2	8.7	9.1	8.6	9.1
Washington	10.3	9.0	9.6	8.8	8.1	8.2	7.0	8.4	9.2	8.9	10.4	8.9
Lemhi	10.7	10.8	8.3	7.2	8.2	9.2	8.5	8.0	9.0	7.6	7.4	8.6
Custer	9.6	15.3	8.3	5.8	6.1	7.0	8.6	8.1	7.2	7.6	8.3	8.4
Payette	10.1	8.6	8.4	7.0	7.0	7.9	6.7	7.4	7.4	8.4	9.6	8.0
Kootenai	7.9	8.0	7.5	7.6	7.9	8.5	7.8	8.0	7.5	8.2	8.2	7.9
Minidoka	8.7	9.1	8.7	7.7	7.1	8.2	8.0	7.6	7.3	6.4	7.6	7.8
Fremont	8.5	9.1	8.3	8.4	7.9	7.8	7.0	6.9	7.0	6.5	5.9	7.6
Gem	8.2	7.8	6.6	7.5	7.1	6.8	6.9	6.9	5.8	8.0	9.7	7.4
Lewis	6.5	8.5	6.8	7.0	7.2	7.7	7.4	6.8	7.6	7.7	7.1	7.3
Cassia	8.2	8.6	8.0	6.6	6.2	7.0	7.0	6.8	6.3	5.6	6.4	7.0
Power	7.4	5.4	7.2	6.9	6.2	6.3	5.7	7.2	7.0	7.2	9.2	6.9
Caribou	6.6	7.1	7.5	6.8	6.5	6.2	5.9	6.1	6.0	5.8	7.6	6.6
Elmore	7.0	7.2	6.6	6.0	6.1	6.3	5.9	6.5	6.1	6.1	7.8	6.5
Boise	7.7	7.3	6.1	5.1	5.9	6.8	5.9	7.6	7.1	5.0	5.7	6.4
Bannock	7.5	6.4	6.2	5.9	5.4	5.5	4.9	5.3	5.0	4.8	6.4	5.8
Canyon	6.7	6.6	5.9	5.6	5.3	5.5	5.0	4.8	4.5	5.0	6.7	5.6
State of Idaho	6.5	6.2	5.6	5.4	5.2	5.3	5.0	5.2	4.9	4.9	5.8	5.5
Bingham	6.3	5.8	5.9	5.6	5.3	5.0	4.9	5.1	4.6	4.6	4.5	5.2
Bear Lake	5.3	5.9	6.0	5.1	5.0	4.6	4.5	4.6	5.9	5.0	5.5	5.2
Lincoln	6.6	6.1	4.8	4.1	4.8	5.2	5.0	5.4	4.9	4.0	5.5	5.1
Twin Falls	7.1	6.7	5.0	4.8	4.5	4.6	4.7	4.8	4.4	4.1	4.3	5.0
Jerome	6.6	6.6	5.1	4.6	4.3	4.7	4.5	4.5	4.4	3.8	4.2	4.8
Butte	7.3	6.3	5.0	4.0	4.7	4.8	4.2	4.0	3.7	3.9	4.3	4.7
Jefferson	6.1	5.4	5.4	5.1	4.7	4.4	4.3	4.4	3.9	3.7	4.0	4.7
Blaine	7.4	5.9	5.2	4.3	4.1	4.9	3.9	3.7	3.3	2.9	4.1	4.5
Clark	4.5	5.7	4.4	4.4	3.6	4.3	3.8	3.5	4.8	4.3	5.2	4.4
Camas	5.9	4.8	2.5	3.1	4.4	4.5	3.5	4.3	4.1	4.9	4.0	4.2
Gooding	5.1	5.4	4.3	4.1	4.2	4.2	3.8	3.6	3.8	3.5	3.7	4.2
Owyhee	5.8	5.6	3.3	3.1	3.0	2.8	2.7	4.4	4.2	4.5	5.1	4.0
Bonneville	4.9	4.4	4.3	4.3	4.1	3.9	3.6	3.6	3.4	3.4	3.6	3.9
Nez Perce	4.5	3.9	3.5	4.1	3.5	3.6	3.7	3.9	4.1	4.2	4.0	3.9
Franklin	3.5	3.5	3.5	4.2	4.4	4.1	3.5	3.5	3.9	4.0	4.3	3.9
Oneida	5.0	3.6	3.7	4.0	3.1	3.5	3.6	3.9	3.6	3.6	4.3	3.8
Teton	4.0	4.1	3.7	3.3	4.7	4.8	3.6	3.5	3.1	2.5	4.0	3.8
Ada	4.3	4.0	3.5	3.5	3.3	3.2	3.1	3.3	2.9	3.3	4.7	3.6
Latah	3.8	3.5	2.9	3.0	3.2	3.6	3.4	3.3	3.5	3.6	3.6	3.4
Madison	2.9	3.1	3.3	3.3	3.2	3.3	2.8	2.6	2.5	2.0	1.9	2.8

Source: Idaho Department of Labor, Research & Analysis and Public Affairs
<http://www.labor.state.id.us/lm/lf9202countyrates.htm>

Figure 16: Monthly Unemployment 1999 - 2001



Source: Bureau of Labor Statistics, Local Area Unemployment Statistics <http://data.bls.gov/labjava/outside.jsp?survey=la>

Table 16: Place of Work – State and County Level

	Idaho					Clearwater County					Idaho County				
	1990	%	2000	%	% Chng	1990	%	2000	%	% Chng	1990	%	2000	%	% Chng
Total:	440,809	100.0	594,654	100.0	0.0%	2,898	100.0	3,207	100.0	0.0%	5,153	100.0	5,788	100.0	0.0%
Worked in state of residence:	423,247	96.0	565,340	95.1	-0.9%	2,850	98.3	3,086	96.2	-2.1%	5,114	99.2	5,616	97.0	-2.2%
Worked in county of residence	372,922	84.6	480,849	80.9	-3.7%	2,626	90.6	2,721	84.8	-5.8%	4,496	87.3	4,870	84.1	-3.1%
Worked outside county of residence	50,325	11.4	84,491	14.2	2.8%	224	7.7	365	11.4	3.7%	618	12.0	746	12.9	0.9%
Worked outside state of residence	17,562	4.0	29,314	4.9	0.9%	48	1.7	121	3.8	2.1%	39	0.8	172	3.0	2.2%
	Latah County					Lewis County					Nez Perce County				
	1990	%	2000	%	% Chng	1990	%	2000	%	% Chng	1990	%	2000	%	% Chng
Total:	13,755	100.0	16,837	100.0	0.0%	1,283	100.0	1,483	100.0	0.0%	15,109	100.0	17,551	100.0	0.0%
Worked in state of residence:	12,052	87.6	14,245	84.6	-3.0%	1,261	98.3	1,425	96.1	-2.2%	13,810	91.4	15,788	90.0	-1.4%
Worked in county of residence	11,540	83.9	13,249	78.7	-5.2%	943	73.5	920	62.0	-11.5%	13,280	87.9	15,099	86.0	-1.9%
Worked outside county of residence	512	3.7	996	5.9	2.2%	318	24.8	505	34.1	9.3%	530	3.5	689	3.9	0.4%
Worked outside state of residence	1,703	12.4	2,592	15.4	3.0%	22	1.7	58	3.9	2.2%	1,299	8.6	1,763	10.0	1.4%

Source: U. S. Bureau of the Census, 2000 Summary File 3 (SF 3) - Sample Data and U.S. Bureau of the Census 1990 Summary Tape File 3 (STF 3) Sample Data

Table 17: Per Capita Income, Total Personal Income and Components of Total Personal Income 1981, 1991 & 2001

		Per Capita Personal Income		Total Personal Income		Components of Total Personal Income		
		(\$)	% Chng	(\$1,000s)	% Chng	Earnings (%)	Dividends, Interest, and Rent (%)	Transfer Payments (%)
Idaho	1981	9,405		9,049,939		69.2%	19.0%	11.8%
	1991	16,158	71.8%	16,825,220	85.9%	67.6%	19.3%	13.0%
	2001	24,506	51.7%	32,362,804	92.3%	67.6%	18.9%	13.5%
Clearwater County	1981	9,041		93,991		70.7%	14.8%	14.5%
	1991	14,597	61.5%	124,281	32.2%	61.2%	19.6%	19.2%
	2001	21,163	45.0%	182,175	46.6%	55.6%	21.4%	23.0%
Idaho County	1981	8,279		123,433		58.5%	25.6%	15.9%
	1991	14,004	69.2%	195,376	58.3%	57.0%	24.5%	18.5%
	2001	19,305	37.9%	297,201	52.1%	49.8%	27.7%	22.5%
Latah County	1981	8,985		260,819		66.8%	22.4%	10.8%
	1991	14,722	63.9%	461,431	76.9%	65.5%	22.2%	12.3%
	2001	21,716	47.5%	763,420	65.4%	64.1%	22.2%	13.7%
Lewis County	1981	9,616		39,549		56.9%	24.9%	18.2%
	1991	15,465	60.8%	54,856	38.7%	54.9%	23.4%	21.8%
	2001	22,438	45.1%	81,362	48.3%	42.1%	30.2%	27.7%
Nez Perce County	1981	10,364		344,146		66.9%	19.7%	13.4%
	1991	17,301	66.9%	597,552	73.6%	63.7%	20.7%	15.6%
	2001	26,014	50.4%	963,015	61.2%	63.2%	18.7%	18.1%

Source: Washington State University Northwest Income Indicators Project website <http://niip.wsu.edu/> utilizing Regional Economic Information System, Bureau of Economic Analysis data

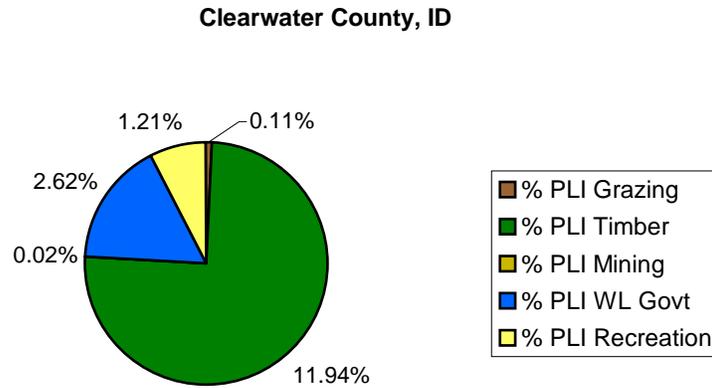
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**Table 18: Per Capita Personal Income % Comparison
1981, 1991 & 2001**

		Per Capita Personal Income		
		(\$)	% US	% Idaho
United States	1981	11,280	-	-
	1991	20,023	-	-
	2001	30,413	-	-
Idaho	1981	9,405	-16.6%	-
	1991	16,158	-19.3%	-
	2001	24,506	-19.4%	-
Clearwater County	1981	9,041	-19.8%	-3.9%
	1991	14,597	-27.1%	-9.7%
	2001	21,163	-30.4%	-13.6%
Idaho County	1981	8,279	-26.6%	-12.0%
	1991	14,004	-30.1%	-13.3%
	2001	19,305	-36.5%	-21.2%
Latah County	1981	8,985	-20.3%	-4.5%
	1991	14,722	-26.5%	-8.9%
	2001	21,716	-28.6%	-11.4%
Lewis County	1981	9,616	-14.8%	2.2%
	1991	15,465	-22.8%	-4.3%
	2001	22,438	-26.2%	-8.4%
Nez Perce County	1981	10,364	-8.1%	10.2%
	1991	17,301	-13.6%	7.1%
	2001	26,014	-14.5%	6.2%

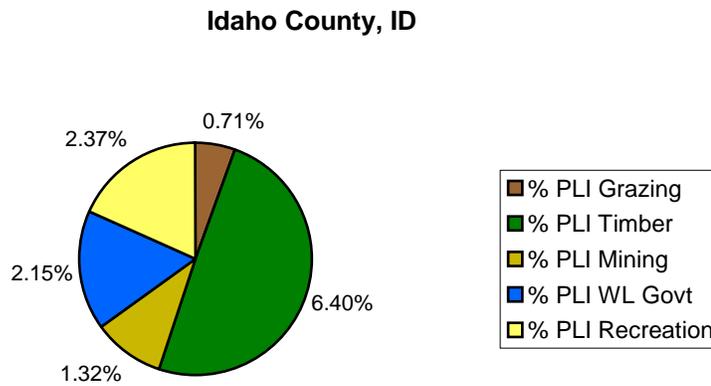
Source: Washington State University Northwest Income Indicators Project website <http://niip.wsu.edu/> utilizing Regional Economic Information System, Bureau of Economic Analysis data

Figure 17: Clearwater County Natural Resource Portion of Primary Labor Income 2000



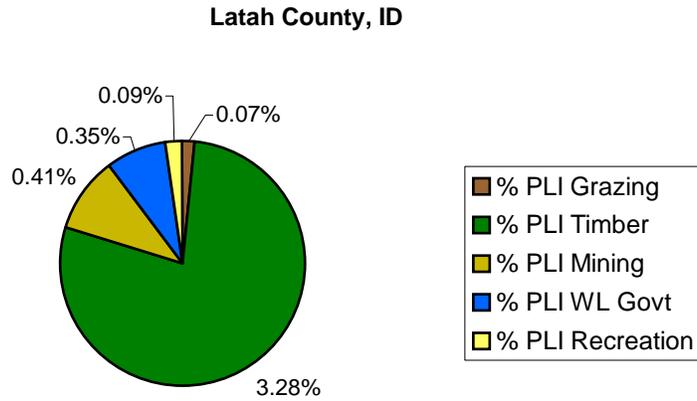
Source: 2000 IMPLAN data

Figure 18: Idaho County Natural Resource Portion of Primary Labor Income 2000



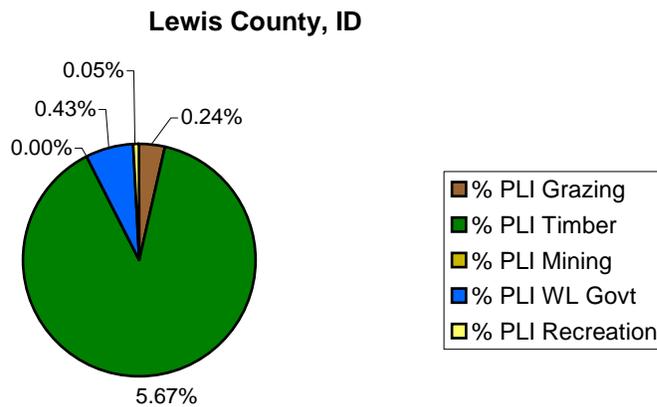
Source: 2000 IMPLAN data

Figure 19: Latah County Natural Resource Portion of Primary Labor Income 2000



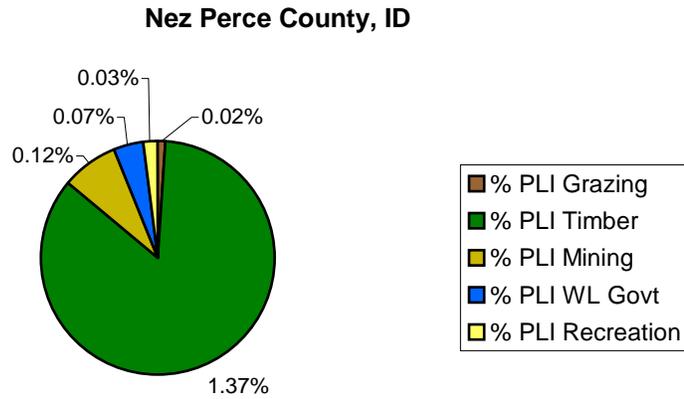
Source: 2000 IMPLAN data

Figure 20: Lewis County Natural Resource Portion of Primary Labor Income 2000



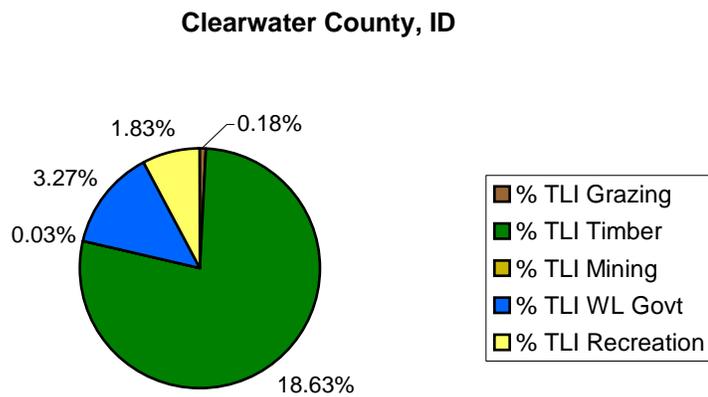
Source: 2000 IMPLAN data

Figure 21: Nez Perce County Natural Resource Portion of Primary Labor Income 2000



Source: 2000 IMPLAN data

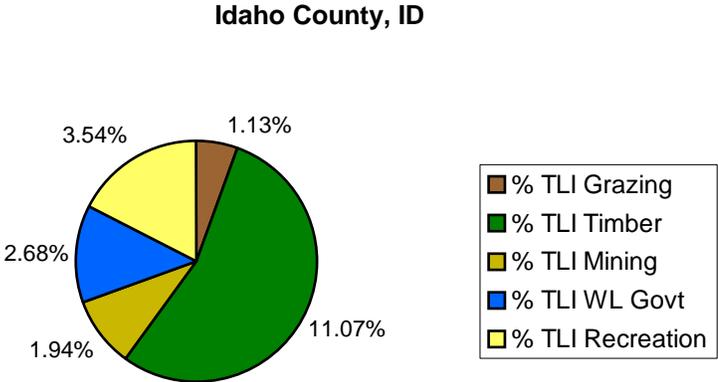
Figure 22: Clearwater County Natural Resource Portion of Total Labor Income 2000



Source: 2000 IMPLAN data

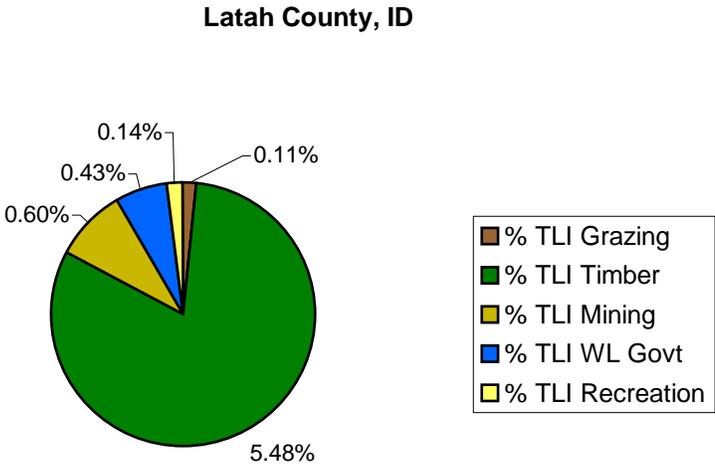
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Figure 23: Idaho County Natural Resource Portion of Total Labor Income 2000



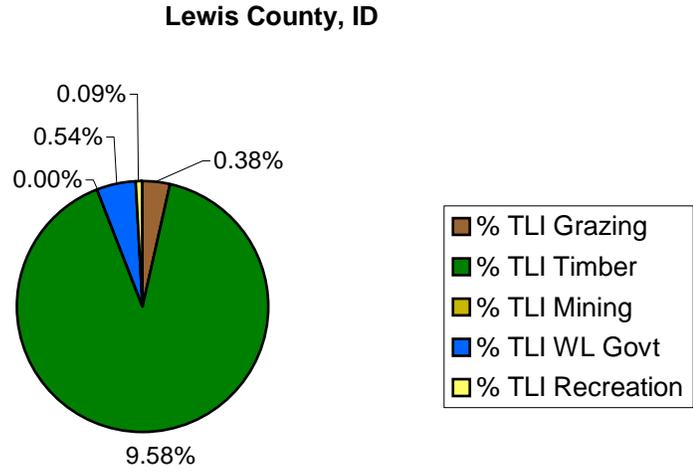
Source: 2000 IMPLAN data

Figure 24: Latah County Natural Resource Portion of Total Labor Income 2000



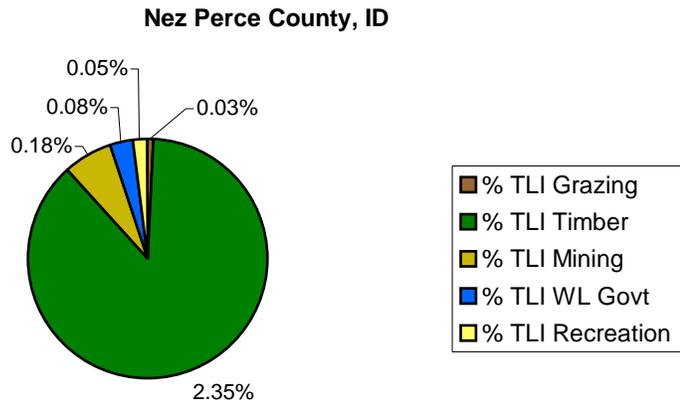
Source: 2000 IMPLAN data

Figure 25: Lewis County Natural Resource Portion of Total Labor Income 2000



Source: 2000 IMPLAN data

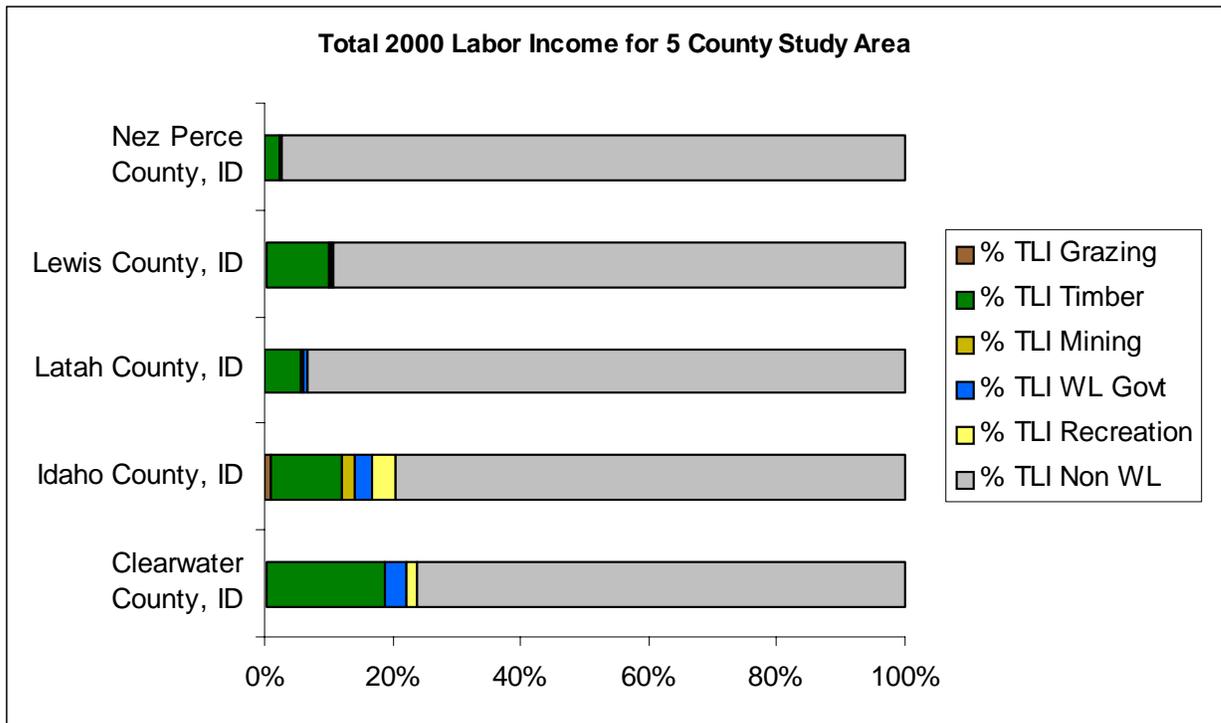
Figure 26: Nez Perce County Natural Resource Portion of Total Labor Income 2000



Source: 2000 IMPLAN data

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Figure 27: Wildland & Non-Wildland Total Labor Income 2000



Source: 2000 IMPLAN data

Table 19: PILT for Thirteen Western States 1995 - 1999

State	1995	1996	1997	1998	1999
Alaska	\$4,713,149	\$4,881,171	\$6,780,912	\$8,067,394	\$8,734,619
Arizona	\$8,435,276	\$9,637,593	\$9,439,156	\$10,033,602	\$10,275,296
California	\$9,620,931	\$10,981,158	\$11,144,562	\$12,001,299	\$12,783,359
Colorado	\$6,621,107	\$7,817,409	\$8,083,786	\$8,464,227	\$9,294,770
Hawaii	\$0	\$0	\$9,865	\$13,987	\$14,500
Idaho	\$7,055,419	\$7,995,619	\$7,719,459	\$8,024,068	\$8,354,480
Montana	\$7,728,062	\$8,932,523	\$8,932,282	\$9,345,804	\$9,846,022
Nevada	\$6,462,215	\$7,061,291	\$6,863,738	\$6,973,002	\$7,180,805
New Mexico	\$10,526,826	\$11,799,581	\$11,152,959	\$11,375,334	\$11,597,426
Oregon	\$2,750,818	\$3,469,868	\$3,497,163	\$3,778,244	\$3,720,267
Utah	\$8,682,991	\$9,587,416	\$9,308,104	\$9,477,033	\$9,783,359
Washington	\$4,790,444	\$2,210,219	\$2,812,553	\$3,253,931	\$3,707,574
Wyoming	\$5,740,222	\$7,220,748	\$7,465,499	\$7,658,654	\$7,969,204

Source: University of Nevada Reno, Cooperative Extension Fact Sheet 02-03

Table 20: PILT per Entitlement Acre for Thirteen Western States 1999

State	Entitlement Acres	Total PILT	PILT per Entitlement Acre
California	42,820,923	\$12,789,337	\$0.30
New Mexico	22,571,110	\$11,597,426	\$0.51
Arizona	27,539,895	\$10,275,296	\$0.37
Montana	27,210,659	\$9,846,022	\$0.36
Utah	32,440,085	\$9,783,359	\$0.30
Colorado	23,617,846	\$9,294,770	\$0.39
Alaska	104,823,543	\$8,734,619	\$0.08
Idaho	32,328,703	\$8,354,480	\$0.26
Wyoming	29,933,836	\$7,969,204	\$0.27
Nevada	56,856,175	\$7,180,805	\$0.13
Oregon	28,733,148	\$3,720,267	\$0.13
Washington	11,485,941	\$3,707,574	\$0.32
Hawaii	13,267	\$14,500	\$1.09
Rest of U.S.	39,395,740	\$21,313,318	\$0.54
Total	479,770,871	\$124,580,977	\$0.26

Source: University of Nevada Reno, Cooperative Extension Fact Sheet 02-03

Table 21: Idaho County PILT Payments 2000 - 2003

County	2000	2001	2002	2003	2003 Acres
Ada	\$155,073	\$222,005	\$235,817	\$269,997	198,469
Adams	\$75,572	\$155,386	\$224,650	\$98,708	542,842
Bannock	\$162,266	\$233,841	\$246,503	\$279,558	213,978
Bear Lake	\$203,921	\$295,886	\$321,309	\$347,075	287,994
Benewah	\$26,431	\$47,327	\$46,240	\$18,759	45,513
Bingham	\$248,221	\$355,370	\$373,877	\$428,301	314,903
Blaine	\$507,692	\$786,678	\$825,016	\$962,970	1,314,466
Boise	\$131,080	\$309,286	\$315,614	\$160,957	885,176
Bonner	\$124,115	\$208,492	\$136,019	\$82,792	455,314
Bonneville	\$457,902	\$660,811	\$694,607	\$774,568	615,499
Boundary	\$118,683	\$186,579	\$100,860	\$86,465	475,510
Butte	\$154,669	\$214,137	\$223,521	\$246,852	887,413
Camas	\$44,533	\$67,894	\$71,563	\$80,727	443,955
Canyon	\$16,152	\$23,123	\$24,096	\$27,493	20,297
Caribou	\$182,940	\$291,158	\$188,619	\$486,274	445,866
Cassia	\$602,261	\$863,768	\$907,700	\$1,074,481	923,205
Clark	\$45,954	\$77,180	\$81,022	\$90,692	700,077
Clearwater	\$231,924	\$443,136	\$502,609	\$266,852	844,161
Custer	\$216,188	\$327,901	\$344,225	\$380,688	2,936,754
Elmore	\$681,614	\$1,094,501	\$1,148,992	\$1,292,673	1,299,676
Franklin	\$96,055	\$139,762	\$154,893	\$161,983	139,255
Fremont	\$401,823	\$577,205	\$598,659	\$635,235	708,062
Gem	\$96,685	\$140,691	\$147,394	\$137,442	134,319
Gooding	\$187,618	\$268,583	\$282,537	\$323,514	237,503
Idaho	\$476,658	\$691,553	\$728,903	\$819,716	4,516,815
Jefferson	\$147,386	\$210,999	\$221,999	\$254,200	186,868
Jerome	\$76,134	\$108,990	\$114,660	\$131,290	96,510
Kootenai	\$188,439	\$269,721	\$283,511	\$244,499	239,826
Latah	\$78,056	\$111,744	\$118,306	\$112,764	99,579
Lemhi	\$279,295	\$412,181	\$479,734	\$481,584	2,648,462
Lewis	\$6,393	\$9,152	\$9,628	\$11,025	8,104
Lincoln	\$199,607	\$305,366	\$320,548	\$382,668	584,452
Madison	\$48,738	\$69,908	\$72,974	\$78,834	63,425
Minidoka	\$137,775	\$197,237	\$207,495	\$237,592	174,649
Nez Perce	\$26,393	\$38,039	\$40,952	\$46,232	34,686
Oneida	\$206,736	\$296,806	\$314,723	\$361,308	409,145
Owyhee	\$368,447	\$566,318	\$594,479	\$682,283	3,624,547
Payette	\$52,154	\$74,646	\$78,528	\$89,951	66,121
Power	\$228,262	\$326,752	\$343,758	\$393,628	289,357
Shoshone	\$129,137	\$271,763	\$197,618	\$222,573	1,224,034
Teton	\$72,136	\$103,390	\$107,556	\$113,608	95,130
Twin Falls	\$505,168	\$723,198	\$760,806	\$871,184	640,389
Valley	\$215,892	\$313,061	\$329,978	\$372,169	2,046,737
Washington	\$231,016	\$359,578	\$393,237	\$394,877	340,535
Total	\$8,825,194	\$13,451,102	\$13,915,735	\$15,017,041	32,459,578

Source: BLM website <http://www.id.blm.gov/blmfacts/>

Table 22: PILT Entitlement Acreage by County & Agency, FY 2003

County	BLM	FS	BOR	NPS	COE	ARMY	FISH	URC	TOTAL
Ada	190,606	3,724	113	0	4,026	0	0	0	198,469
Adams	54,032	488,810	0	0	0	0	0	0	542,842
Bannock	82,529	118,737	12,712	0	0	0	0	0	213,978
Bear Lake	41,038	229,978	0	0	0	0	16,978	0	287,994
Benewah	13,596	31,917	0	0	0	0	0	0	45,513
Bingham	299,472	0	15,431	0	0	0	0	0	314,903
Blaine	802,694	490,498	5,063	13,587	0	0	2,624	0	1,314,466
Boise	30,697	850,974	1,280	0	2,225	0	0	0	885,176
Bonner	11,162	435,296	0	0	8,856	0	0	0	455,314
Bonneville	85,638	482,387	47,394	0	0	0	80	0	615,499
Boundary	4,416	471,094	0	0	0	0	0	0	475,510
Butte	577,149	271,062	0	39,202	0	0	0	0	887,413
Camas	122,330	321,625	0	0	0	0	0	0	443,955
Canyon	9,726	0	9,783	0	0	0	788	0	20,297
Caribou	70,375	375,491	0	0	0	0	0	0	445,866
Cassia	515,846	384,133	12,602	10,424	0	0	200	0	923,205
Clark	341,298	358,779	0	0	0	0	0	0	700,077
Clearwater	11,460	786,917	0	79	45,705	0	0	0	844,161
Custer	813,044	2,123,710	0	0	0	0	0	0	2,936,754
Elmore	529,270	770,022	0	0	384	0	0	0	1,299,676
Franklin	15,493	121,661	2,101	0	0	0	0	0	139,255
Fremont	142,015	525,859	8,700	31,488	0	0	0	0	708,062
Gem	71,884	60,325	2,110	0	0	0	0	0	134,319
Gooding	237,129	0	320	54	0	0	0	0	237,503
Idaho	91,897	4,423,495	0	1,298	0	0	125	0	4,516,815
Jefferson	186,867	1	0	0	0	0	0	0	186,868
Jerome	84,382	0	12,128	0	0	0	0	0	96,510
Kootenai	10,149	229,232	5	0	440	0	0	0	239,826
Latah	236	99,343	0	0	0	0	0	0	99,579
Lemhi	574,930	2,073,532	0	0	0	0	0	0	2,648,462
Lewis	8,094	10	0	0	0	0	0	0	8,104
Lincoln	582,878	0	1,574	0	0	0	0	0	584,452
Madison	19,107	41,460	2,858	0	0	0	0	0	63,425
Minidoka	165,480	0	9,169	0	0	0	0	0	174,649
Nez Perce	30,540	2,611	4	76	1,455	0	0	0	34,686
Oneida	270,108	139,037	0	0	0	0	0	0	409,145
Owyhee	3,622,976	0	0	0	0	0	1,571	0	3,624,547
Payette	66,052	0	69	0	0	0	0	0	66,121
Power	228,487	36,047	24,463	0	0	0	360	0	289,357
Shoshone	56,799	1,167,235	0	0	0	0	0	0	1,224,034
Teton	6,080	88,012	1,038	0	0	0	0	0	95,130
Twin Falls	543,946	92,655	0	3,788	0	0	0	0	640,389
Valley	3,133	2,013,677	29,927	0	0	0	0	0	2,046,737
Washington	220,515	119,084	936	0	0	0	0	0	340,535
Total	11,845,555	20,228,430	199,780	99,996	63,091	0	22,726	0	32,459,578

Source: BLM http://www.blm.gov/pilt/acr_result.php?searchtype=ID&searchterm=FY_2003

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Table 23: Forest Receipts 1986 – 1999, Ranked by County Average

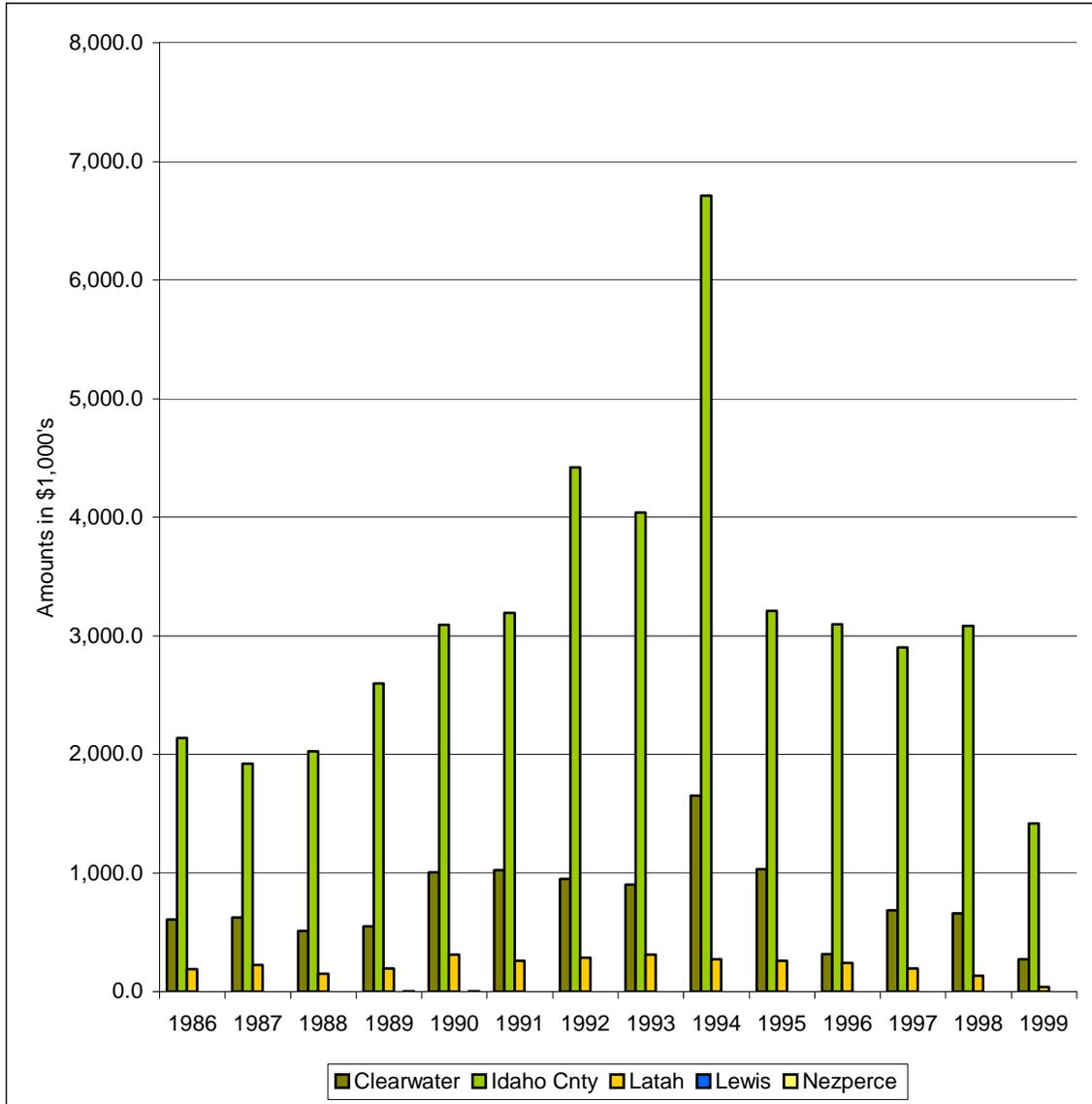
County	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	Av. Pmt.
Idaho	2,139.0	1,920.5	2,023.9	2,597.4	3,093.6	3,191.6	4,422.6	4,038.0	6,709.7	3,210.0	3,097.6	2,904.4	3,085.1	1,420.6	3,132.4
Shoshone	2,163.7	2,391.5	1,976.0	2,632.1	3,082.1	2,843.7	3,478.0	3,231.2	3,312.7	2,818.9	3,026.1	2,187.6	2,209.6	959.5	2,593.8
Valley	404.4	656.9	920.9	1,265.0	1,405.8	1,412.4	2,444.7	4,366.0	3,826.8	1,772.3	3,182.1	2,701.1	1,490.1	930.1	1,912.8
Bonner	517.8	658.3	890.0	751.9	1,004.0	930.7	1,351.6	969.2	1,063.8	1,068.4	971.0	565.7	843.9	787.2	883.8
Boundary	497.7	660.6	913.2	743.5	999.6	923.3	1,363.1	926.3	1,040.6	1,087.7	978.6	549.8	845.8	830.6	882.9
Boise	126.8	300.8	440.6	469.4	557.2	514.1	803.2	2,801.3	2,212.0	712.2	1,510.3	938.1	447.4	380.9	872.5
Clearwater	608.3	624.7	511.1	550.2	1,008.6	1,025.5	951.4	903.1	1,652.3	1,031.7	314.7	687.1	660.1	274.9	771.7
Elmore	106.8	234.1	337.8	355.5	424.4	392.6	604.5	2,066.1	1,652.0	542.3	1,149.1	716.1	345.8	299.3	659.0
Kootenai	518.7	538.7	551.6	742.9	613.5	645.4	905.9	689.9	826.3	619.1	800.9	492.5	696.1	363.1	643.2
Adams	137.0	162.8	210.8	385.3	408.8	442.0	823.7	512.5	627.2	510.6	752.1	882.2	535.4	260.2	475.1
Lemhi	210.4	138.1	345.7	512.4	334.4	377.7	731.0	710.9	535.6	329.9	228.1	291.6	240.1	199.4	370.4
Latah	188.9	224.9	150.3	195.8	313.9	261.9	285.6	314.2	271.7	258.4	241.0	196.3	134.2	39.9	219.8
Fremont	84.2	83.0	190.1	210.5	234.8	211.2	170.6	135.3	108.8	100.4	68.5	71.0	58.9	58.7	127.6
Custer	65.1	81.4	81.2	86.6	82.5	109.2	95.3	230.7	202.4	137.1	155.7	87.8	118.9	79.9	115.3
Washington	35.5	40.5	51.0	93.2	98.9	106.9	199.4	124.3	152.0	123.6	182.2	213.6	129.6	63.0	115.3
Bonneville	60.1	79.5	130.6	108.3	108.7	99.7	114.1	94.0	96.0	77.0	85.0	92.8	93.6	83.2	94.5
Clark	57.0	56.2	128.7	142.5	158.9	143.0	115.7	91.9	73.9	68.2	46.6	48.2	40.1	39.9	86.5
Benewah	68.2	79.8	53.1	67.3	106.5	88.6	96.7	106.4	83.9	82.5	76.8	62.4	42.1	12.5	73.3
Caribou	40.3	65.7	80.7	52.8	44.8	37.8	70.8	64.8	76.2	57.0	77.6	93.2	94.0	81.4	66.9
Blaine	46.9	47.6	53.0	41.8	57.7	56.3	58.4	61.9	125.8	75.4	85.5	60.7	43.6	53.3	62.0
Gem	8.8	21.1	30.8	32.9	39.1	36.1	56.2	195.9	154.4	49.7	106.2	65.9	31.4	26.8	61.1
Bear Lake	31.1	53.6	41.9	66.3	69.0	33.7	48.4	67.5	64.5	55.8	57.0	104.8	77.9	70.0	60.1
Cassia	37.8	38.1	42.4	33.2	45.8	44.7	46.3	48.9	99.6	59.6	67.6	48.0	34.4	42.1	49.2
Camas	30.9	31.5	35.1	27.7	38.2	37.3	38.6	40.8	83.2	49.8	56.5	40.1	28.8	35.2	41.0
Franklin	18.2	31.9	20.1	44.3	47.9	20.7	26.9	43.3	39.0	35.2	32.8	68.4	46.7	42.5	37.0
Butte	12.6	14.4	23.9	27.1	27.9	29.0	23.5	36.1	26.4	21.0	19.6	13.3	16.9	11.7	21.7
Teton	14.1	13.9	31.8	35.2	39.3	35.3	28.5	22.6	18.2	16.8	11.5	11.9	9.9	9.8	21.3
Bannock	12.4	20.0	26.1	14.8	11.8	11.4	22.2	19.0	23.2	16.9	24.0	26.8	28.6	24.6	20.1
Oneida	9.5	14.5	18.4	10.8	9.3	9.0	16.0	14.1	18.7	13.1	18.1	19.1	19.7	17.5	14.8
Twin Falls	8.9	9.0	10.1	7.9	11.0	10.7	11.1	11.7	23.8	14.3	16.2	11.5	8.2	10.1	11.7
Madison	6.6	6.5	15.0	16.6	18.5	16.6	13.4	10.7	8.6	7.9	5.4	5.6	4.6	4.6	10.1

County	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	Av. Pmt.
Power	3.5	3.9	4.6	3.3	4.1	4.0	4.7	4.7	8.8	5.4	6.4	5.1	4.1	4.5	4.8
Ada	0.6	1.5	2.1	2.3	2.7	2.5	3.9	11.6	9.1	2.9	6.5	4.0	1.9	1.6	3.8
Nez Perce	1.6	1.3	1.9	2.9	3.1	1.4	1.0	2.0	0.4	0.3	0.3	0.6	0.8	0.6	1.3
Jefferson	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Lewis	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total	8,273.5	9,306.9	10,344.5	12,329.9	14,506.4	14,106.4	19,427.1	22,967.0	25,227.8	15,031.3	17,457.7	14,267.1	12,468.4	7,519.2	14,516.7

Source: USDA Forest Service http://www.fs.fed.us/payments/payments_table.pdf
Amounts in \$1000's

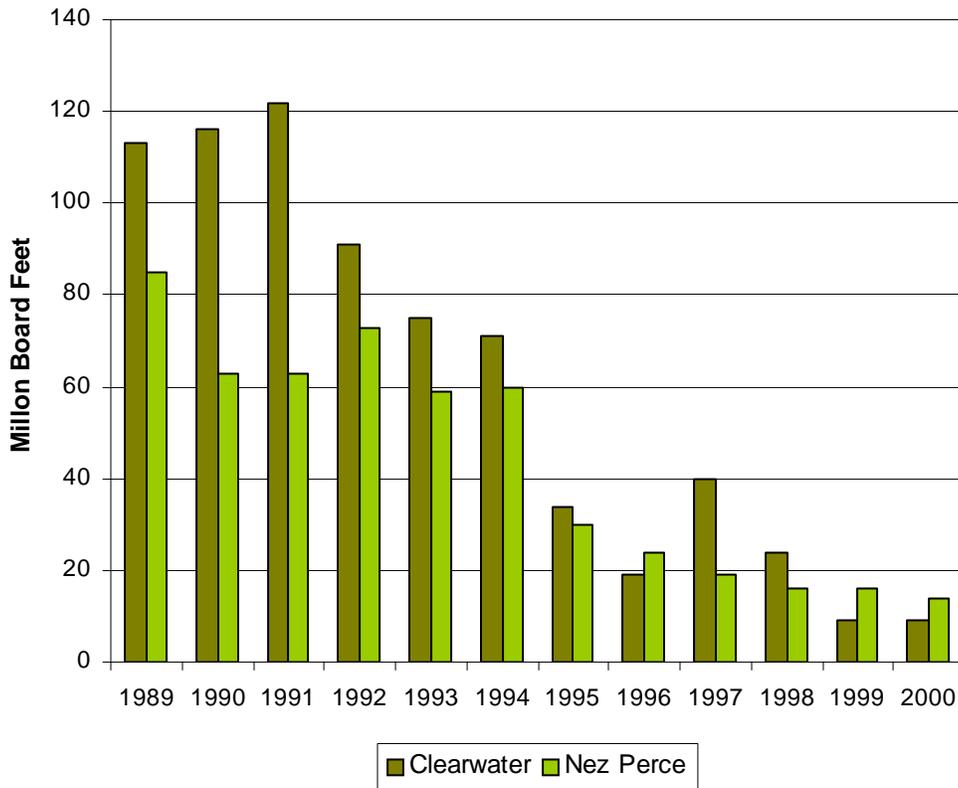
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Figure 28: Forest Receipts 1986 - 1999



Source: USDA Forest Service http://www.fs.fed.us/payments/payments_table.pdf
 Amounts in \$1000's

Figure 29: CLWNF and NPNF Timber Harvests 1989-2000



Source Columbia basin socio-economic assessment phase II- forest products data 1989-2000

Table 24: P.L. 106-393 FY 2001

County	Payment	Schools and Roads	National Forest Projects	County Projects	Title I	Title II	Title III
Clearwater	\$ 1,213,878	\$ 1,031,796	\$ 169,943	\$ 12,139	85%	14%	1%
Idaho	\$ 4,927,130	\$ 4,341,294	\$ 511,929	\$ 73,907	85%	10.39%	1.50%
Latah	\$ 345,737	\$ 293,876	\$ 18,151	\$ 33,709	85%	5.25%	9.75%
Lewis	\$ 14.27	\$ 14.27	-	-			
Nez Perce	\$ 2,026	\$ 2,026	-	-			
Total North Central RAC	\$ 6,488,785	\$ 5,669,007	\$ 700,023	\$ 119,755			

Source: USFS website http://www.fs.fed.us/r1/clearwater/rac/FY2001_County_pymt.pdf

Note: Title I funds are split 70 percent for local roads and 30 percent for schools as required by Idaho Code. Idaho County directed that 23 percent of Title II funds be allocated to the Southwest Idaho RAC.

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3.4 Human Resources Conditions and Trends

The human resources within a community or region are a sub-set of information often used to describe what is termed community well-being, quality of life, or social and human capital (Kusel 1996). These human resources are indicators of community assets and vulnerabilities that affect responses to change agents or other stressors. “Assets” refers to population characteristics that enhance adapting to agents of change, such as loss of jobs, emergence of new industries, or changes in federal land management plans. “Vulnerabilities” refers to population or social characteristics that inhibit adapting to change agents. Secondary data has limited utility to address social processes; and, the data presented here are a starting point for consideration of these issues. However, these types of data are useful to assess community resources when used in combination with other information about leadership, social integration, and community problem solving (e.g., Russell, United States. Minerals Management Service. Environmental Studies (Anchorage Alaska), and Impact Assessment Inc 2001; Russell and Mundy 2002).

The educational level of a population is an indicator of the knowledge and skills that can be applied to responding to individual, family, and community demands for change. Table 25 shows data about the proportion of residents age 25 and older with different educational levels. Clearwater and Idaho counties show higher percentages of persons without a high school diploma. However, the trend for all counties is toward an increase in the overall level of education. This suggests there are no significant education deficits among the populations of these counties.

Social assets can be consumed in responding to poverty and providing public assistance to those in need. Additionally, families and individuals in poverty may be prevented from participation in community processes because they are occupied with meeting their basic survival needs. Table 26 compares the poverty status for families and children in the project counties. These data show that Idaho County ranks 7th in all persons in poverty and 5th in children in poverty for all counties. Clearwater County ranks 21st in all persons in poverty and 12th in children in poverty. All the other counties show slight downward trends in poverty status. Table 27 presents trend data in selected public assistance programs. The absolute numbers suggest increased expenditures in all project counties

School enrollment data are presented in Table 28. These data can be useful as an indicator of potential changes in social composition within communities. For example, declining school enrollments may be indicators of out-migration that is resulting in an overall decrease in community social diversity. This change in diversity can reduce the human resources available to respond to change events (Russell and Adams-Russell 2003). The data in Table 25 shows that total enrollment is declining in each of the counties, with Idaho and Clearwater counties showing the highest declines and Nez Perce and Latah showing the lowest rate of decline. This suggests that Clearwater and Idaho counties have some potential vulnerability related to these declining enrollments.

“Civic mindedness” is a difficult concept to address with secondary data, but voter participation is a rough measure of the involvement of individuals with community processes. The assumption is that participation in community processes is an asset for response to change events and voter turnout is one indicator of such participation. The average voter turn out for all Americans for the 2000 elections was 65.7 percent of those registered. For the United States as a whole, the ratio of turnout to those eligible to vote was 54.7 percent. Table 29 shows data indicating that Idaho ranked 14th among the fifty states in voter turn out and 22nd in the ratio of those eligible to those who registered to vote (Federal

Elections Commission 2003). Voter turnout data for the five counties also shows a slightly higher turnout rate in comparison to the national average: for the 2000 election year, turnout ranged from 65 to 75 percent in comparison to 67.5 percent for the whole nation.

Changes in a social environment sometimes disrupt the usual functioning of community processes. Traditional measures of social disruption are ones such as increased divorce and crime, substance abuse, and changes in migration (Goldman 2000). However, social disruption may also be expressed in other less traditional indicators such as changes in school enrollments or decreased participation in volunteerism within communities. Locally meaningful indicators of social disruption may need to be defined, but the more traditional measures are a useful starting point to consider the trends and conditions in social disruption. Table 30 presents vital statistics data including marriage and divorce rates. The marriage and divorce data are unremarkable, showing a slightly negative trend in divorces in Clearwater, Latah, Lewis and Nez Perce counties and a slight upward trend in Idaho County. Table 31 presents information about crime rates for the 1994-2002 time period. These data do not show any significant trend that indicates a pattern of social disruption. However, these data are not a basis to identify how these communities are coping with change agents and social disruption. That is, stressors may be present, but divorce and crime rates may not be affected because of how coping resources are affecting responses to change agents or other potential stressors.

Table 25: Educational Attainment 1990 & 2000

Educational Attainment	Idaho			Clearwater County			Idaho County		
	1990	2000	% Chng	1990	2000	% Chng	1990	2000	% Chng
Persons 25 years and over	601,292	787,505		5,845	6,352		9,142	10,638	
Less than 9th grade	7.4%	5.2%	-2.1%	11.4%	5.2%	-6.2%	10.4%	6.3%	-4.1%
9th to 12th grade, no diploma	12.9%	10.1%	-2.8%	15.3%	14.7%	-0.6%	14.5%	10.8%	-3.7%
High school graduate	30.4%	28.5%	-1.9%	37.4%	37.3%	-0.1%	36.8%	38.3%	1.5%
Some college, no degree	24.2%	27.3%	3.2%	19.5%	22.4%	2.9%	19.3%	24.8%	5.5%
Associate degree	7.5%	7.2%	-0.3%	5.1%	7.1%	2.0%	6.3%	5.4%	-0.9%
Bachelor's degree	12.4%	14.8%	2.5%	8.3%	9.1%	0.8%	9.2%	10.7%	1.4%
Graduate or professional degree	5.3%	6.8%	1.6%	3.1%	4.3%	1.1%	3.4%	3.8%	0.3%

Educational Attainment	Latah County			Lewis County			Nez Perce County		
	1990	2000	% Chng	1990	2000	% Chng	1990	2000	% Chng
Persons 25 years and over	16,616	19,493		2,325	2,596		22,232	24,759	
Less than 9th grade	5.2%	3.1%	-2.1%	10.4%	6.5%	-3.9%	7.2%	3.9%	-3.3%
9th to 12th grade, no diploma	8.2%	5.9%	-2.3%	10.8%	9.3%	-1.5%	12.9%	10.6%	-2.3%
High school graduate	22.8%	22.6%	-0.2%	38.9%	34.7%	-4.2%	31.3%	31.8%	0.5%
Some college, no degree	21.0%	20.9%	-0.1%	20.6%	28.4%	7.9%	23.3%	26.2%	2.9%
Associate degree	7.1%	6.6%	-0.5%	6.2%	6.2%	0.1%	9.7%	8.6%	-1.1%
Bachelor's degree	19.6%	22.7%	3.1%	10.2%	11.1%	0.9%	11.1%	13.7%	2.6%
Graduate or professional degree	16.2%	18.2%	2.1%	3.0%	3.7%	0.7%	4.5%	5.2%	0.7%

Source: State of Idaho Department of Education

Table 26: Poverty Status 1989 & 1999

	All People in Poverty			Related Children under 18 years		
	1989 %	1999 %	1999 Rank	1989 %	1999 %	1999 Rank
Idaho	13.3	11.8		15.8	13.8	
Clearwater County	12.2	13.5	21	16.3	18.9	12
Idaho County	13.8	16.3	7	16.4	21.0	5
Latah County	18.5	16.7	5	15.1	10.2	39
Lewis County	15.6	12.0	32	20.3	12.9	33
Nez Perce County	12.0	12.2	30	15.7	15.4	28

Source: USDA Economic Research Service website
<http://www.ers.usda.gov/Data/PovertyRates/PovListpct.asp?ST=ID&view=Percent>

Table 27: Public Assistance December 1999, 2001 & 2003

		Idaho State		Clearwater		Idaho		Latah		Lewis		Nez Perce	
		\$	% Chng	\$	% Chng	\$	% Chng	\$	% Chng	\$	% Chng	\$	% Chng
State Supplement	Dec-99	872,704	-	6,911	-	27,766	-	10,341	-	5,853	-	35,068	-
	Dec-01	712,439	-18.4%	6,272	-9.3%	24,933	-10.2%	10,483	1.4%	3,326	-43.2%	27,833	-20.6%
	Dec-03	620,492	-12.9%	4,131	-34.1%	11,181	-55.2%	10,280	-1.9%	3,775	13.5%	39,902	43.4%
Temporary Assistance for Families	Dec-99	424,631	-	2,903	-	7,212	-	2,638	-	2,115	-	22,020	-
	Dec-01	419,308	-1.3%	4,899	68.8%	4,663	-35.3%	3,769	42.9%	1,970	-6.9%	17,827	-19.0%
	Dec-03	581,135	38.6%	4,321	-11.8%	4,343	-6.9%	6,401	69.8%	2,400	21.8%	23,161	29.9%
Medicaid	Dec-99	43,338,071	-	321,787	-	588,703	-	737,394	-	224,878	-	1,782,121	-
	Dec-01	72,589,920	67.5%	565,431	75.7%	992,292	68.6%	1,550,294	110.2%	381,291	69.6%	2,673,199	50.0%
	Dec-03	80,824,712	11.3%	716,842	26.8%	967,266	-2.5%	1,625,611	4.9%	511,401	34.1%	2,901,264	8.5%
Food Stamps	Dec-99	3,926,512	-	36,317	-	63,920	-	65,154	-	11,574	-	147,849	-
	Dec-01	5,048,807	28.6%	41,096	13.2%	51,624	-19.2%	99,043	52.0%	16,223	40.2%	182,115	23.2%
	Dec-03	7,413,430	46.8%	45,200	10.0%	54,201	5.0%	138,354	39.7%	18,232	12.4%	266,322	46.2%
Total Assistance	Dec-99	48,561,918	-	367,918	-	687,602	-	815,526	-	244,420	-	1,987,059	-
	Dec-01	78,770,474	62.2%	617,698	67.9%	1,073,512	56.1%	1,663,589	104.0%	402,810	64.8%	2,900,974	46.0%
	Dec-03	89,439,769	13.5%	770,494	24.7%	1,036,991	-3.4%	1,780,646	7.0%	535,808	33.0%	3,230,649	11.4%

Source: Idaho Department of Health and Welfare website <http://www2.state.id.us/dhw/Welfare/>

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Table 28: School Enrollment 1993 & 2003

	School Yr	Pre-K & Hdcpd	% Chng	Kinder-garten	% Chng	Elementary (1 - 8)	% Chng	High School	% Chng	Total Enrollment	% Chng
Clearwater	1992-1993	10		103		1,072		523		1,708	
	2002-2003	6	-40.0%	100	-2.9%	861	-19.7%	447	-14.5%	1,413	-17.2%
Idaho	1992-1993	10		165		1,558		777		2,510	
	2002-2003	20	100.0%	121	-26.7%	1,155	-25.9%	705	-9.3%	2,001	-20.3%
Latah	1992-1993	18		330		2,955		1,339		4,642	
	2002-2003	62	244.4%	277	-16.1%	2,746	-7.1%	1,293	-3.4%	4,380	-5.6%
Lewis	1992-1993	13		56		719		332		1,120	
	2002-2003	18	38.5%	52	-7.1%	573	-20.3%	341	2.7%	984	-12.1%
Nez Perce	1992-1993	75		415		3,650		1,688		5,828	
	2002-2003	44	-41.3%	404	-2.7%	3,526	-3.4%	1,841	9.1%	5,815	-0.2%
State of Idaho	1992-1993	1,097		15,133		145,082		64,368		225,680	
	2002-2003	2,514	129.2%	17,964	18.7%	152,722	5.3%	75,315	17.0%	248,517	10.1%

Source: Idaho Department of Education website <http://www.sde.state.id.us/finance/historical.asp>

Table 29: Voter Registration & Turnout 1994 - 2002

Location	Year	Primary			General		
		Registered Voters	Ballots Cast	%	Registered Voters	Ballots Cast	%
Clearwater	1994	4,793	1,251	26.1%	5,129	3,410	66.5%
	1996	4,934	1,662	33.7%	5,508	4,051	73.5%
	1998	4,896	963	19.7%	5,213	3,191	61.2%
	2000	5,010	1,775	35.4%	5,379	4,036	75.0%
	2002	4,916	2,171	44.2%	5,120	3,191	62.3%
Idaho	1994	8,107	3,429	42.3%	8,722	6,215	71.3%
	1996	8,936	4,030	45.1%	9,977	7,389	74.1%
	1998	9,569	3,938	41.2%	9,578	5,809	60.6%
	2000	9,782	4,567	46.7%	10,539	7,662	72.7%
	2002	9,126	4,314	47.3%	9,553	6,638	69.5%
Latah	1994	19,881	7,943	40.0%	21,953	13,371	60.9%
	1996	21,246	4,865	22.9%	22,501	16,918	75.2%
	1998	20,554	5,393	26.2%	21,682	12,384	57.1%
	2000	20,565	4,792	23.3%	23,995	15,673	65.3%
	2002	19,603	3,430	17.5%	22,004	11,867	53.9%
Lewis	1994	2,146	788	36.7%	2,331	1,595	68.4%
	1996	2,296	742	32.3%	2,538	1,945	76.6%
	1998	2,288	681	29.8%	2,352	1,434	61.0%
	2000	2,349	939	40.0%	2,459	1,755	71.4%
	2002	2,029	757	37.3%	2,190	1,425	65.1%
Nez Perce	1994	20,145	5,193	25.8%	21,510	14,501	67.4%
	1996	21,090	6,285	29.8%	23,325	17,268	74.0%
	1998	20,784	4,637	22.3%	22,119	13,380	60.5%
	2000	20,600	5,907	28.7%	23,167	16,425	70.9%
	2002	19,742	4,791	24.3%	20,944	12,752	60.9%
Idaho State	1994	573,578	190,973	33.3%	625,803	419,330	67.0%
	1996	618,162	172,918	28.0%	700,430	508,030	72.5%
	1998	629,478	170,279	27.1%	661,433	386,720	58.5%
	2000	630,341	210,562	33.4%	728,085	516,647	71.0%
	2002	626,592	202,270	32.3%	679,535	416,533	61.3%

Source: Idaho Secretary of State, Election Division website http://www.idsos.state.id.us/elect/voterreg/vtr_reg.htm

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Table 30: Vital Statistics 1994 - 2002

		Estimated Population		Live Births			Deaths			Marriages			Divorces		
		Population	Chng	Number	Rate	Chng	Number	Rate	Chng	Number	Rate	Chng	Number	Rate	Chng
Idaho State	1994	1,133,000	-	17,541	15.5	-	8,394	7.4	-	14,895	13.1	-	6,799	6.0	-
	1998	1,228,684	8.4%	19,350	15.7	1.3%	9,141	7.4	0.0%	15,266	12.4	-5.3%	6,980	5.7	-5.0%
	2002	1,341,131	9.2%	20,973	15.6	-0.6%	9,909	7.4	0.0%	14,683	10.9	-11.7%	7,087	5.3	-7.3%
Clearwater	1994	9,100	-	87	9.6	-	88	9.7	-	76	8.4	-	69	7.6	-
	1998	9,310	2.3%	91	9.8	2.1%	79	8.5	-12.4%	68	7.3	-13.1%	44	4.7	-38.2%
	2002	8,446	-9.3%	67	7.9	-19.4%	90	10.7	25.9%	62	7.3	0.6%	61	7.2	53.7%
Idaho	1994	14,600	-	181	12.4	-	126	8.6	-	120	8.2	-	71	4.9	-
	1998	15,066	3.2%	142	9.4	-24.2%	148	9.8	14.0%	118	7.8	-4.9%	61	4.0	-18.4%
	2002	15,308	1.6%	168	11.0	17.0%	166	10.8	10.2%	93	6.1	-22.1%	83	5.4	35.6%
Latah	1994	32,300	-	420	13.0	-	193	6.0	-	215	6.7	-	154	4.8	-
	1998	32,051	-0.8%	436	13.6	4.6%	221	6.9	15.0%	194	6.1	-9.0%	127	4.0	-16.7%
	2002	35,218	9.9%	452	12.8	-5.9%	238	6.8	-1.4%	206	5.8	-4.1%	131	3.7	-7.0%
Lewis	1994	3,800	-	42	11.1	-	40	10.5	-	31	8.2	-	19	5.0	-
	1998	4,007	5.4%	40	10.0	-9.9%	40	10.0	-4.8%	30	7.5	-8.5%	20	5.0	0.0%
	2002	3,721	-7.1%	41	11.0	10.0%	41	11.0	10.0%	30	8.1	7.5%	11	3.0	-40.9%
Nez Perce	1994	36,300	-	444	12.2	-	360	9.9	-	381	10.5	-	250	6.9	-
	1998	36,852	1.5%	467	12.7	4.1%	378	10.3	4.0%	369	10.0	-4.8%	282	7.7	11.6%
	2002	37,106	0.7%	461	12.4	-2.4%	454	12.2	18.4%	334	9.0	-10.0%	239	6.4	-16.4%

Idaho Department of Health and Welfare website http://www2.state.id.us/dhw/vital_stats/1994/94ts18.html and <http://www2.state.id.us/dhw/vs98/events98.htm>

Note: 1994 Population estimated July 1, 1994

1998 Population estimated July 1, 1998 and based on 1990 Census

2002 Population estimated July 1, 2002 based on 2000 Census

Table 31: Crime Rate (Offenses & Arrests) 1995 - 2002

	Idaho State		Clearwater		Idaho		Latah		Lewis		Nez Perce		
	#	% Chng	#	% Chng	#	% Chng	#	% Chng	#	% Chng	#	% Chng	
1995	Offenses/Incident	101,653	-	487	-	675	-	1,608	-	183	-	3,582	-
	Arrests	78,908	-	369	-	603	-	1,153	-	87	-	2,951	-
1996	Offenses/Incident	92,519	-9.0%	427	-12.3%	848	25.6%	1,626	1.1%	164	-10.4%	3,363	-6.1%
	Arrests	78,418	-0.6%	293	-20.6%	607	0.7%	1,186	2.9%	192	120.7%	3,475	17.8%
1997	Offenses/Incident	95,364	3.1%	394	-7.7%	869	2.5%	1,892	16.4%	189	15.2%	3,745	11.4%
	Arrests	73,972	-5.7%	290	-1.0%	640	5.4%	1,346	13.5%	189	-1.6%	3,756	8.1%
1998	Offenses/Incident	94,175	-1.2%	318	-19.3%	716	-17.6%	1,779	-6.0%	92	-51.3%	3,331	-11.1%
	Arrests	77,412	4.7%	278	-4.1%	590	-7.8%	1,297	-3.6%	132	-30.2%	2,903	-22.7%
1999	Offenses/Incident	85,471	-9.2%	316	-0.6%	641	-10.5%	1,327	-25.4%	109	18.5%	2,959	-11.2%
	Arrests	72,730	-6.0%	335	20.5%	617	4.6%	991	-23.6%	150	13.6%	2,335	-19.6%
2000	Offenses/Incident	89,071	4.2%	330	4.4%	565	-11.9%	1,512	13.9%	125	14.7%	2,844	-3.9%
	Arrests	74,974	3.1%	253	-24.5%	600	-2.8%	1,089	9.9%	190	26.7%	2,070	-11.3%
2001	Offenses/Incident	88,798	-0.3%	315	-4.5%	474	-16.1%	1,405	-7.1%	99	-20.8%	2,902	2.0%
	Arrests	75,177	0.3%	271	7.1%	424	-29.3%	1,035	-5.0%	138	-27.4%	2,145	3.6%
2002	Offenses/Incident	92,284	3.9%	353	12.1%	553	16.7%	1,505	7.1%	165	66.7%	2,712	-6.5%
	Arrests	73,964	-1.6%	203	-25.1%	516	21.7%	1,069	3.3%	180	30.4%	2,184	1.8%

Source: Idaho State Police website, Crime in Idaho reports http://www.isp.state.id.us/identification/ucr/crime_idaho.html

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3.5 Summary of Key Points

This chapter presents an overview of socioeconomic conditions and trends as indicated by compiled demographic, economic, and social data from readily available sources. This information is intended as a descriptive and comparative baseline of information about the five project counties for the years 1990 through 2000. The topic areas for presentation of conditions and trends are demography, economy, and social assets and vulnerabilities.

The Federal Government owns approximately sixty-three percent of all Idaho lands. The U.S. Forest Service manages the largest portion of those lands. Among project counties, there are substantial differences in the proportions of federal lands and lands managed by the Forest Service. About eighty-three percent of Idaho County lands are owned by the Federal Government. The Forest Service manages the largest share of these Idaho County lands. The majority of the approximately fifty-three percent of federal lands in Clearwater County are also managed by the Forest Service. Latah County has about sixteen percent federal ownership with the majority of those lands managed by the Forest Service. Nez Perce County has about six percent federal land ownership with the majority of those lands managed by the Bureau of Land Management (BLM). Approximately two percent of Lewis County lands are owned by the federal government with the BLM managing most of this land.

The aggregate population of all five counties has increased 11.5 percent between the 1990 and 2000 census years. Latah County increased 14.1 percent, Idaho County 12.5 percent, Nez Perce County 10.8 percent, Lewis County 6.6 percent, and Clearwater County 5 percent. Idaho and Clearwater counties show higher median ages (42.7 and 41.7 years respectively) than the other counties and higher percentages of older age cohorts and lower percentages of younger age cohorts. The population of all the counties shows limited ethnic diversity other than the presence of Native Americans. Recent census data indicate all project counties are experiencing net migration losses.

Employment by industry data are one indicator of the composition of local economies. Farm employment is highest in Lewis (12.6%) and Idaho (12.1%) counties followed by Clearwater (4.7%), Latah (4.4%), and Nez Perce (2.3%). In non-farm employment, government accounts for the largest share of employment in Latah (34.8%), Clearwater (25.6%), and Lewis (20.7%) counties. Services also have a relatively large share of employment in Nez Perce (28.8%), Latah (22.9%), Idaho (21.2%), Clearwater (19.5%), and Lewis (12.1%) counties. Manufacturing is also important in Clearwater (16.8%), Nez Perce (14.7%), and Idaho (11.4%) counties, but there is a downward trend in manufacturing in all project counties except Idaho County.

Ten year average unemployment rates show that Idaho and Clearwater counties rank among the highest in the state. There is also a strong seasonal pattern of unemployment in these counties. Although per capita and total personal income are increasing, non-wage sources are increasing as a percentage of total personal income.

IMPLAN data also indicate that Clearwater, Idaho, and Lewis counties have higher proportions of dependence on natural resource industries than the other counties. Both Clearwater and Idaho counties also receive substantial fiscal benefit from PILT and Payments to States federal payments.

The social data examined suggest some vulnerability in Clearwater and Idaho Counties based on declining school enrollments and poverty status of adults and children under the age of 18.

4 THE SOCIAL ENVIRONMENT

This section presents a discussion of the sociocultural context of the five counties, as well as a discussion of selected characteristics that may be influenced by internal or external change agents such as Forest Plan revision.² This discussion is based on the assumption that social, cultural, and economic characteristics and conditions are interdependent. While it may be necessary to distinguish “social,” “economic,” and “cultural” for some descriptive or analytical purposes, existing social conditions and processes are affected by how these interdependent components interact (e.g., Berger 1995). For example, the loss or addition of jobs may influence how people interact and form groups or identify leaders. Existing cultural values and world views may then affect the interpretation of these changes and other social or economic actions.

The integration of these sociocultural components is also variable. That is, the integration of social institutions and cultural beliefs can become mismatched. For example, the identity and values of a timber industry lifestyle can become incongruent with the structural change from a mill town to a retirement community with a service based economy. As social institutions become disconnected from cultural values, this can contribute to a perception of “things not making sense” or social alienation and conflict (cf., Geertz 1973). This sense of alienation can amplify concerns related to the incongruities (e.g., timber harvesting). The discontinuity between systems of meaning (i.e., culture) and systems of action (i.e., social/economic actions) appears to apply to the project area social environment, especially in expressions of concerns about changing customs and lifestyles. This issue focuses this discussion about project area customs and social characteristics.

The remainder of this chapter summarizes key points of community culture and social characteristics that are likely to interact with Forest Plan revision. These sociocultural characteristics exist in a historical context that this work can only briefly address in the historical chronology presented in the following section.

4.1 Historical Context: A Chronology

The history of this region of Idaho is well-documented in the published literature (e.g., Arrington 1994) as well as in local and oral history sources (e.g., Sutphen 2004; Vardis 1903). This history is rich in the events of the development of the American West, including the pre-history of the region’s aboriginal peoples and their Nez Perce and Coeur d’Alene decedents, Lewis and Clark’s Corps of Discovery, the discovery of gold, wars with the Nez Perce and Coeur d’Alene Indians, and the development of the timber industry and farming. The current social environment of the project area is framed by these and other historical events. This history and its legacy deserves an extended discussion that is beyond the scope and focus for this work. Sources identified in the existing literature section of this report should be consulted for a full appreciation of these historical processes and events. For the purpose of this report, a chronology of selected historical events is presented as background for the emergence of the present day social environment of the project counties.

² A change agent is any event that places demands on a sociocultural system for adaptation, such as policies, laws, loss or gain of jobs, development of new industries, or similar events.

10,000-40,000 B.C.	Land Bridge Crossing of Ancestors of Native Americans
11,500 to 12,500 B.P	Clovis Period
10,500 to 11,000 B.P ³	Folsom
8,000 to 10,500 B.P	Plano
~9200 years ago	Kennewick Man
200-8000	Historic Indian culture
1500-1800 A.D.	European sea explorers
1803	Purchase of Louisiana Territory
1803-1806	Lewis and Clark expedition
1811	David Thompson maps Columbia Headwaters
1825	Hudson's Bay Company establishes trading posts with Nez Perce
1834	Whitman Party establishes mission on Columbia and Snake Rivers
1836	Henry Spaulding establishes mission in Lapwai.
1840	Henry Spaulding builds lumber mill on Clearwater River
1849	Gold rush
1855	Governor Stevens signs treaty with Nez Perce Tribe
1860 - 1863	Pierce gold strikes and mining
1861	Lewiston established as service center for miners
1862	Alonzo Leland establishes sawmill in Pierce
1863	Idaho Becomes Territory with Lewiston as capitol
1863	Treaty Negotiated with Nez Perce "Chief Lawyer" following discovery of gold in Clearwater country
1864	Nez Perce County and Idaho County established
1870	Growing development of agriculture on the Palouse and Camas Prairies (Idaho Population 17,804)
1872	Joseph Becomes Chief of Wallowa Band of Nez Perce Indians

1877	Nez Perce Indian War
1885	Arrival of railroad in North Central Idaho
1886	Latah County established
1887	Dawes Act signed allocating Indian lands to individuals to encourage farming
1888	Latah County created
1890	Idaho Becomes 43rd State
1890	Idaho population 88,548
1891	Idaho Forest Reserves created
1895	Nez Perce Reservation established
1897	President Cleveland creates Bitter Root Forest Reserve
1898	Orofino Town established
1900	Idaho population 161, 172
1903	6 Potlatch Builds Mill in Idaho
1908	Clearwater and Nez Perce National Forests created
1910	Large scale forest fires
1911	Clearwater County and Lewis County established
1918	Large scale forest fires
1920	Idaho population 431,866
1924	Citizenship extended to all Native Americans
1930	Idaho population 445,032
1934	Passage of Indian Reorganization Act
1936	I.W.W. lumber strike in Clearwater County
1940	Idaho population 524, 873
1948	Bureau of Reclamation begins preparations for Hell's Canyon Dam.
1950	Idaho population 588,637
1960	Idaho population 667,191
1964	Passage of Wilderness Act creation of Selway –Bitterroot Wilderness and Frank Church River of No Return Wilderness
1965	Passage of act creating Nez Perce National Historic Park
1968	Hell's Canyon Dam completed
1970	Idaho population 713,015
1972	Dworshak Dam Completed
1975	Hells Canyon Recreation Area established White Bird bill bypass opens
1978	Gospel Hump Wilderness Area
1980	Passage of Central Idaho Wilderness Act (Idaho population 944,038)
1986	Passage of act creating Nez Perce National Historic Trail
1990	Idaho population 1,006,749
2000	Idaho population 1,293,953

³ BP is an abbreviation for "before present."

4.2 Overview

The project area has a culture and socioeconomic institutions based in a history of natural resource extraction and outdoor lifestyles. Native American customs and traditions coexist with these other lifestyles and express the most noteworthy source of cultural diversity in this region. The region's geography also contributes to the distribution and composition of project area communities. The five counties contain a diverse landscape of forested mountains, deep river valleys, and prairie plateaus. Prairie communities such as Cottonwood and Nezperce have traditionally been areas where agriculture, more than timber, influences economy and lifestyles. The valley towns along the rivers and towns at the edge of the prairie are more closely associated with the lifestyles and economy of the timber industry. Kamiah, Kooskia, Riggins, and Orofino exemplify these communities, although the economy of Riggins has shifted from a timber to a recreation base. The wildlife, forests, mountains, and rivers of the region are resources that contribute to the increasing importance of tourism in local economies.

Project area communities can be divided into regional cities, rural towns, and outlying rural areas. Lewiston (~31,000) and Moscow (~21,000) represent the regional cities that contain services, shopping alternatives, as well as diverse amenities for leisure and recreation. These are also both "college towns." The University of Idaho campus in Moscow is a significant presence that influences the social character and cultural orientations of this community. Similarly, just across the Washington State line is Pullman and the State University of Washington campus. This further contributes to the "college town" influence of Moscow and environs. The 2003 population of the Pullman-Moscow area totals almost 47,000 persons. Lewis and Clark College in Lewiston also adds to the cultural and social mix of that community, but it does not have the same influence as the University of Idaho has in Moscow and Latah County. The demography data presented in Section 3.2 clearly show the influence of the university on population composition in this part of the project area. The region's "rural towns" are exemplified by communities such as Grangeville, Cottonwood, Nezperce, Kamiah, Orofino, Pierce, and similar town centers that have small populations (<4,000 persons) and serve as employment, shopping, and service areas. The "outlying" areas are the places of residence for large portions of the populations in each of these counties, especially in Clearwater, Idaho, and Lewis counties. The rural towns provide some services to these residents, but they also take advantage of the shopping, leisure amenities, and services in the rural cities as well as in the urban areas of Spokane and Boise.

The rural cities and towns exhibit a rural industrial character because of the presence of mills in communities such as Lewiston, Orofino, Kamiah, Kooskia, Elk City, and Grangeville. In the recent past, communities such as Riggins, Potlatch, Headquarters, Craigmont and several others had operating saw mills. Similarly, although mining has waned, it continues to be an activity that is easily observed along the streams and rivers in the summer months. There are also hard rock miners who continue to extract ore of various types from small mines. Farming and ranching also contribute to the rural character as well as to the "developed frontier" character of the five counties. This character is further expressed in the linkage of work, recreation, and lifestyle in this rural setting. Work occupies the five day week for the mill workers who use their after-



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work and weekend hours to enjoy recreational fishing, hunting, and other outdoor activities provided by the nearby forests, mountains, and rivers. This linkage of work, lifestyle, and places is characteristic of many of the rural resource development communities of the west, including communities such as Butte and Anaconda, Montana, which are the classic examples of developed frontier communities with a rural industrial style (Morris 1997; Murphy 1997). Although these Idaho communities are not as large, the linkage of work, lifestyle, and place is similar to those of Butte and Anaconda.

4.3 Culture and Lifestyles

There are noteworthy characteristics of local culture and lifestyle that are relevant for this social assessment. The terms “culture” and “lifestyle” have both popular and scientific meanings, consequently it is important to define “culture” and “lifestyle” as used in this discussion. Melford Spiro, a theoretician of culture, offers the following definition:

...‘Culture’ designates a cognitive system, that is, a set of ‘propositions,’ both descriptive (e.g., ‘the planet earth sits on the back of a turtle’) and normative (e.g., ‘it is wrong to kill’), about nature, man, and society that are more or less embedded in interlocking higher order networks and configurations. ... Cultural propositions are *traditional*, that is, they are developed in the historical experience of social groups, and as a social heritage, they are acquired by social actors through various processes of social transmission ... rather than constructed by them from their private experience. ... Cultural propositions are encoded in *collective* rather than private signs (Spiro 1984:323).

Spiro’s definition emphasizes culture is a cognitive system of beliefs, values, explanations, and propositions based in the history and social experiences of a group. For the purposes of this discussion, cultural propositions are about “basic assumptions” as well as “beliefs, values, and norms.” The basic assumptions identify some of the most fundamental and often tacit views about life and human relationships. Beliefs, values, and norms are usually explicit cognitive orientations for a particular way of living and interacting. Basic assumptions and beliefs, values, and norms can be expressed in cultural artifacts. Basic assumptions as well as values and beliefs, are elements of culture used for examining how groups value resources and construct views about nature, identify natural resources problems and solutions, and otherwise perceive and interpret issues related to forest management. In this sense, “culture” is relevant because it affects how issues considered for Forest Plan revision may be framed and interpreted by the propositions and beliefs of various stakeholders.

The concept of lifestyle connects culture with customs and patterns of behavior. Lifestyle can be defined as culturally influenced patterns of behavior that characterize a social group. Lifestyle is expressed in customs, styles or patterns of working, recreating, socializing, and other activities. The lifestyle concept is useful for this discussion because it indicates activity patterns that can be affected by forest management decisions.

The issues focusing this discussion concern beliefs and propositions that may influence the interpretation of forest management decisions; and, lifestyle characteristics susceptible to possible effects from forest management decisions and plans. The beliefs and propositions described concern views about nature, attachment to place, traditional knowledge, and a local world view and small town values. The lifestyle characteristics are occupation; the integration of place, work, and recreation; outdoor activity; and, community participation.

4.3.1 CULTURAL ORIENTATIONS

From a cultural perspective, “nature” is a variable (Proctor 1995). Perceptions of nature develop from social experiences, cultural beliefs, history, and biological processes (Ellen and Fukui 1996; Soul e and Lease 1995; Cronon 1995). “Utilitarian” and “romantic” or “naturalist” are two common concepts or “ideal types” in American views about nature and its processes (cf. Nash 2001). Some researchers have also characterized these two views as “machine thinking” and “organic thinking” respectively (Kennedy, Dombeck, and Koch 1998). These orientations to nature are represented among project area residents along with a third “stewardship” perspective. There are also other variations and derivatives of each of these orientations. For example, “preservation,” “conservation” and “imperialist” perspectives can be identified as derivatives and variations of the other three orientations. Nonetheless, this discussion focuses on the utilitarian, naturalists, and stewardship orientations because they organize most of the diversity expressed in the discussions with project area residents. These other variations and derivatives are implicit in other research about the concept of forest health among project area residents (cf. Warren 1998). This work should be consulted for another perspective about the assumptions regarding nature informing these various constructions of forest health. The Nez Perce Tribe and Coeur d’Alene Tribe also have an indigenous orientation to nature that coexists with the “utilitarian,” “naturalist,” and “conservationist” views.

The “utilitarian” view of nature is expressed in statements such as the following:

It is there to be used, and if we don’t use it, then we are actually harming the resource. Some disturbance actually helps to improve the health of the forest.

If you don’t use it, it is wasteful. That is just morally wrong.

We know how to care for it and to use it wisely. We have been good stewards because we have taken care of it. You have to use it wisely; you have to help Mother Nature so that it is good for her and good for us who live here.

Look at that forest out around Elk City. It needs some cutting to be cared for, to improve its health. Unless you do that, it is just going to burn up in a fire that will be so hot it will sterilize everything and then it will take a long time to come back. What will happen to water quality then? We need to get in there and help out.

These are succinct expressions of a “utilitarian” perspective in which natural resources exist for human benefit. Furthermore, these resources are believed to benefit from human intervention. This utilitarian view also entails the idea that the health of forest resources depends on human’s tending to them as they would a crop for harvesting. This view also contains the proposition that the waste of these resources, including non-use as waste, violates what is considered a moral norm to ensure natural resources benefit humans (cf., Russell and Mundy 2002).

The naturalist perspective tends to view nature as a pristine resource with spiritual, aesthetic, and existence values. Although this perspective also acknowledges nature and forest resources provide practical or commodity benefits, the emphasis is on the existence and other intrinsic values of natural resources. Within this naturalist orientation, human

intervention is believed to result in adverse effects rather than benefiting ecosystem health. For example,

Wildlife habitat is so important. We have created problems for wildlife because of so much intervention in the forest. If we manage for some of the larger species, if we create some bigger buffers, then it will be a healthier place.

This view also supports the proposition of “leaving it alone” as a viable management option rather than active intervention. For example,

Sometimes I think the hardest thing for the Forest Service to do is to do nothing. Sometimes that is just the best thing you can do for the landscape. There are some places where I see the need, but for a lot of the landscape the best thing for it is just to leave it alone.



A related proposition is the value of “natural processes” as promoting forest health:

There needs to be a certain amount of land where there is nothing done on it. Areas that have not been entered with roads, we should just stay out of them. So what if it burns! So what if a tree falls down! It is a natural cycle and we have lost sight of those natural cycles.

These “natural cycles” and “natural processes” have intrinsic value. From this perspective, maintaining natural cycles contribute to “balance” in the natural world. This perspective emphasizes the non-economic values and benefits resulting from allowing these natural processes to occur.

A third orientation to nature can be termed a “stewardship” perspective. This perspective emphasizes the coexistence of humans with natural resources, the responsibility of humans to maintain natural resources, and a respect for the integrity and health of ecological systems. Coexistence implies human activity can be compatible with the health and integrity of ecological systems. Similarly, stewardship also emphasizes an active role for humans in maintaining ecosystems and especially the exercise of restraint if human activity will be harmful. Some of the basic assumptions and propositions of this orientation are illustrated below with excerpts from the discussion data.

The land comes first is the most basic proposition of the stewardship perspective. As one discussant commented:

The first thing you do when you go into planning is look at what the land can provide. That is how I think about it, you look to the land, it is not anymore complicated than that. If your starting point is your economy or your recreational preferences, then you are bound to get into trouble because

those things can change. What is good for the land is long term and I look at what they should be doing as thinking about the long term good for the land.

The second basic proposition of the stewardship perspective is “coexistence” and it is implied in the above statement and echoed in other comments by those who have this stewardship view of nature:

I am all for ATV use on forest lands and I don't see anything wrong with doing what you can do to support local economies and communities. Good forest management does not preclude logging from my point of view and you do what you can to protect jobs. But, if you loose perspective and star managing for those things and not for the land, then you are going down the wrong path. Don't get me wrong, I am all for supporting local communities, but I think you do that best if you take care of the resource first.

A third basic proposition of the stewardship perspective is the responsibility of humans to be active in managing natural resources to maintain their viability and health. For example,

We are long past the days when you can just leave it alone so to speak. Since the times of the Indians, they have used fire to meet their needs, and when the loggers came in here then the forest changed, the wildlife changed, and not it is not a pristine place the way it once was. If we are not active in managing it, then how do you get the most from the resource? You also have to know when to back off and do nothing, but we put our hand in a long time ago and now we have to keep it in and do the best we can to pass this resource on to our children.

In addition to active caring for natural resources, this perspective also includes the corollary previously noted about the need to refrain activities that can damage ecosystem resources. Again, from this perspective “the land comes first” and humans should coexist with and respect the resource to derive benefit from it.

The Nez Perce perspective on nature is complex and underrepresented in the information collected for this work. A complete elaboration of this perspective requires a more focused type of data collection than was possible for this project, but available literature offers a starting point for a more full understanding of Nez Perce and other tribal views about nature (Landeen and Pinkham 1999; Marshall 1977; Bol and Carnegie Museum of Natural History 1998). Discussions with tribal members did suggest the following propositions:

- A “seventh generation” or long term perspective is necessary to understand the interaction of humans with nature.
- Mutual respect should characterize the relationship of human's with natural resources. This is expressed in sentiments such as, “If we care for the salmon, they will care for us.”
- “Harmony” should characterize the relationship of humans with natural resources. Harmony implies continuity in the relationship of humans with natural resources.
- The renewal of natural resources depends on having the proper relationship with and giving thanks to those resources.

The indigenous view of nature connects individual and group with the natural world. This connection is both social and spiritual, and it also expresses the obligations of individuals to

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care for natural resources. The following quotation expresses this assessment of the continuity between the human world and nature:

Sometimes I try to get people to compare plant and animal species with their own body parts. For instance, the buffalo could be a finger, the passenger pigeon another finger, the peregrine falcon another finger; the wrist could be that of a sockeye salmon. If you relate these body parts to these species, how many would you eliminate before you would say, 'Stop.' You can get along pretty well if you lose a finger, but if you keep doing that, when is it enough? I learned this philosophy from my elders. Even Joseph himself said, 'I am of the earth.' Well, if you consider yourself part of the earth, you won't sacrifice those body parts(Landeen and Pinkham 1999).

Although this quotation is about the loss of animal species, it also expresses the view of continuity between humans and nature based on social, moral, and spiritual values.

A second noteworthy cultural orientation within this region is attachment to place. Within both Indian and non-Indian communities, "place" is an important value. There is both a generalized value about place, as well as the identification of "special places" of importance. These special places include campgrounds, mountain ranges, rivers, hunting camps, and other particular locations or landscape features that have personal, family, or group meaning. The following quotation expresses the generalized value about place:

I used to work in southern California. I used to be thinking about this place when I was stuck in traffic. I used to think about how wild it is and how remote we are from other places. Now that I am home, I appreciate it more than ever. It is so different than other places. I get a feeling here that I don't any where else. It is just my place and I know I belong here.

This generalized sense of "belonging" and attachment is supplemented with similar sentiment about particular places. Although these special places tend to have meanings specific to individuals and groups, the following quotation expresses a sentiment about one such place:

(This place) is adjacent to the Selway-Bitterroot. The first time I visited it was over 35 years ago. I found this one spot by a stream. I sat there and drank the water out of the stream, then caught a fish out of it, then went for a swim in it. That was all in the same spot. Then I realized there are not many places left in the lower forty-eight states where you can have that experience. There are whole states where you cannot have that



experience. It is just a stunningly beautiful valley. ... It is a special place that just needs to be protected.

Attachment to place is an important cultural issue because it links geographical space with social experiences. Sentiments about attachment to place in the project area result in a configuration of social life, individual life, and geographic space that is likely to influence how forest management issues will be evaluated.

This orientation is especially significant for the Nez Perce Tribe and the Coeur d'Alene Tribe because particular places and landscape features express the culture, traditions, and history of each tribe. The "heart of the Monster" site located in Kamiah is a powerful illustration of the connection between the culture of the Nez Perce Tribe and a particular place and landscape feature. In the coyote cycle of the *Nimíipuu* oral traditions, there is a description of coyote's encounter with the Swallowing Monster (Walker, Matthews, and Seahmer 1994). The "heart of the monster" is a landscape formation indicating the results of this encounter and the creation of the *Nimíipuu*. This is only one instance of how a particular landscape feature and place connects the traditions and history of the past with the identity and values of the present for members of the Coeur d'Alene Tribe and the Nez Perce Tribe.

The third noteworthy cultural orientation influencing how management issues and plans are assessed is the value placed on traditional knowledge. The concept of "traditional knowledge" is most often contrasted with scientific knowledge, which is the knowledge that results from the systematic application of methods and procedures to produce facts and theories. The experiences of individuals and groups and their historical traditions results in "traditional knowledge." This concept is most often applied to the ecological knowledge of Indian and third world cultures, where information about natural resources is primarily derived from oral traditions (Fixico 2003; Inglis, International Program on Traditional Ecological Knowledge, and International Development Research Centre (Canada) 1993). However, this concept also can be applied to the "knowledge of experience" gained by hikers, loggers, miners, and others who engage the natural resources of this region and have developed their own knowledge base derived from those experiences. This knowledge base is often described as "practical knowledge" gained from "on the ground" familiarity among those who have "experience in the woods." This type of local knowledge appears to be a basis for the evaluation of forest management issues as "making sense" or not. This knowledge also appears to be especially important to those in extractive industries where they have had ongoing interaction with forest resources. Yet, it is also appears to be important to a wider range of individuals who expressed values about the importance of "local knowledge" in evaluations of forest management efforts.

A fourth noteworthy characteristic of culture in the project area is the prominence of a "local worldview and small town values." An argument could be made to distinguish "local worldviews" and "small town values," but these appear to be closely associated with one another in this setting. "Worldview" is a concept that can be defined as an integrated and often tacit set of propositions about a way of life (Geertz 2000). The local world view emphasizes the values and views of those who live in the project area. This localism worldview assesses the home community as the reference point for identifying what is important, what will be the best alternative or solution for a problem and what is the proper use of natural resources. In this sense, localism is not just a sense of attachment to community or place, but it is the proposition about local values, customs and lifestyles as the reference point for consideration of most other issues. This localism is focused and it can constrain consideration of what is defined as a problem to solve and what are acceptable solutions to those problems. "Small town values" is an emphasis on the importance of volunteerism, mutual support, "knowing your neighbors," local control, community safety,

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family, and the importance of face-to-face relationships.⁴ These types of values support the “localism” or local world view in which local communities are the reference point for identification of problems and solutions.

4.3.2 LIFESTYLES

Lifestyles are customs and patterns of behavior. These are among the most straightforward aspects of community and social life that can be affected by forest management decisions. The characteristics of lifestyle identified by this work as noteworthy are occupation; recreation and outdoor activity; and, the integration of family, place, work, and recreation. To some extent these characteristics exist across the diverse lifestyles in the project area. Most lifestyles are associated with occupations connected to natural resource development such as ranching, farming, logging, mill work, and mining. Others are associated with the place of work such as rural towns and rural cities, where there is a more complex mix of occupations that organize people’s lives.

Occupation is a common organizing characteristic of lifestyles, but it is by no means the only relevant attribute. For this discussion, the relevant point is the association of lifestyles with occupation and especially those occupations in the natural resource extraction industries.



These lifestyles have emerged from the traditions of frontier settlement and they have now moved into what might be termed a “settled frontier” pattern in which there is a high value placed on the continued use of natural resources for community development and as a source of jobs to support and raise a family.

A second noteworthy lifestyle characteristic is outdoor recreation and activity. These communities place a high value on the recreational amenities offered by the project area’s extraordinary landscape. The rivers, lakes, mountains, trails, wildlife, and wilderness areas are important resources because they enable the resident’s recreational lifestyles. As one enthusiastic resident of the rural city lifestyle observed,

If you don’t hunt, fish, or snowmobile, then why would you live in Idaho? It is how I teach my kids to use their time and I expect them to teach their kids the same thing. It is what Idaho is all about.

Hunting, fishing, hiking, trail riding, rafting, wildlife viewing, berry picking, bird watching, and a variety of other outdoor recreational activities are the past-times of people when they are not working. These activities are sometimes the occasion for family gatherings or otherwise reinforcing social bonds. For example,

Every year my family, all of them, get together and we take our ATVs into the woods. We usually do it in the fall before the first snows. We go and camp out and just enjoy being outside together. It is about the only time we

⁴ This configuration of values is consistent with the notion of what rural sociologist and anthropologists call “gemeinschaft” type rural societies.

all get together the whole year. Sometimes we can get most of the people together for a funeral or something like that, but almost no one misses the fall camp. It is one of the things I missed most when I lived away from here. It was not until I came back that I realized how lucky we are to be able to have this place and live how we do.

After work during the week, weekends, and vacations are occasions to pursue the range of outdoor recreational activities that are important parts of this outdoor lifestyle. A corollary proposition is the “tradeoff” that is made to live in these communities because of the availability of these recreational resources. As one discussant observed:

It isn't that people can't go elsewhere. They just make a huge commitment to live because of what the place has to offer. I can go down the river after work and fish for bright steelhead. I can go up into the hills and hunt for elk. I can raft down the river with my friends. You make a decision to stay here despite the economy and the lack of other things people in the city don't want to do without. It is a commitment you make because you want to stay here because you can do these other things.

The outdoor recreational activities, and the perceived tradeoffs to pursue them, are an important characteristic of lifestyles in these communities.

The third noteworthy characteristic of lifestyles in these communities is the linkage of family, work, place, and recreation. This point is a logical conclusion from the first two lifestyle characteristics, but it is distinguished here to call attention to the value placed on living in a scenic rural environment offering ample recreational opportunities and the capability to work and support a family.

Family, work, place, and recreation are interdependent. The ability to raise a family in close proximity to scenic amenities coupled with ample recreational opportunities motivates a strong interest in any management action or plan affecting any one of these linked elements. These linkages, and their vulnerability to change, are expressed in the following statement:

Our community has changed a lot. We have lost our soul and our way of life. Logging was just more than a living to people. It was a way of life and a way of structuring your life. Guys went to work at two in the morning and family life was completely different. It was a macho crowd, proud of their jobs. They worked hard. They played hard on the weekends and loved to hunt and fish. We have just lost that way of life. This is a place where people had jobs, we had families, and we had a way of life we all loved.

This statement expresses this connection of lifestyle, place, recreation, and family. It also expresses the perceived threat to these connections resulting from changes in the economic structure of some local communities.

4.4 Social Characteristics

There are two general topics to develop in this discussion. The first is the identification of stakeholder groups in these communities and the second is a discussion of noteworthy features of this social environment identified by an examination of the discussion data.

Discussants were asked to list stakeholder groups with an interest in forest management issues and particularly Forest Plan revision. These lists were then organized into the

groupings presented below. Tribes, especially the Nez Perce Tribe, were identified as an important and perhaps unique stakeholder by some discussants. A “commercial interest” grouping was constructed from a listing of loggers, mill workers and owners, miners, ranching and agriculture, river recreation, outfitters and guides, and local businesses. Community stakeholders include county government as well as organized and informal groups that perceive a connection between community well-being and forest management issues. Recreation interests identified include the campers, river interests, ATV and trail bike riders, hikers, horseback riders, and those with a more general interest in access issues. Environmental interests include organized groups such as Friends of the Clearwater and the Idaho Conservation League, as well as individuals and organizations with interests in conservation, river use, and water quality. Wildlife stakeholders include those identified as having an interest in salmon and steelhead, elk, and endangered species such as grizzly bears and wolves. Some discussants also listed stakeholders identified herein as “special” interests, such as historical and cultural resources, wilderness and roadless areas, and “national” interests. Some discussants suggested “national” stakeholders are individuals or groups who advocate for the intrinsic and non-commodity values of the two national forests while also acknowledging their potential economic benefits if those resources are used appropriately. The final grouping constructed from the listing of stakeholders is the “inter-governmental” category. Although only three entities are listed, discussants suggested “other government agencies” as well as Forest Service employees are influenced by forest management decisions and plans.

Tribes

Nez Perce
Coeur d’Alene

Commercial Interests

Loggers
Mill Workers and Owners
Miners
Ranching and Agriculture
River Recreation
Outfitters and Guides
Local Business

Community

County Government
Community Development

Recreation

Camping
River
All-Terrain Vehicle (ATV)
Trail Bikes

Hiking and Backpacking
Horseback Riders
Access

Environmental

River/Water Quality
Environmentalists
Conservationists

Wildlife

Salmon and Steelhead
Elk Recovery
Endangered Species

Special Interest

Historical and Cultural Resources
Wilderness and Roadless
National Interests

Inter-Governmental

Fish and Wildlife Service
Army Corps of Engineers
National Park Service

These stakeholder groups exist within a larger social context with some noteworthy characteristics summarized in the remainder of this section.

The social character of these communities is consistent with the “small town values” that establish the norms of “how things should be.” Because Lewiston and Moscow are more populous communities, there are differences in social characteristics, but there is also continuity between the rural communities, outlying areas, and the “rural cities.” For this discussion, the focus is on identifying key characteristics potentially affected by change agents such as forest management decisions and plans.

Rural communities share some common features that characterize their social organization. In these communities social bonds and social networks tend to be “multiple” rather than “single interest.” For instance, a Forest Service employee may also be little league coach, a volunteer for the county fair, or a city councilperson. This characteristic tends to support social cohesiveness, but it also

influences the emergence and management of conflicts because of the multiple ties connecting individuals within their communities. This characteristic also affects norms about “knowing your neighbors.” It is expected that neighbors know and acknowledge one another. A common expression of this expectation is the use of finger flicks, palm waves, and other hand and body movements between drivers who pass each other on the roads in rural communities. The value of face-to-face relationships or “knowing your neighbors”



places individuals within the local “moral community” in which local values, beliefs, and norms allow for exercising influence and social control (cf. Bailey 1971).

The ideal of face-to-face relationships and knowing one’s neighbor is changing in these communities. A common response to questions about areas of change expressed a sentiment such as the following:

The town is just not what it used to be. It is a stranger’s town now. Everybody I know that has been here a long time says that if you go downtown you don’t see anyone you know. It is just new people. It is just not the same town now that it belongs to the strangers.

These “strangers” are often described as “newcomers” or retirees who are perceived to be moving to the area and creating new strains in face-to-face relationships.

Volunteerism is another noteworthy characteristic shared by these communities. As one discusssant from a rural community observed,

Nothing here works without volunteers. We depend on it for the fair, for helping people out who are in trouble, but mostly just to get things done for the community. Without volunteers, we would have a different community.

“Civic minded” is often used as a term to characterize the willingness of citizens to volunteer when needed to help out with activities that support churches, schools, volunteer fire departments, and some aspects of municipal government. Yet, leadership and those who volunteer for community activities are indicators of what is described as the “90/10” rule: “90 percent of the work is done by 10 percent of the people.” That is, although there is a strong ethic about volunteerism and participating in community leadership, participation is

limited to a relatively narrow group, unless there are unusual demands. Larger employers are often described as “civic minded” because they make financial contributions or offer labor and materials to support community activities.

In some communities such as Grangeville, Orofino, Kooskia, and Kamiah, timber mills are cited as important “civic minded” employers who are essential to the economic well-being and the “civic health” of their respective communities. Residents emphasize these are “family” and not “corporate” mills. These family mills are perceived to have a moral stake in the community that is different than “corporate-owned” mills, in which the welfare of stock holders is perceived to trump the welfare of local communities. This further contributes to equating the identity of these communities with the economic activities of the timber industry. These are “mill towns” in identity, even though some of the economic realities are changing.

Perceived stability is another shared social characteristic of these communities. For example, a discussant offered the following response to a question about community change:

Well, not much has changed here in the last thirty years, maybe more. We just don't change much here. I don't think we will change much in the future either, just maybe a few more people from California moving in here and building big homes. But, no I don't see much change.

This sentiment is consistent with statements from other communities within the project area, even the larger communities of Lewiston and Moscow. However, there is also a paradox about stability that is expressed in another statement from the same discussant:

People ... stay to themselves more. I don't know if it is just the times, but all the clubs I belong to can't get people to join anymore, people just don't want to socialize the way they use to. So, maybe it is television, I don't know really. People are not just joining things as much as they used to.

On the one hand, there is a perception of stability and, on the other hand, there is a perceived change in important social institutions and ways of life. This is an indication of a difference between normative values and social realities. The values about stability and the linkages of lifestyle, family, place, and work are inconsistent with the social realities of strangers and perceived decreases in community participation. This inconsistency between norms and realities creates a sense of “things being out of balance” contributing to a generalized concern about issues affecting other customs and lifestyles. That is, the alienation that results from the disparity between norms and social structure amplifies community concerns about other potential change agents, including forest management issues.

Another social characteristic of this region is the presence of social enclaves. For the purposes of this discussion, a social enclave is a self-defined group with a preference for social interaction with other group members who share an ideology about the nature of social life, personal independence, and self-reliance. Enclaves are thus social networks (individuals connected to each other through patterns of interaction) supported by values and beliefs not necessarily shared by the larger group within which the enclave exists. Social enclaves exist in many forms, but in the western United States and particularly in Montana and Idaho these groups have identities such as “separatists,” “militia,” “constitutionalists,” “Posse Comitatus” and similar groups (Aho 1995). These groups may also base some of their beliefs and ideology on a particular interpretation of Christianity (Neiwert 1999). This belief contributes to a perceived moral imperative supporting the group's existence and beliefs.

These groups often take an active interest in issues of natural resource management, especially advocating a return to resource extraction as a means of revitalizing a way of life or customs and culture threatened by changing economic and social conditions (Warren and Rollins 2003; Russell and Adams-Russell 2003). The ideology of these groups usually shuns collaborative working relationships and evaluates such efforts as symptoms of manipulated change indicating threats to the customs and culture of rural communities. These groups often have an ideology supporting confrontation and divisiveness in matters of civic interest. The potential effects of these groups on public participation in the process of Plan revision is briefly discussed in Chapter 7.

A final noteworthy social characteristic is a tension between egalitarian social values and issues of class, power, and status. Egalitarianism in social relationships is a common value of rural communities (Castle 1995). There are often differences in rural western communities based on tenure, kinship, and occupation (Russell and Mundy 2002), but the value of egalitarianism remains important, and apparently consistent with these other social differences. Differences based on class, are not uncommon in communities with a history of industrial development (Murphy 1997) and also in the timber industry and railroad “company towns” once common in the western United States (Petersen 1987; Carlson 2003).

Communities in the project area maintain the egalitarian ethic, but issues about the management of natural resources are sometimes expressed in terms of class, power, and status. For example, residents who work in the natural resource extraction industries describe themselves as “working people.” Their work life consumes much of their time and energy, and they value the time away from work for recreation and relaxation. These residents contrast themselves with the “elitists” and “urbanites” who are perceived to have more money and leisure time. The “working people” perceive they are adversely affected by the actions of urban residents and “environmental elitists” who claim more status and are assessed as having more power. One discussant made the following comment expressing this tension about class, power, and status:

These people have no consideration for any cause but their own. Their lives are set and they are comfortable in their secure jobs. They talk about preserving the forest just for their own recreation. You probably cannot be more selfish and elitist. It is just a slap in the face to go to some public meeting and have this guy say, ‘I don’t give a damn about any of your needs, my way of life is set, so stay out of my woods because I play there.’ There has to be some true environmentalists who have seen some bad things and want to change them. Those are the people you can probably sit down with, talk all these things through and come up with how to deal with that thousand acre patch you are looking at.

The “elitist” environmentalists are believed to have secure and usually well paying jobs. Some discussants describe these individuals as “trust fund babies” who have the time and resources to “lock up the woods” for their own needs and desires. The “working people” in the woods and the mills are described as having a disadvantage because they do not have the time, financial resources, or political power of the “elitists” and those who are mobilized by them. The “working people” are busy with the demands of “just trying to make a living” and protect their way of life.

Among those who are perceived to be the “elitists,” forest management issues are also interpreted in class and status terms. This was expressed by discussants in their assessments of timber industry workers as short sighted and willing to sacrifice long term ecosystem

health for short term economic benefit. There is also some assessment of “working people” as manipulated and influenced by outside political and corporate forces:

Don't overvalue local comments, because people who are local do not have any great commitment or insight because ... they are a rural population that is economically desperate. They have been seduced for trading-off higher values for lesser values. They have been manipulated by industry and by different political interests that are servants to industry. (Industry) has misinformed them and given them a false bill of goods. ...They fundamentally fail to see that the forest has more value than the dollar and they manipulate the local people into believing it is all about the dollar. They (working people) are not evil people. They are just misinformed. ... They are willing to sellout the forest. They are willing to cut down the forest and not think about the future. They are willing to sellout salmon to let hydroelectric power exist. They are willing to let important species go extinct. They are willing to sacrifice water quality for logging. They are short-sighted and manipulated and they are willing to sellout.

This assessment of the “local” view about resource management expresses the “class, status, power” issue in different terms. This statement suggests that those with a direct economic stake in the timber industry are manipulated by corporate and political interests; and, they are also willing to “sellout” the future for present-day economic benefit. There are other assessments of industry stakeholders or working people in these communities that express similar views (cf., Pezeshki 1998:47).

However, the environmental stakeholders who participated in this project have a different assessment of their own status. Rather than well-to-do elitists, they suggest they are generally low paid or volunteer workers, who have an interest in the intrinsic and non-commodity values of forest resources. They also suggest these are values that have historically been under-appreciated and under-valued by resource management agencies and the natural resource extraction industries.

These assessments of class, power and status within project area communities influences the content of dialogue about resource management issues. It also influences the willingness of groups to cooperate and the trust they place in the possible outcome of collaborative processes that involve multiple stakeholder groups. While these are not insurmountable obstacles to collaboration and cooperation, it does imply there are value, worldview, and social differences that can confuse meaningful dialogue and the trust of groups in collaborative processes.

4.5 Tribes and Their Place in the Social Environment

Both the Nez Perce Tribe and Coeur d'Alene Tribe have reservations that are adjacent to national forest lands as depicted in Figure 30: Coeur D'Alene & Nez Perce Reservations. The current social environment and social organization of both tribes is influenced by traditional forms of kinship-based social groups and the historical events of contact with Europeans and Americans. These historical events resulted in the disruptions of traditional ways of life and sociopolitical reorganization based on treaties and other legal and administrative interactions with the United States Government (Josephy 1997).

One social distinction that results from these circumstances is the identification of the Nez Perce Tribe as a “treaty tribe” and the Coeur d'Alene Tribe as an “Executive Order tribe.” The treaties guarantee certain “off reservation” rights for treaty tribes that are not necessarily

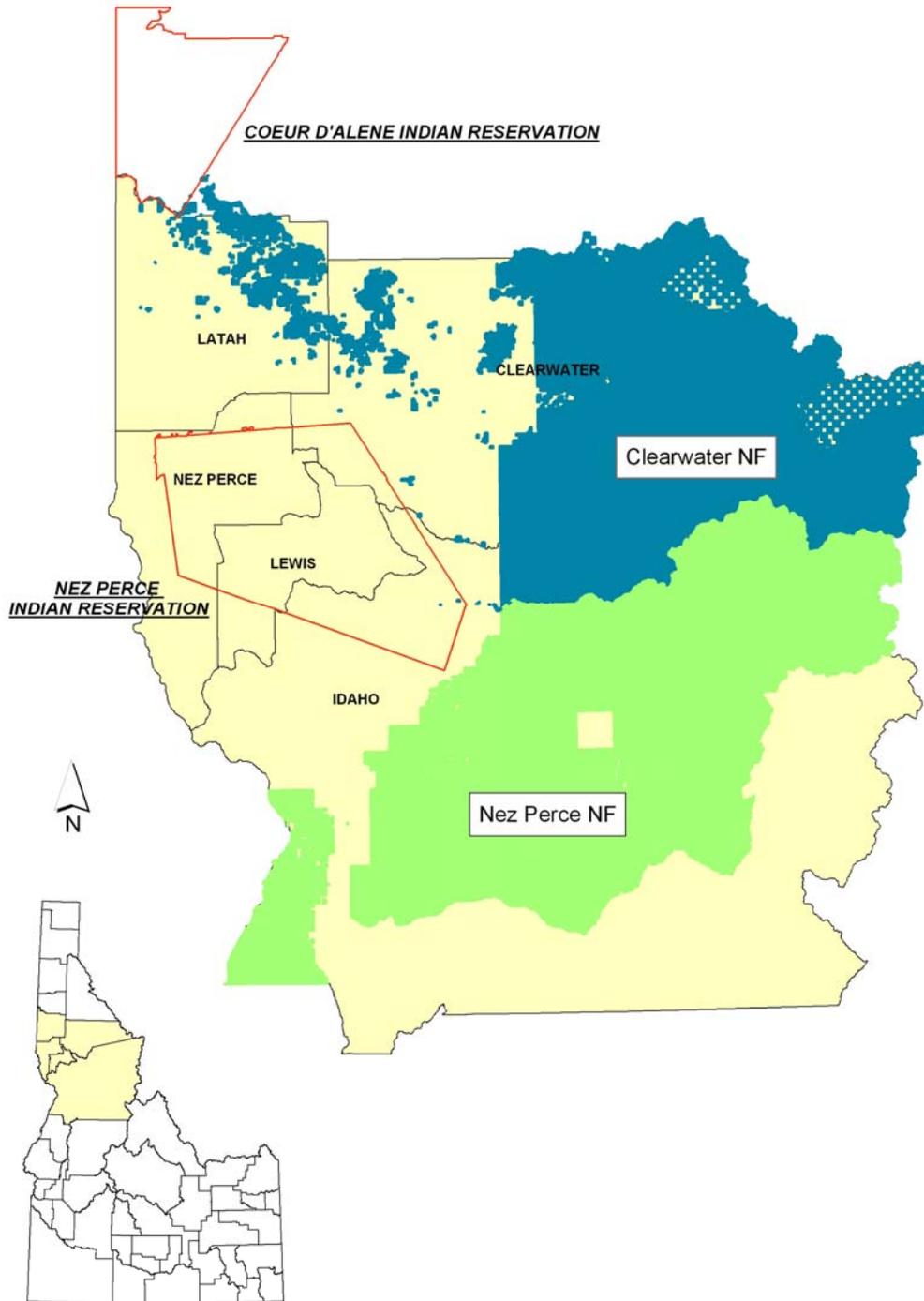
guaranteed to Executive Order tribes. The reservation lands and the rights of the Nez Perce Tribe derive from the treaty of 1855 and subsequent treaties and allotments (1863, 1865, 1893). The reservation lands of the Coeur d'Alene Tribe were established by an Executive Order of President Grant in November of 1873. This order stated:

It is hereby ordered that the following tract of country in the Territory of Idaho be, and the same is hereby, withdrawn from sale and set apart as a reservation for the Coeur d'Alène Indians, in said Territory, viz:

Beginning at a point on the top of the dividing ridge between Pine and Latah (or Hangman's) Creeks, directly south of a point on said last-named creek, 6 miles above the point where the trail from Lewiston to Spokane Bridge crosses said creek; thence in a northeasterly direction in a direct line to the Coeur d'Alène Mission, on the Coeur d'Alène River (but not to include the lands of said mission); thence in a westerly direction, in a direct line, to the point where the Spokane River heads in, or leaves the Coeur d'Alène Lakes; thence down along the center of the channel of said Spokane River to the dividing line between the Territories of Idaho and Washington, as established by the act of Congress organizing a Territorial government for the Territory of Idaho; thence south along said dividing line to the top of the dividing ridge between Pine and Latah (or Hangman's) Creek; thence along the top of the said ridge to the place of beginning.

However, because of the pressures for development and settlement in the region, the Coeur d'Alene Tribe did not have access to all of the lands within the set boundaries. It was not until 1891 that a reservation of about 345,000 acres was established and then the Dawes Act or General Allotment Act further reduced reservation lands. Today, the reservation is about 70,000 acres with the main tribal offices in Plummer. Tribal enrollment totals about 1,900 persons and the tribe employs about 40 persons.

Figure 30: Coeur D'Alene & Nez Perce Reservations



Source: Data from Interior Columbia Basin Ecosystem Management Project <http://www.icbemp.gov/> used to construct the overlay of reservation, national forest, and county boundaries.

The Nez Perce Tribe's offices are in Lapwai. The reservation totals about 80,000 acres of the land within the 750,000 acres originally allocated through treaties. The historical circumstances of treaties and then the Dawes Act reduced tribal lands, although the tribe is now actively pursuing an acquisitions program. Total lands under tribal ownership are currently over 180,000 acres. There are approximately 3,300 enrolled tribal members and about 1,000 live off the reservation. Lapwai and Kamiah are some of the principal communities of residence for tribal members, but they also live throughout the project area.

Both the Coeur d'Alene Tribe and the Nez Perce Tribe are federally recognized tribes. This is a legal status conferring certain benefits and responsibilities as well as the requirement for government-to-government consultations. Federal recognition also requires a recognized tribe to establish procedures for identification or "enrollment" of tribal members. This entails meeting specific criteria, including a specified "blood quantum" that is typically one-quarter for most tribes. This amount is usually specified in a tribe's constitution. For example, Section 6-1-2 of the Nez Perce Tribe Constitution specifies the following enrollment procedures:

(a) Applications for enrollment of children who are at least one fourth (1/4) degree Nez Perce Indian ancestry born to a member of the Nez Perce Tribe, filed with the Enrollment Committee within eighteen (18) years after birth shall include all information required on attachments (A), (B), (C) and (D).

(b) Applications for enrollment through adoption of persons who are at least one-fourth (1/4) degree Nez Perce Indian ancestry, filed with the Enrollment Committee, shall include all information as required on attachments (A), (B), (C) and (D).

(c) No person shall be eligible for membership by adoption into the Nez Perce Tribe who:

(1) previously relinquished membership in the Nez Perce Tribe. Persons who were minors at time of relinquishment of their membership by their parents may be granted special consideration;

(2) is enrolled or an enrolled member of another tribe or band;

(3) applies for adoption for the sole purpose of obtaining financial benefits from the tribe;

(4) whose biological mother or father was not an enrolled member of the Nez Perce Tribe.

(d) Any person who has heretofore been a member of the Nez Perce Tribe and who relinquished his membership and is enrolled in another tribe under conditions that do not permit him to share in any benefits or any judgment claims recovered by that tribe shall be entitled to reenroll in the Nez Perce Tribe without regard to the limitations contained in (c) of this section. The application shall contain written documentation, submitted under oath, that the conditions are in fact true.

- (e) Any person reenrolled under (d) of this section shall be reenrolled subsequent to the effective date of this chapter and shall not be entitled to any benefits distributed to members of the Nez Perce Tribe prior to that date.
- (f) Applications may be submitted by the person requesting enrollment, his parents, guardian or next of kin.
- (g) Enrollment into membership in the Nez Perce Tribe shall not be a matter of right but a matter of privilege and the determination of NPTEC of an applicant's qualifications for enrollment pursuant to this chapter shall be final.

The sociopolitical organization of both the Coeur d'Alene Tribe and Nez Perce Tribe is directly related to legal and administrative processes for interaction with the Federal Government. Government-to-government consultations, discussed in more detail in Chapter 6, are based on these legal and administrative processes. The official entity for these consultations is the tribal government.

The federal trust responsibility, the mandates for government-to-government consultation, and the historical and cultural relationships of these tribes with the project area, result in an active interest in management of forest resources. Tribal members continue traditional activities such as hunting, fishing, and gathering berries, roots, and other plant materials for food, medicinal, and ceremonial uses. Cultural ceremonies continue to celebrate the first taking of a salmon or the first kill of a deer or elk. The Circle of Elders and Cultural Committees continue to express an interest in the cultural and natural resources that are the legacy of their predecessors. This legacy is both visible and intangible. Its visible manifestations are in locations such as Pilot Knob, the "Heart of the Monster" site in Kamiah, the battlefield at White Bird, Coyote's Fishnet, the "Smoking Place" and other historical and cultural sites that embody the history and culture of these tribes. The intangible legacy is in the spiritual and emotional attachments to place, history, and culture these tribes experience in their interactions with the resources and places of their traditional lands (Landeem and Pinkham 1999). Historically, culturally, and politically, the tribes have an ongoing interest in and connection with their traditional and reservation lands (cf., Whalen 1971).

4.6 Summary and Implications

This chapter presents a discussion of the sociocultural context of the five counties, as well as a discussion of selected characteristics that may be influenced by internal or external change agents such as Forest Plan revision. A chronology of key historical events frames the discussion of contemporary culture and social characteristics. This history is rich in the events of the development of the American West, including the pre-history of the region's aboriginal peoples and their Nez Perce and Coeur d'Alene decedents, Lewis and Clark's Corps of Discovery, the discovery of gold, wars with the Nez Perce and Coeur d'Alene Indians, and the development of the timber industry and farming. The current social environment of the project area is framed by these and other historical events. Native American customs and traditions coexist with Euro-American culture and lifestyles and express the most noteworthy source of cultural diversity in this region.

Project area communities can be divided into regional cities, rural towns, and outlying rural areas. Lewiston (~31,000) and Moscow (~21,000) represent the regional cities containing services, shopping alternatives, as well as diverse amenities for leisure and recreation. The

region's "rural towns" are exemplified by communities such as Grangeville, Cottonwood, Nezperce, Kamiah, Orofino, Pierce, and similar town centers that have small populations (<4,000 persons) and serve as employment, shopping, and service areas. The "outlying" areas are the places of residence for large portions of the populations in each of these counties, especially in Clearwater, Idaho and Lewis counties. The rural cities and towns exhibit a rural industrial character because of the presence of mills in communities such as Lewiston, Orofino, Kamiah, Kooskia, Elk City, and Grangeville. In the recent past, communities such as Riggins, Potlatch, Headquarters, and Craigmont also had operating saw mills. Although mining has waned, it continues to be an activity that is easily observed along the streams and rivers in the summer months.

There are noteworthy characteristics of local culture and lifestyle relevant for this social assessment. The cultural beliefs and propositions described concern views about nature, attachment to place, traditional knowledge, and, a local world view and small town values. The lifestyle characteristics described concern occupation; the integration of place, work, and recreation; outdoor activity; self sufficiency; and community participation. Four orientations to nature and natural resources are described: the utilitarian view perceives nature as existing for human benefit; the naturalist perspective emphasizes intrinsic values and natural processes; the stewardship perspective emphasizes the coexistence of humans with natural resources, the need for humans to care for those resources, and "putting the land first" in management decisions; the indigenous perspective emphasizes a long term view of the health of natural resources, harmony between humans and natural resources, and continuity between the well being of natural resources and human societies. Residents exhibit a strong attachment to place that links history, culture, lifestyle, and place. A "local worldview" exists that emphasizes the "local place" as the point of reference for norms and values about resource use. Lifestyles tend to be associated with occupations. Outdoor activity and recreation are highly valued. The linkage of family, work, and place in local lifestyles emphasizes the importance of place for project area residents.

The social characteristics described include the composition of stakeholder groups and other characteristics that affect responses to forest management decisions and plans. The stakeholder groups identified include tribes, commercial interests, recreation, wildlife, special interests, and inter-governmental interests. Social bonds are similar to other rural communities in which there are "multiplex" rather than single interest ties between individuals. Face to face relationships are important and characterize a "moral community" of neighbors with similar values and beliefs. Volunteerism and civic mindedness are also community ideals, although the ideals are not always consistent with a changing social reality. There is also a perceived stability within communities that is not consistent with other perceptions of change in key institutions and lifestyles. Another noteworthy social characteristic is the existence of "social enclaves." Enclaves are composed of social networks (individuals connected to each other through patterns of interaction) supported by values and beliefs not necessarily shared by the larger group within which the enclave exists. These groups often take an active interest in issues of natural resource management, especially advocating a return to resource extraction as a means of revitalizing a way of life or customs and culture threatened by changing economic and social conditions. Issues about class, power, and status also appear to influence the dialogue about natural resource issues and forest management plans. Both the Nez Perce Tribe and the Coeur d'Alene Tribe have a prominent place in the social environment. The contemporary role of the tribes is heavily influenced by the historical circumstances of past treaties and Executive Orders.

Public responses to Plan revision are likely to be influenced by culture, lifestyles, and social characteristics of the project area. Cultural orientations influence how groups define problems and solutions. Different views about nature, attachment to place, the preeminence

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of the “local place” as a reference point, and the value of local experience based knowledge are each likely to affect the content and process of dialogue about issues for Plan revision. This suggests the potential for confusion about the meanings associated with particular issues and their significance for Plan revision. The connection of place, work, family, and lifestyles within the project communities and among the tribes also suggests there will be focused attention on any change in the Forest Plan that may disrupt these connections. The social characteristics of the communities suggest the potential for further divisiveness about alternative views of forest management. Steps to ameliorate this conflict may require special attention in public involvement efforts, including facilitation to ensure dialogue stays within the appropriate decision space forest managers can address. The disparity between the traditions, beliefs, and values of these communities and the emerging social realities of changing socioeconomic conditions may also amplify concerns about forest management and forest planning.

5 STAKEHOLDER CONCERNS: FOREST PLAN REVISION

Since national forests were formed, controversy has been integral to the topics of community-forest relationships and the planning and management of forest resources. In the past fifteen to twenty years, this controversy has transitioned into more intense conflicts, as the management environment of national forests has become more complex. Contributions to the increasing complexity include new laws such as the Endangered Species Act (ESA) and the Clean Water Act (CWA), changing market forces for timber and other natural resources, changing environmental values, political lobbying, and different assessments about the balance of national and local interests in forest planning and management. The complexities of forest management and conflicts about resource management continue to be especially acute in the west (Davis 2001). In the western forests of Montana, Idaho, Oregon, Washington, and California issues regarding timber harvesting, mining, grazing, and other commercial uses of forest resources have been a focus of planning and management from the 1960's through the 1970's.

The National Forest Management Act (1976) is the basis for the existing Forest Plans for the Nez Perce National Forest and the Clearwater National Forest completed in the late 1980's. These Plans were an effort to address multiple uses of forest resources as well as ecological health and social issues.

Coincident with the development of these Plans, ecosystem management began to emerge as an approach to resource management. This approach emphasizes ecological as well as human dimensions of forest management (Kohm and Franklin 1997). For northern Idaho and Montana forests the Forest Plan and ecosystem management have been in place for more than fifteen years. Community members, as well as forest planners,



acknowledge the need for revision of existing Plans to address new issues and changing conditions. A guiding topic for this social assessment is to understand current forest management issues and concerns among project area stakeholders.

The Planning Team requested information about the issues and topics of concern for different stakeholder groups. In response, this work asked a range of stakeholders to discuss the types of topics they believe need to be addressed in Forest Plan revision. Responses to open-ended questions about Plan revision resulted in a diverse mix of topics. These topic areas were categorized into two major groupings: context and process issues and resource management issues. Based on frequency, sequence, and intensity of the information examined from all stakeholder responses, context and process issues are important concerns for most stakeholders. Resource management concerns are also important, but concerns about the process of Forest Plan revision appear to affect confidence in the planning process, as well as the details about particular management issues. These context and process issues

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are thus likely to be affect public responses to how planning occurs as well as the particular topics addressed.

The following discussion first presents the information about context and process issues and then the specific management issues raised by stakeholders. The discussion data expressing stakeholder views were organized into topic areas that are the basis for presentation of this information. Some of these stakeholder views may be factually incorrect or they may express a misguided or insightful assessment of existing conditions and issues. Some views may also identify concerns that are not necessarily topics for Plan revision. Nonetheless, these are the topics and assessments presented by discussants when asked to identify their particular concerns for Forest Plan revision for the two forests.

5.1 Context and Process Issues in Forest Plan Revision

Process issues are about the “how” rather than the “what” in stakeholder assessments of topics for Forest Plan revision. While the topics of concern (the “what”) indicate specific issues, the process issues address a framework influencing stakeholder assessments of the legitimacy, effectiveness, and meaning of the planning process and the topics addressed. These process issues are discussed here for the following reasons:

- “Process” issues were among the most commonly raised concerns when stakeholders discussed topics for Forest Plan revision.
- Process issues appear to influence public assessments about the legitimacy and effectiveness of forest management Plans and decisions.
- Stakeholder willingness to participate in public involvement efforts is linked to assessments of the legitimacy of forest planning and management.

The major themes about process issues in the discussion data are:

- Awareness and importance of the Forest Plan.
- Local versus national interests in forest management.
- The institutional structure of the USFS.
- The legitimacy of USFS planning and decision making.
- Political power and influence.
- Agency authority and responsibility to implement and monitor Plans and decision making.

The content of stakeholder concerns about these issues is summarized in the following sections.

5.1.1 STAKEHOLDER INTEREST IN FOREST PLAN REVISION

Stakeholders in the five counties appear to be aware of the existing Forest Plan, although there may be selective awareness of the topic areas requiring revision. Most stakeholders expressed concerns consistent with the following comments from a local environmentalist:

Do we have an interest in Forest Plan revision? Absolutely! Right now it is one of our strongest interests. We feel that the Plan is going to guide the management of the next ten, well it will be more like fifteen years, because the last Plan is in place over fifteen years. A guide is an important tool for the public to get involved ... to figure out what they want for the next fifteen years. It is a good opportunity to review what has happened ...what

worked, what didn't work, and try not to make the same mistakes. It is a good opportunity to up the visibility to the public about management on our public lands, what works, what does not, what the public wants. It sets the stage for public discussion about those issues.

Stakeholder awareness of the Plan appears to be related to past involvement in resource management issues or by new concerns about issues for Plan revision. For example, a member of an environmental organization recalled his involvement with the 1987 planning effort, observing each forest approached the process with their own style:

It was different for the Clearwater and Nez Perce. At the Clearwater, the Forest Service had a plan in mind and it didn't matter what anybody said, they tried to implement that. They condescendingly allowed different interest groups to submit alternatives. I was told by the Clearwater that they took ours and threw it in the wastebasket. They literally told me that. On the Nez Perce they invited us to participate and they adopted parts of the conservations group's plan, but they treated all of the interest groups seriously. So, it was different for each forest and we eventually had to sue the Clearwater ... The end result was two Forest Plans that I would not call a disaster, they are fairly workable.

This statement expresses a positive evaluation of the final outcome, but concern about the sincerity of asking for public involvement in developing the original Forest Plans. It also suggests the need for attention to transparency in the current revision process and the need to address public concern about the sincerity of planned public involvement efforts. A logging stakeholder made a similar observation about the perceived meaningfulness of the Plan:

One of the things I would like to see is, the last time they went through the Forest Plan, they didn't even stick to the damn thing. They just kinda' went their own way. They just said, 'Well, we got all this input, we have this Plan, but we are not going to worry about that, we are doing to do 'this.' If we are going to go through all this effort, shouldn't we be sticking to it? Otherwise, people lose faith that they have any effect. They think that all their efforts and all their time does not gain them anything. They give up on participating after that.

Stakeholders also link Plan revision to other specific concerns about resource management. This linkage appears to amplify awareness of the revision process and assessments of its importance. For example, a timber industry stakeholder commented:

The Forest Health Initiative, the National Fire Plan, Categorical Exclusions, these are all for naught if you don't fix the Forest Plan. The Forest Plan process is where you implement projects. ... We have to get a good revision of the Forest Plan to get the other tools to work otherwise it (The Forest Plan) will not work.

Plan revision is important to this stakeholder, in part, because it will enable achieving other desired resource management outcomes. These linked issues are amplifying awareness of Plan revision as well as assessments of its importance to stakeholders of both forests.

Although some stakeholder groups have a high degree of awareness about Plan revision, there is also concern about limited involvement among the general public and the rank and file of many stakeholder groups. For example,

We have worn out the public with collaborative groups, with false starting the Forest Plan revision process five or six times. We have had all these issues with these collaborative processes with elk recovery and a collaborative process to reintroduce grizzly bear.... There has been tons of public involvement, but we have never implemented anything when we have gone through these collaborative processes. So, how do you energize a public that is worn out in a broken system? That is going to be very, very, very, difficult. As the process becomes more complex, how do you get the public to understand the complexity?

Environmental and timber industry stakeholders, as well as others, are likely to be actively involved in Plan revision because they anticipate limited involvement among “worn out publics.”

Stakeholders evaluate Plan revision as important because: (1) management conditions have changed and require new considerations; (2) there is a need for improvement in monitoring Plan implementation and outcomes; and, (3) revision will enable addressing linked issues important to particular stakeholders. Stakeholders are therefore aware of the Plan and they perceive it can be used to achieve their desired resource management objectives. However, there is concern about perceived differences in the importance of Plan revision for stakeholders and the two forests:

What I fear is that it (Plan revision) is not high on the priority list for the Nez Perce and Clearwater National Forests. I have the feeling they would just like this to go away. They feel this is just not very important, that it does not matter what the Plan says, they are going to do whatever they want to do anyway. Maybe, not necessarily whatever they want to do, but they are not going to be really guided by the Plan, they want to get through it in a stream-line fashion Let's make it quicker, faster, let's get it over with. We hope that does not happen, but we have our concerns.

Given stakeholder awareness and evaluation of the Plan's importance, there is likely to be ongoing attention, not only to the specific topics for revision, but also to how stakeholder concerns are considered in the planning process.

5.1.2 LOCAL AND NATIONAL INTERESTS

This particular “process” issue is a concern among some stakeholders who believe local interests should have more influence than national interests in forest planning and management. This was a majority sentiment among the stakeholders who participated in discussions and it expresses the “localism” perspective in the culture of these communities (see Section 4.3.1). However, coexisting with this perspective is a view emphasizing a wider range of societal benefits associated with forest resources. This perspective is prominent among conservationists, environmentalists, recreation interests, and some community development stakeholders. However, the majority sentiment is a strong influence on the dialog about management issues and this sentiment appears to be based on the following propositions:

- Residents perceive they have “on the ground” knowledge of the resources and their condition.

People who live here have a healthier outlook than folks who live in metropolitan areas. The people who live here have been in the woods, they work in the woods. The people who live in the East, they think we have cut all the trees down, they think we have clear-cut everything here. They never see the picture of the vastness of the timber ground. They don't see what my hunting buddy sees who has worked in the woods all his life. People who live here, they know the woods and they know local conditions. What does that person in New York or Seattle know about how this place works that we don't?

- Residents believe that “outsiders” and national interests are not informed about local issues, but they wield political power and outnumber local interests.

In the 1960's, I can remember what was going on in logging here, I was involved in that. The concern on a national basis was non-existent, there was no one in New York or California who cared what was going on here. Now, I have a niece in California who is a good person. She believes no one should ever cut another tree. That is what we are up against. What we are looking at is ignorance based on people who really don't know what is going on. They influence what is going on politically, they do it to a large extent because they are a much larger group than the people who are interested in cutting trees. That is what we are up against. What do we do about that? I don't have the answer, but it has to do with education, it has to do with the truth about harvesting timber, and the value of logging, and the communities that we live in that are supported by that industry. The millions of people who influence public policy in this country are not on our side ... they are misinformed, they don't know the truth about the resources we are talking about.

- Residents have a stake in maintaining ecosystem health.
- Residents believe local stewardship has maintained ecosystem health, despite some past abuses.
- Residents perceive community economies and ways of life are affected directly by managing the resource for national interests, without consideration for the adverse local consequences.
- Some stakeholders suggest there is a legacy or “compact” to sustain local communities that was established by the U.S. Government when it facilitated establishment of communities adjacent to public lands.

There are local interests that do not share this perspective and they argue the basis for these claims is not totally supported. For example, these opposing interests suggest ecosystem health is suffering from past abuses from mining, logging, and other extractive uses of forest resources. Furthermore, they also suggest local groups have tended toward short-sightedness in stewardship, with a willingness to sacrifice future ecosystem health for present-day economic or other lifestyle benefits. While there is some recognition of the potential basis for the notion of a “compact” to sustain communities, there is also the sentiment that no community in the United States is guaranteed a future. For example,

I have family that used to work in the garment mills in the east. They are out of business now because of the big chain stores buying from the Far East and the companies that are moving off shore. Is there anyone here who is not buying their jeans because of my out of work family members? No, I don't think so. I see some argument for the idea of a compact, but no one is guaranteeing anyone a way of life in this county. ... The economy of our communities is important, but these forests are a resource for the nation, they are a trust that we need to pass on to the whole nation. That is our responsibility, not only to the next generation of loggers and mill workers, but to the next generation of everyone, even my cousins in the east.

These two different ideas about the weight accorded local versus national interests structures views about what planning should be and who should have the larger stake. These different perspectives will continue to influence the content of dialogue about Plan revision.

5.1.3 INSTITUTIONAL FRAMEWORK

Stakeholder assessments of the Forest Service as a “local institution”, as well as the agency’s relationships with other federal and state entities, are topics affecting views about Plan revision. The agency’s “federal” identity in a culture that values state’s rights and emphasizes “local” culture, also affects stakeholder evaluations of management decisions and planning as do assessments of how each national forest manages resources. These are components of the “institutional framework” discussed by stakeholders in their assessments of current management issues and practices. The themes in discussant comments about the institutional framework are summarized in the following paragraphs.

Federal laws and relationships with other agencies affect USFS management.

There are three categories of sentiments stakeholders expressed about this topic. First, some stakeholders suggested the Endangered Species Act, the Clean Water Act, treaty rights, and other federal mandates have excessive influence on forest management and planning. Among those expressing this sentiment, there appears to be limited understanding of the agency’s relationship to these laws, treaty obligations, and other mandates. This suggest a need to make clear the limits of the agency’s authority and responsibility with respect to federal laws and mandates that the Forest Service cannot change, but which nonetheless affect its operations and planning. Second, there are other stakeholders who are knowledgeable about the relationship of Forest Service authority and responsibility to particular laws, especially the Endangered Species Act and the Clean Water Act, but they nevertheless perceive these as inhibiting effective management, or as an obstruction to meaningful planning for the use of those resources. Third, there are stakeholders who view these laws and mandates as important “sidebar” issues the agency must work within. These stakeholders view these “sidebars” as issues to acknowledge, but they become the topics for discussion in collaborative groups, public involvement meetings, and other public dialogue about forest management. These stakeholders suggest such dialogue can limit useful discussion of forest management issues, and instead focus on issues not usually influenced at the local level. An implication of this sentiment is the need to manage the dialogue about the decision space for Forest Plan revision. This does not imply dismissing discussion of these topics, but it does suggest the need to identify how these other topics affect the ability of managers to construct plans and make decisions.

Leadership. Stakeholders expressed at least three issues about the relationship of leadership to forest management and planning. The first issue is stakeholder assessment of leadership as insufficient, which results in demoralization of forest personnel. These sentiments are not consistent among stakeholders. There is also variation in how each forest

is evaluated: leadership for the Clearwater National Forest is perceived as more observable and directed than leadership for the Nez Perce National Forest. Similarly, environmental stakeholders tend to evaluate leadership more positively than industry or community-based interests. A second issue is a perception of less than effective leadership in directing compliance with forest policy among all agency staff. Specifically, some stakeholders perceive the policies from the Forest Supervisor's offices are not implemented by staff in all districts. The third leadership issue concerns the willingness of agency leaders to manage "past the lawsuits and political influence." Some stakeholders assess leaders as "paralyzed" by fears of lawsuits. Their inactions are perceived to have adverse consequences for forest health and to limit the use of resources by diverse stakeholders. One industry opinion leader suggested the lack of leadership in adhering to the existing Forest Plans is among the most significant issues affecting how his fellow stakeholders assess forest management and planning. For both forests, leadership is perceived to be among the most significant institutional issues affecting forest health and the viability of any future Plans. Stakeholders suggest a good Plan with sound biological foundations is destined to failure without effective leadership and a willingness to implement a plan regardless of the potentials for lawsuits or political influence.

Personnel Tenure. The rotation of personnel, especially those in leadership positions such as the Forest Supervisor, is assessed as problematic for working relationships with stakeholders. The perceived effect is a lack of continuity in the implementation of Forest Plans and disruptions of working relationships between stakeholders and the agency. This view is not uncommon among residents of rural communities adjacent to national forests in Montana and Idaho (Parker, Wulfhorst, and Kamm 2002; Russell and Downs 1995; Russell and Mundy 2002; Russell and Adams-Russell 2003). Residents appear to apply local values about the meaning of tenure within their communities to their working relationships with personnel in these forests. Those with longer tenure are perceived to have a greater stake and more status than those with less tenure. When Forest Supervisors and other key leaders leave, residents perceive the knowledge, experience, and the understanding of local ecological as well as social issues are diminished.

Personal Agendas. Stakeholders from different perspectives expressed opinions about "personal agendas" that may supplant local or national policy. One element of this theme concerns how the Forest Service Employees for Environmental Ethics organization represents a point of view some stakeholder perceive as undermining "balanced" considerations of local management issues. More generally, project participants suggest groups of individuals in both the Clearwater National Forest and Nez Perce National Forest have "green" political and environmental views that prejudice their planning and management activities. Although some project participants expressed views about an industry bias within the agency, a prominent sentiment is support for promoting healthy forests that support local economies is, in some instances, being undermined by the personal agenda of agency personnel. Other stakeholders expressed the view that without interests sympathetic to supporting non-commodity values in the use of forest resources, national interests would be undermined in favor of decision making that favors local economic needs.

The Loss of Forestry Expertise. Industry and some community stakeholders perceive forestry expertise has been undervalued in staffing while at the same time the "ologists" have assumed a more prominent role in planning and management decisions. Timber industry stakeholders were especially critical of a perceived loss of forestry and timber knowledge within the agency in general, and especially within both the CLWNF and NPNF. This loss of expertise is believed to impede understanding of the needs of the industry and affect overall forest health. These stakeholders also suggest the interdisciplinary teams (IDT) composed of hydrologists, biologists, and other "ologists" have contributed to a loss of focus in forest and

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resource management. Although there is some acknowledgement of the contribution of the “ologists” to the management teams, there is also a perception of a need for those with more forestry experience to assume a more prominent role in management decisions and planning. There is also a contrasting point of view suggesting the addition of “ologists” to IDT teams has resulted in more balanced and scientific approaches to planning and decision making on both forests. This perspective favors the IDT process and the perceived balance brought to managing forest resources by the addition of the “ologists” to interdisciplinary teams.

5.1.4 POWER AND INFLUENCE

“Power”, as discussed here, expresses assessments of stakeholder success in influencing the outcome of Forest Service planning or management decisions. Diverse stakeholders expressed assessments regarding the power of particular interest groups to influence management and decision making. There are three themes in these assessments about power: perceived differences in the effectiveness of groups in exercising power; the venue for the exercise of power; and the general notion that power resides “outside” the social environment of the five counties.

Influencing management decisions. This theme expresses differences in the effectiveness of stakeholder groups in influencing the outcome of planning and management actions. Timber industry and some community stakeholders argue that “environmentalists” are experts in the use of the NEPA process to achieve outcomes they desire. These stakeholders perceive environmentalists can be more influential because of their capability to organize their membership and to communicate with a wider audience about local issues, although this audience may be less informed about the specifics of the issues. As one member of a community development organization observed,

We have lost almost every battle and we don’t have much to report to our members other than ‘we lost again to the environmentalists.’

The public comment process and the ability to use environmental law and regulation are believed to be mastered, if not captured, by environmental” interests. Additionally, the environmental interests are perceived to have an economic advantage because of their ability to hire staff to pursue their agenda. From this perspective, “others” and especially environmentalists, have the most power to influence the outcome of planning and management decisions. Environmentalists and those representing groups with related interests, suggest they also feel as if they have less power than those with opposing views. Although they acknowledge success in organizing public comment and publicizing issues they perceive as having adverse environmental consequences, they argue industry groups have the most influence in planning and decision making. From the perspective of each of two stakeholder groups, the “other” group has more power. This suggests each group perceives they have a disadvantage in the process of influencing the outcome of planning efforts and management decisions. The venue for the exercise of power may partially account for these assessments of power as belonging to “others.”

Venue. The venue or arena in which power is perceived to be exercised may account for some of the attributions of power by industry and environmental interests. Industry interests are perceived to exercise power in political and agency venues. Some environmental stakeholders perceive timber and other extractive interests have more access to local, state, and federal elected officials than they do. Similarly, these interests also suggest industry interests have more influence with USFS staff than do environmental and related interests. The combination of political access and influence with the USFS is

perceived to result in a power advantage. On the other hand, industry groups suggest the power of the environmental interests is in their capability to access people in different parts of the west and the nation; and, in their focus on the use of laws, regulations, and other administrative processes to achieve their desired outcomes. Each of these groups is exercising power in an arena in which the other perceives a disadvantage.

Locals lack power. This is a corollary to the venue theme, but it expresses a more generalized assessment of the “real power” in forest management as residing in entities outside the five counties and the local Forest Service offices. A common metaphor is the expression forest managers “have their hands tied” by some external entity such as the Regional Office, headquarters in Washington D.C., Congress, or environmental groups. Similarly, there is also the perception about how little power locals have in comparison to those such as residents of the urban east, non-local special interest groups, and national organizations. Those who are closest to the resource are evaluated as having the least power to affect management decisions.

If you look at Idaho as a percentage of the entire Nation, we are swamped as far as numbers. Those people who don't live here want to control us, and if it comes down to a numbers thing, then we are screwed. They use the internet and then they have more letters than you can shake a stick at. Their input seems to count for more than people who live here and do know what is going on.

The broad theme organizing these points is the locus of power resides outside the local area with some specific or generalized “other” group. These perceptions about local interests being at worst powerless, and at best, severely constrained in their access to power are pervasive in the discussion data. This theme implies all interest groups will be attentive to who has and exercises what type of influence in the planning process. The more transparent the process is, the less likely it is that concerns about powerlessness will confuse the Plan development process.

5.1.5 ACCOUNTABILITY AND PLAN LEGITIMACY

A strong theme in discussions with stakeholders is the relationship of Forest Plans to the accountability of the planners and forest managers. Stakeholders suggest the legitimacy of the plan will be assessed in relationship to the accountability of managers and planners for its implementation. However, there are multiple and conflicting assessments of what constitutes accountability. Most of these conflicts can be organized by categorizing accountability as indicated by both institutional and personal elements. Institutional accountability is perceived to imply incorporating outcome measures in the Plan details. Personal accountability addresses the efforts of managers to implement the Plan and monitor its outcome.

Various stakeholders suggest the existing Forest Plan is “reasonable.” Plan critics suggest existing standards are “too fine” and allow too many opportunities for appeals and lawsuits. Other critics suggest these standards are insufficiently fine and will require more attention as the Plan is revised. However, the framework of the Plan is evaluated as solid, but in need of augmentation in several topic areas. These are discussed in more detail in Section 5.2.5 Standards.

Personal accountability is among the most troublesome issues for stakeholders regarding forest management and planning. They suggest managers have failed both to follow the Plan and to monitor its implementation. For example, stakeholders comment about timber

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harvest levels, elk habitat, roadless areas, and other topics, as examples of the Plan not being followed. For example,

Look, here is what the Plan says about elk habitat. Here are the specifics in black and white. Have they done that? No, they have not. What good is a Plan if you don't follow it? I am accountable in my job and if I don't do what I am supposed to do, then I suffer the consequences. What happens when they don't do what they are supposed to do? They just move on or get a promotion or something. Their career should be tied to implementing the plans. If they don't do what they are supposed to, then there should be consequences.

This perceived failure of “personal accountability” by managers is one of the strongest themes in the data about the topic of forest management and the changes needed as the Plan is revised.

Stakeholders suggest the revised Plan should have meaningful content and measures for monitoring (institutional accountability) and it should allow for linking the performance of managers with the Plan's outcome (personal accountability). These sentiments indicate the desire of stakeholders for a Forest Plan and forest management in general, with a known structure with meaningful outcome measures monitored by managers who are held accountable for outcomes and implementation, regardless of their tenure. Stakeholders expect the Plan to result in continuity of management effort across time and the tenure of particular managers.

The legitimacy of the revised Plan will be assessed partially by how accountability is addressed in the revision efforts. Stakeholders expect the content of the Plan will be meaningful and based on the best science and expertise within the agency. They also expect standards and monitoring will be essential for the Plan to be meaningful. Although different stakeholders have different expectations about the specifics of the standards and the monitoring process, the need for both institutional and personal accountability will influence assessments of the legitimacy of the revised Plan.

5.1.6 USFS WORKING RELATIONSHIPS WITH STAKEHOLDERS

The quality and character of the relationship between each national forest and their respective communities was a common topic of discussion with stakeholders. This issue appears to influence stakeholder expectations about the process of working with each forest on Plan revision issues. This issue is worth examining here for at least two reasons: (1) stakeholders express these concerns as influencing their assessment of the process of Forest Plan revision; and, (2) knowledge of these concerns provides the Planning Team with information potentially useful for developing public involvement and other communication efforts with concerned stakeholders. Specifically, the content of stakeholder assessments about working relationships with each forest can influence their willingness to participate in public involvement programs, their opinions about the sincerity of efforts to solicit public input, and expectations about how public input will be considered in the process of Plan revision.

The CLWNF and the NPNF are each evaluated as having a distinct character in their relationships with surrounding communities. There are also variations in evaluations of the responsiveness of particular Ranger Districts to public comment and consideration of stakeholder issues. A broad brush characterization of both forests is problematic, especially in a time when concerns about the economic future appear to amplify sentiments about any issue potentially affecting community economies. However, there are some noteworthy

shared concerns about the two forests, including a perception of the Forests Service as unresponsive to and uninterested in public input. For example:

I have been disappointed in my observations of the Forest Service (since I moved here). My disappointment stems mostly from the processes the Forest Service engages in. An example is when they have a meeting to do intake or public comment on Plans ... they have a set agenda and after the meeting that agenda has not changed regardless of the input from the public. That is disappointing to me. ...

This same discussant makes a distinction between “old style” and “new style” forest personnel and their willingness to listen sincerely to public comment:

I see people who have worked for the Forest Service for years and years seem still to have the ‘old school’ approach in dealing with the public. They are straightforward, they answer your questions, and they don’t try to hide things from you. Some of the newer people in positions of authority, the Rangers who come with the degree in environmental whatever don’t seem to have the same approach to the public that the long-term Forest Service employees do. The difference is that the long-term employees are ... more willing to listen to you and understand the points you are trying to make, they are helpful in guiding you through the bureaucratic morass ... they will volunteer information they think will be helpful to you. Whereas, the higher up you go in the organization, the less of that you get.

The senior managers just ignore you or refer you to some subordinate. ... The common citizen should be able to go into the Forest Service office, ask a question, and get an answer. They might not like the answer, but they should be able to get an answer. ... An example is, we had a meeting in October and we just requested a map, and that is all we wanted. It is now late November, we still do not have a map, and we are pretty sure one exists.

This statement highlights several common themes in discussions with community stakeholders: (1) stakeholders perceive some staff are more receptive than others to public input and general communication with concerned citizens; (2) the expectation for sincerity in consideration of stakeholders input, and (3) the need for follow-through in response to inquiries or public comment. The later point about the need for follow-through is especially important. Various stakeholders suggest they have asked questions, provided comment, or otherwise communicated with the agency without receiving a response. A not uncommon sentiment about this issue is,

We provide input and they take it, but we never hear why they did not act on our input. All we want to know is why they rejected our input, but we don’t hear anything.

A prominent issue common to each forest is the perceived need for improvement in cooperative working relationship with clubs and organizations that wish to provide volunteer assistance for the forests. This theme may be an artifact of collecting information from organized stakeholder groups, but the consistency of the theme suggests it is an issue affecting working relationship between communities and both forests. For example:

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Our small town here does not work unless we volunteer. We have women who have a list that is as simple as every time there is a funeral they call the food service list and every woman on it provides food for the guests from out of town. We understand volunteerism here. (Our club) understands we need to maintain trails and to improve trails, in order to have trails that work for us. But, we have for three years been attempting to volunteer to provide materials and labor to repair trails We have been frustrated in our attempts to volunteer because of all manner of excuses from the Forest Service. We had gravel donated, we had trucks to take it, we had logs, ... but we have not been allowed to volunteer to improve that trail because of damage done to it by weather and traffic over the years. ...

Question: What is the response of the agency when you ask about why?

They just say it is part of a larger plan they have. ... These kinds of things (USFS planning) have a life of their own and they just go on forever. They are not allowing volunteerism. We are not asking them to spend their money. Volunteerism is not something they care to deal with.

All-terrain vehicle (ATV), trail, mining, and other clubs express frustrations about the limited opportunities for organized groups and clubs to volunteer time and effort to maintain, repair, or improve resources of concern to them. Given the importance of the value of volunteerism in these rural communities, this perceived limited use of volunteer resources is evaluated as “not neighborly.” It is also perceived as undermining the working relationship with clubs and organizations that wish to cooperate with the forests to control abuses. For example, some stakeholders suggested their clubs and organizations work to monitor “rogue” activities (e.g., mining and ATV use), but when clubs are ignored and the working relationships are undermined, then clubs have less authority and less interest in monitoring and reporting illegal or questionable uses of forest resources.

Stakeholders suggest working relationships with the forests have been especially strained in the past few years. Personnel in the NPNF were more often evaluated by discussants as less open and receptive to improving working relationships with stakeholders. Discussants who spoke specifically about the CLWNF also expressed frustrations, but stakeholders more often describe positive characteristics in their relationships with personnel from this particular forest. Despite these differences, there are notable stakeholder concerns about the character and quality of the working relationship with these forests. These concerns may directly affect responses to Forest Plan revision. As one stakeholder noted, these issues can be addressed in a straightforward way:

When you hear nothing, you assume the worst. You assume they lied to you and they don't care. Just give us some feedback, just some common courtesies ... that will help to improve things.

5.2 Resource Management Issues in Forest Plan Revision

There are diverse stakeholder interests within the five counties, including Native Americans, ranchers, farmers, local businesses, timber, logging, local and state government, other federal agencies, recreationists, outfitters and guides, political, environmental, mining, wildlife, watershed, and other special interest groups. Discussions were conducted with members of most of these interest groups. These discussions asked open-ended questions about the topics of concern for Forest Plan revision. As noted previously, the most usual initial response were various process issues such as those noted in section 5.1. In addition to

these context and process issues, discussions also developed the content about specific topics stakeholders desire to see addressed in Plan revision. In response to these open-ended questions, stakeholders sometimes suggested the Endangered Species Act, declining elk populations, wolf reintroduction, breaching dams, water quality standards, and other such issues. These topics may not be addressed by Forest Plan revisions, but they are linked with forest management issues for some stakeholders. In addition, topics about resource management often appear to cluster together. For example, some discussants linked wolf reintroduction, increased access to public lands, more ATV trails, concerns about water levels in dams, declining elk herds, and timber harvesting. Other stakeholders linked old growth, water quality, roadless areas, and clear cuts. Clearly, not all of these are ones that can be addressed by Forest Plan revision. However, the noteworthy point is that stakeholders tend to link topics about resource management including forest management as well as other issues.

It is also important to emphasize these topics were elicited as part of a study described to participants as a social assessment. This social assessment framework may have resulted in eliciting particular types of topics such as the need for consideration of more social and economic issues in Plan revision. On the other hand, the consistency of the topics offered suggests some focused issues of concern to stakeholders.

5.2.1 FOREST HEALTH AND FIRE

A range of stakeholder groups defines “forest health” as one of the most significant issues of concern for Plan revision. Fire and forest health were often linked: when discussants talked about one topic (fire or forest health), then the other was usually also mentioned. Although forest health is an issue of general concern, conditions around Elk City and Red River are perceived by timber and community stakeholders as representative of more wide-spread problem with forest health. For these stakeholders, forest health appears to be indicated by the appearance, size, density, and insect infestation of trees in these areas. These ideas about forest health are also consistent with other views about nature and the need for “active management” to support creating healthy forests. For example,



We have to go back and get into the woods to keep a forest healthy. We have to thin it down. We have to use the material. Letting it grow and burn is not the answer to that. I could take you on a plane over this forest and show you millions of acres that probably 150 years ago was an old even age burn that burnt that sucker off completely. What came back was lodgepole. It is old, it is dead, and it is dying. We should get everything we can possibly get out of that. Then let's plant something else and get it going again rather than wait for the first lightning strike that will burn it off slick again. There is enough fuel there now that it will sterilize the ground, the fire will burn

so hot, and then it will take 100-150 years of nothing until it starts to come back. That is just a pragmatic view of what you can do for forest health.

This statement indicates some of the essentials of one perspective about forest health:

- Forest health is related to “active management” or using timber harvesting as a method to create healthy conditions.
- The legacy of natural fire is not necessarily a “healthy forest” but an unmanaged forest that can result in unhealthy conditions.
- Natural fire in unnaturally thick forests damages forest health by creating fires so hot they “sterilize” the ground and prevent regeneration of desirable species.

The linkage of forest health with fire is also expressed in the following statement:

There is virtually nothing being done out there. ... We have some major problems out in the forest with dead and dying trees and beetle infestations. We could stop a catastrophic fire by managing certain major corridors or ridges or something to give it some break. You know, we have more of a fuel load now on these two forests than we did before the 1910 fire broke out. Guess what? We are still sitting here talking about it. I get frustrated with that because we have no time to lose. .. You know, the 1910 fire started near Elk City. .. They (the Forest Service) need to be pro active or we could have a real problem. They say they have a silt problem up there now, but what is going to happen when it all burns? Then we will have a real problem.

Discussants with environmental interests did not concur with the assessment of these conditions as indicating “poor forest health.” For example, areas without active management are not perceived as problematic, nor are natural fires and their effects assessed as undermining forest health. As noted in section 4.3.1, definitions of forest health are based on different views about nature and natural processes. For environmental stakeholders, these views imply a more “hands off” approach to managing some aspects of forest health. As one environmental leader suggested,

Sometimes the hardest thing in managing is doing nothing. You don’t usually get ahead in the Forest Service by doing nothing in managing national forests, so that is hard for them.

The conservation and environmental perspective perceives forest health has been undermined by past logging and other extractive uses. For example,

I can take you to places that would break your heart. There is damage to the ground and it is hard to believe those places will ever be the same again. Too much clear cutting, too much of harvesting in the wrong places for the wrong reasons has caused a problem for the forests. Cutting down more trees is not going to make these forests healthier. They need a rest. That rest will do more to help them than cutting down trees to make it healthy.

For proponents of “active management” to create forest health and for those who advocate less human intervention, forest health is a priority topic. However, much of the dialogue about forest health is about the Healthy Forests Initiative resulting in the Healthy Forests

Restoration Act passed in 2003. The specifics of this legislation are the substance of much of the expressed sentiment about “healthy” forests. Stakeholder concerns about forest health also appear to be a proxy for issues related to salvage logging and other timber harvesting, the role of fire in ecosystems, and the use of controlled burns.

Four themes emerged from the discussions that noted fire as a management issue: a fire management plan to address the role of natural fires in forest management, the use of controlled burns, the need to protect communities from unnatural fire events, and the tradeoffs in using fire and timber harvesting in resource management. The content of these concerns is straightforward. Stakeholders cited the value of having an existing fire plan to address the role of naturally caused fires in forest management.

Generally, this is perceived as forward-thinking and necessary, given the existing conditions in these forests. Some stakeholders argue naturally occurring fires can expand onto private land, therefore there should be a consideration of the potential effects of existing fire policy on private land owners adjacent to national forest lands.

Controlled burns are also perceived as a meaningful approach to manage some of the vegetation issues and fire dangers related to dense forests and heavy undergrowth. Residents cite the threats to Elk City from fires in the summer of 2003, as an indicator of the potential for catastrophic fires to threaten residences and communities. These catastrophic fires are perceived to be possible because of “unnatural” conditions of dense tree growth and heavy under-story that result in exceptionally hot fires. The perceived threat to communities from such fires is an issue some stakeholders identified as an especially important issue for Plan revision. Timber industry and some community stakeholders were also especially concerned about the loss of marketable timber to natural fires and controlled burns. In communities where waste of resources is perceived in moral terms, stakeholders perceive timber harvesting is a preferable method to achieve management goals than the use of fire. Appeals and decisions that limit or prevent the use of fire damaged timber, are also evaluated by these stakeholders as not only wasteful but also incomprehensible.



5.2.2 TIMBER HARVESTING

Timber management is a topic of interest for Plan revision among diverse stakeholders, including timber, wildlife, community, conservationist, the tribes, and environmentalists. These stakeholders have distinct concerns based in particular values, beliefs, and desired outcomes. For example, some view forests as tree farms that produce a “renewable crop”, while others view forests as natural systems disrupted by human intervention. As noted previously, these are common contrasts in views about nature in American culture. These views also imply particular approaches to forest management. From the farming perspective, forests require active harvesting (often described as “management”) in order to be healthy and to serve their purpose: the economic support of human communities. From the “naturalist” perspective, harvesting trees should be controlled and limited to certain areas and conditions. The primary purpose of forests, from this perspective, is to provide habitat, to contribute to biodiversity, and to exist as “natural places.” These broad orientations appear to organize much of the diversity in views about timber harvesting among stakeholders within the five counties. There is variation among the statements of discussants

that hold either point of view, but there are also enough shared elements to categorize statements into one or the other of these two cultural orientations.

Views expressed about timber harvesting also appear to be related to other topics, especially forest health, the economic sustainability of local communities, water quality, and ecosystem integrity. The linkage of these topics varies by interest group. Timber, wildlife, and community interests link forest health and economic concerns with timber harvesting more often than do environmental and conservation interests. These stakeholders perceive timber harvesting results in forest health by decreasing tree density and promoting the growth of more diverse stands of trees. They also perceive timber harvesting as fundamentally important to the purpose of a national forest: it is a renewable resource that should be used for economic benefits. These stakeholders also suggest the region's forests are among the

most productive in the West because of weather and other environmental conditions. These stakeholders perceive there is a sufficient volume of wood grown on these forests to harvest a limited amount to benefit forest health, local economies, and wildlife. These stakeholders desire a higher level of



harvests than have occurred in the recent past. They also suggest the harvest levels of the 1950's and later may not be acceptable now, but they also believe higher levels of sustainable harvests are possible. Standing timber burned by natural or controlled burns is especially troublesome for these stakeholders. They perceive the non-use of these dead trees as "wasting a useful resource" potentially beneficial to local economies and lifestyles. Some wildlife interests also argue for increased harvesting to create habitat for elk and other game species. These interests suggest the recent declines in elk herds are related directly to the loss of habitat. Increased harvesting can create new browse to support larger elk herds, especially since wolf reintroduction is perceived as taking a heavy toll on elk populations. These wildlife interests also suggest placing a priority on using timber harvesting to create elk habitat will result in wider ecological as well as economic benefits.

Environmental interests link water quality and ecosystem integrity with timber harvesting. There may be other linkages if these issues were systematically developed, but in the information collected for this work, these were the prominent linkages. Timber harvesting is generally linked with adverse consequences for water quality. This linkage usually identifies the problems as associated with particular harvest techniques such as clear cuts in the wrong location or other appropriate harvesting techniques used in inappropriate places. Water quality issues are evaluated as an important limiting factor affecting methods for future timber harvesting. Ecosystem integrity is perceived to be the value of an "intact" ecosystem that is undisturbed by major human activity, especially logging. This does not imply logging is uniformly rejected, but it does suggest some environmental stakeholders evaluate logging as incompatible with maintaining an intact ecosystem in some locations.

The majority of statements by environmental stakeholders who participated in discussions for this work expressed support for logging as a necessary management activity, but with restrictions. The “zero cut” perspective was a minority opinion. However, it should be noted that past actions of Earth First and other environmental groups have advocated “zero cut” on national forest lands, including the Clearwater National Forest and the Nez Perce National Forest. Although the “zero cut” perspective was absent in all but one discussion for this project, this perspective exists among environmental interests who have actively pursued this agenda on these national forests. For example, one environmental discussant made the following observation about timber harvesting on these national forests:

They have been over-cut in the past and they have not recovered from it yet. I am not a big supporter of logging the forest because it tends to get abused and you give them an inch and they take all they can get. I do support horse logging, but industrial scale logging is not something we need on these forests for them to recover.

Horse logging is not “zero cut.” However, the essence of this statement is the incompatibility of “industrial scale” logging with recovery from the perceived past abuses of forest lands by the timber industry.

The perspective among industry stakeholders about the timber program on either of the two forests requires some further comment. This perspective is illustrated in the following statement:

Right now there is effectively no timber program. There is a little dribble. Even when you combine the two forests, these two forests were supposed to put out 273 million feet of saw logs between them. They have put out in the last five years an average of about 30 million feet between them. The last five or six years, they are running at roughly ten percent of their allowable sale quantity. That is atrocious. That is not enough to run a saw mill. You have two forests that do not produce enough to run a single family saw mill here. That is crazy. ... We are surrounded by four million acres here and a family mill should be able to exist here just on Forest Service timber.

Timber and community stakeholders expressed strong sentiments about the decreasing volume of timber harvesting and the need for a renewed timber program in Plan revision:

The only real issue for Plan revision is getting a timber program that will cut trees. The only issues out there for anti-logging interests are not cutting trees. Right now, that is what the Forest Service is listening to. We don't have a timber program right now. The timber companies have abided by the rules and the rules are a lot stricter now than they used to be. Simply put, you just gotta cut some damn trees. Your 'ologists' at the Forest Service, well their degrees are in water quality and not timber. If they want to save their job, they have to prove there is a water quality issue. So, we are not cutting trees because the 'ologists' have to save their job.

And,

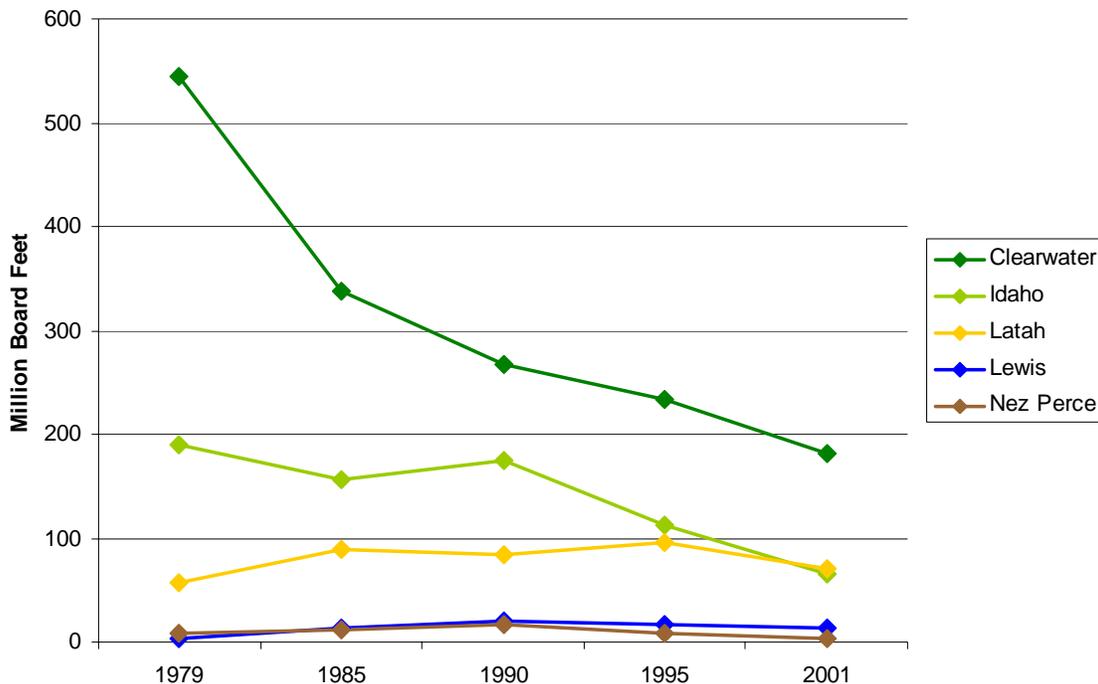
I would like to see some sort of consistent sales program that we can rely on. There is no predictable supply of wood and it is hard to operate a mill without a predictable supply of wood. There is no one answer. It is a complex situation and we realize that. There are a lot of national issues

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that affect the ability to have timber program. But there are also local administrators that can do something. If they are not doing timber over there, then what is happening with all those people? All those 'ologists' over there, they are there to help to manage the timber, so that we can take into consideration these other interests. Well, if we are not doing timber, those 'ologists' are still there, so what do they do?

The existing data show that timber harvesting in the project counties has dramatically decreased in recent decades, especially in Clearwater County. Some timber industry stakeholders suggest the IDT "ologists" or specialists are preventing rather than facilitating timber harvests.

**Figure 31: Timber Harvest by County
1979, 1985, 1990, 1995, 2001**



This sentiment also expresses the perception noted previously that the “Forest Service has lost its way” or in the words of one community stakeholder:

The Forest Service needs to revisit its mission. ... They have lost the part of their multiple-use missions that has to do with extractive resources, timber and minerals especially. They have lost that mission and what is left is a big fire problem because you have hundred of millions of board feet of dead timber that is a holocaust waiting to happen.

A related point of view is expressed in the following comment by a long time Idaho County resident about the need to address timber harvest in a revised Forest Plan:

I think we need to do some kind of salvage or forest health chapter (in the revised plan). I am here to tell you that cutting fire wood has never been easier. I am burning saw logs that could help your kids or mine to build their

next home. ... I am not saying go out there and cut the forest down. If you drive through or fly over this forest, you can see salvage logging opportunities everywhere. It is not being done. There are reasons it is not being done and most of them are legal and political. The Forest Service needs to be more productive. They need to produce something other than another Plan. We don't need to have timber sales like in the 1960's and 1970's, but we need to have some sales. This should come out of a balanced Plan. The Plan needs to do something other than just produce a Plan.

The above statements indicate the perceived need for the Forest Service to revisit what some stakeholders evaluate as its central mission: harvesting trees to protect forest health and contribute to local economies. As noted earlier, not all stakeholders share this view of the agency's mission. Furthermore, other stakeholder question the notion that the Forest Service can or should attempt to manipulate "community stability" by promoting timber harvesting to support local economies. For example, one stakeholder observed:

I have looked at the data about what happens to economies like this when you increase the cut of federal timber. I just don't see that timber harvesting is going to create more jobs because timber companies are investing in machines and not people. I can show you some papers that make that point. It is a complicated thing anyway. Should the Forest Service be in the business of social engineering anyway?

The absence of a timber program with what some stakeholders evaluate as an apparent abundance of trees is perplexing and it creates the perception of "unhealthy" forest conditions. For example:

We need to use the public land wisely and produce some jobs off it. The timber can be managed. Even if they broke even you would be thinning trees. That needs to be done. The trees are so tight together in some places that the trees cannot survive. That is a waste and it is a fire hazard. The wildlife can't use it and the livestock can't use it. I am not one to harvest and rape and take out all the good stuff. You don't go in, take the nice timber, and leave the trash. That is not the right way to do it. This forest is one of the most mismanaged pieces of timber I have ever seen. If you manage it, it will help the wildlife and help the economy. We need to thin the timber and create some benefit rather than just waste the resource. There is just nothing going on in the Forest Service.

Since timber is evaluated as a renewable resource, the reasons for what is perceived as limited harvesting when trees are abundant and conditions are deteriorating is perplexing:

Our forests are tree farms. That is what they are. They are a cycle crop for the American people to build houses, use for toilet paper, and the rest of the things the fiber goes to do. In effect, they are wiping out a whole industry and giving it to a foreign country. We used to have four mills in town and now we have only one. We know that logging will not come back the same way. We are environmentalists, we want to live here and have a good place to live. But they have to be able to cut some trees. They grow back you know.

The trend in timber harvesting and stakeholder assessments of forest health each contributes to a perception of “things are out of balance.” Not only are they out of balance, but the limited ability to harvest trees when there appears to be such a large supply contributes to the perception that “things are out of whack.” For example,

I don't think anybody in Idaho County felt it would get this bad. They thought, 'they are going to wake up and they will see we are going to need to harvest trees.' ... Rural people say that it has got this bad and I have not done anything wrong. We look at these forests and we see something that somebody else does not. When I am in the forest, I see the wasted lumber. We see prime trees ready to cut. They are so thick in there that if you don't cut them, they are going to die. It is foolish not to cut these trees.

Some stakeholders suggest local and national environmental interests are a primary cause for limited timber harvesting. “Zero cut” groups are perceived to threaten or instigate law suits against timber sales, and these actions have effectively “shut down” the forests. These stakeholders also perceive the timber program on the two forests is in decline because agency personnel refrain from developing timber sales for fear of lawsuits with adverse effects on their careers. Environmental and conservation interests reject this interpretation and suggest they are the scapegoat for a more complex set of factors affecting local economies:

The timber industry points to us and they say we are the problem, that we are the cause that people are losing their jobs. I don't see it that way. We are just easy targets for them to blame. They are not looking at all the reasons; they are only focusing on us because it is easy.

Some environmental stakeholders acknowledged the need for timber harvesting, but the methods, places, and volumes are the issues of contention. Nonetheless, there is support among some environmentalists for placing timber harvesting among the topics to address in Plan revision. For example, one conservationist stakeholder commented:

The fuel load in the forest right now is a combination of the types of harvest that were done and the results of fire suppression. So, there are unintended consequences. The natural process will not be acceptable to a large element for all kinds of reasons. ... What a lot of the environmentalists don't realize is that this idea of a pristine forest with no human intervention is a myth. Since humans have been on the continent, there have been interventions that manipulated the forest. The reality is that we use wood products. For me to sit here and say that we should not be taking any timber would be hypocrisy in the extreme. There are methods and levels of harvest that are appropriate. There are also levels and methods of harvest that are not appropriate.

Another member of a local environmental organization also suggested the need for consideration of timber harvesting in Plan revision:

Clearly the timber harvest needs to be fixed in the next Plan. The ASQ (Allowable Sale Quantity) set in the 1987 Plan is unattainable. That needs to be fixed. ... We are not zero cut. We see a place for cutting timber. It just has to be the right place and the right conditions.

Another member of a different environmental organization also expressed support for addressing timber harvesting in Plan revision.

The harvest on both forests is lower than the land can sustain. Both forests need to be looking at timber harvests more intensely or using different goals. They need to focus on harvesting in the right places. For the most part, they have been doing that. Neither the Clearwater nor the Nez Perce has been running amok in the past years with crackpot schemes in dubious places. They are not doing that.

The strategy the Clearwater is using matches the land and it matches the politics. On the Nez Perce, I am not sure what they are doing with timber management. It is just not clear what they are doing. They are not doing anything wildly insane, but there isn't great confidence in the timber management on the Nez Perce National Forest. I think you will find that is a pretty universal assessment.

Although environmental stakeholders express the need to address timber harvesting in Plan revision, they also suggest the need to consider how water quality and related issues will affect timber harvest plans:

They need to be cautious in land allocation. If you are going to cut trees, cut them in the places least prone to erosion, the least prone to mass failure, the least likely to ever be included in the wilderness system. You can't say don't do anything. It (timber harvesting) is a perfectly sound management tool and it should be used, just used cautiously. The problem is that a whole lot of watersheds on those forests are all screwed up. In the developed areas of those two forests, there are more trees growing than being cut, but the problem is fixing the watersheds. ... I have said for years that the sure way to increase timber harvests around here is to fix the watersheds. ... It is one of the best ways we can get some economic benefit from timber harvesting. If we fix the watersheds, then we should be able to harvest some timber.

Although there is recognition of the need for some timber harvesting, protecting old growth timber is one of the "bottom line" issues for some environmental stakeholders. Concerns and definitions about what constitutes old growth timber were expressed by most environmental stakeholders who participated in this project. Their concerns and definitions were in many, but not all cases, in opposition to timber industry and some community stakeholders. These old growth concerns are especially important to timber industry stakeholders. These issues are also likely to receive special attention in any discussion of timber harvesting in Plan revision.

Environmental interests also expressed concerned about the methods and scale of timber harvesting, as well as a perceived emphasis on economic benefit at the expense of "caring for the land." For example,

If they just wanted to take out the small scabby trees and leave the big ones that is ok with me, but they WANT the big ones too. But, you know, I can't really come down on the logging industry, I live with them and they are part of my family. I have nothing against logging. I know a number of independent loggers and they do a wonderful job. They go in and they are gentle on the land, they take only the trees that need to be taken.

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We have just really gone astray in how it (logging) is done. When these huge corporations get involved, then we lose sight of forest stewardship.

Question: Can you define stewardship?

It is managing the forest in a way that will perpetuate itself for generations. That means taking out trees. I am not even against taking out some big trees. It opens the forest to new growth and you can do that in a sustainable way. But, where we have gone astray is in the focus on the bottom line, in how much money are we going to make, and not in caring for the land.

These statements suggest an acceptance of the need for timber harvesting, if it benefits ecosystem health and provides economic benefit that can be derived from methods such as smaller scale thinning and selective harvesting.

Implicit in some of the above statements, and explicit in other data collected for this project, is concern that long-term forest health and ecosystem integrity may be compromised for short-term economic gains from timber harvesting. Environmental interests point to past abuses and the cut and run history of the timber industry as examples of reasons to be concerned. These stakeholders express concern about ensuring resources are sustainable and that future generations have the benefit of enjoying national forests. They are skeptical of loggers, mill owners, and even the Forest Service who they believe may not have this longer-term perspective in mind. For example,

When the forests are gone, they are gone for a long time. I don't advocate 'no cut' on national forests, but if we can't harvest on national forests in a sustainable way ... then we don't belong there. This is public land. If the American public knew how their lands were being used, they would be furious. There just needs to be a longer-term perspective that I don't see in some of the larger companies and logging operations.

This contrasts with a consistent theme in community and industry stakeholder statements about their self-assessments as good stewards of the land. These sentiments appear to be as strongly felt as the skepticism of environmental stakeholders about the desire of industry stakeholders to be good stewards. There is a remarkable gap in how this issue is perceived. When this observation was made to one local timber industry worker, he commented:

While I am driving around in the woods on my job, I often think to myself, 'am I doing the right thing in my job? Am I a hypocrite? Am I lying because I need to have wood at the mill? I make myself answer those questions. If I am out there thinking that my logger friends are putting mud in the creek, then I need to stop them. I think about if we are doing environmental damage or economic damage. I make myself answer if we are doing the right thing. If you just go around in the woods, if you just go and look, I honestly believe that we have not screwed it up. We are not perfect.... But, if you look at the whole big picture, then our impact is small. In comparison to the natural effects of fire, if you are talking sediment our impacts are less. If you are talking just disturbance, our impacts are less.

This reflexive assessment of logging suggests a longer term perspective, but it is not one that is necessarily shared with others who work in the industry. Nonetheless, this statement indicates the complexity of views about timber harvesting; and, it also indicates the tensions between timber and environmental stakeholders about the purpose, meaning, and effects of

timber harvesting. These statements also suggest diverse interest groups will desire to see the details of timber harvesting addressed in Plan revision.

5.2.3 ROADS AND ACCESS

Road and access issues are linked strongly with off-highway vehicle (OHV) use in the data collected for this project. Although these issues are linked, there are differences. To address these differences and for better organization of this discussion, road and access issues are discussed separately from OHV issues presented in section 5.2.4.

Examination of the data for this topic suggests four themes with an entailed sub-theme. The first theme expresses the linkages of rural lifestyle and access issues. The next theme acknowledges the need to restrict access in some instances and for particular reasons. A third, but less frequently expressed theme, is the notion that road closures and road



obliteration unnecessarily restrict public access. The fourth theme is the desire to obliterate roads on all public lands, including these national forests. The sub-theme is a concern about how road closures are communicated to forest users. Underlying each of these issues is a deep-seated concern about the need for more rigorous treatment of travel management issues in forest planning.

Lifestyle and access issues were often linked in statements

about access issues. The opportunity for recreation opportunities, the benefits of access to large tracts of public lands, and the value of “personal freedom” to access these lands is perceived to be an important part of the lifestyle in this region. For example,

Recreation is a huge, huge thing here. This is an outdoor place and people live their lives outside. I would not live here if it was not for that, for the hunting, fishing and things you can do outside. You hear about people being upset about road closures, those are the things that really upset people here. Recreation is a major use of forest lands and they tend to view the national forest as their vacation lands. If you close a road, you are affecting their vacation place. But, it does not upset me a lot. It does not concern me much.

This statement expresses the linkage of access, roads and an outdoor lifestyle in a less emphatic manner than another discussant who observed:

If you don't hunt or don't fish or go out and ride your ATV, then why would you live here? That is our way of life and if you try to lock us out of it, then you are hurting who we are. You can't do that.

Some stakeholders suggest roads and access are essential to the recreational experience of local residents. A different point of view was expressed by another resident who evaluated public lands in other terms:

There are people who see the forest as a playground and they tend to be people who argue for more ATV access. They see the woods as a playground rather than as a source of jobs or a place for natural values. I don't see the public lands as a playground. I don't see ATV access as a tool for people to exercise freedom; it is the wrong place to do that. The Forest Service can find places for people to ride, but not everywhere.

While this was a minority point of view, it indicates how different values can result in diverse views about the meaning and use of a landscape.

A second theme in these data is an expression of broad concern about access issues, but acceptance for limited road closures. One stakeholder suggested access to public lands has increased during his life-long residence in the area:

We have more access now than we did in 1950. On a scale of being concerned and not concerned about access, well I am concerned. Traditional access areas are a concern of mine. Say in the 1960's we had some main routes that were accessible and I am concerned about that. As far as roads constructed just for timber harvest, I think there is reason to restrict access. ... I know some people here want all the roads open, but I don't think that is realistic. There is access where there was never access before. And if they have access to the main roads, I think that is fair access. I don't think you should be able to take a vehicle cross-country and make your own trail. To me that is, uh, not really reasonable access.

This statement expresses a general theme about acceptance of restricted access based on reasonable criteria. A similar sentiment was expressed by another stakeholder who is a long-term Idaho County resident:

I don't have trouble with a lot of the road closures. I agree with some of them. But, when some of these roads that are closed, there should be some good that comes out of those. They should have them open for some other types of uses, maybe for firewood cutting or huckleberry picking. Let the road be maintained to the level of the uses. Roads that were made just for timber harvest, I don't have any trouble with restricting access to those roads.

Other stakeholders directly linked concerns about road closures to hunting. Some suggested road closures during hunting season are especially inappropriate because many roads receive the most use during this season. Other users were less sympathetic to this perspective. For example, a long time Idaho County resident commented:

Having existing road access closed is a big issue. It is related to hunting and that is a big thing here because of the road access to hunting. The road issue was initially a concern to the hunters, but that has changed. There are a lot of hunters that finally realized that the game is better off without vehicular access. Of course, the wolves are taking care of the elk now.

A similar sentiment was voiced by another life-long resident:

I grew up hunting here with my dad and my brothers. You used to be able to hunt anywhere you wanted. Nothing was posted and now almost all private land is posted. Now, when you hit that national forest sign, you know it is free range and I really appreciate that. I still hunt, it is in my blood and I want to pass that on to my kids, because it is part of who we are. I use an ATV to get up to a place where I hunt. I don't hunt from it on the roads, I just use it to get to near my hunting spot and then I walk. I don't mind some road closures because I don't think road hunting is what it is all about.

A survey could determine how wide spread this sentiment is, but among those who participated in discussions for this project, there was an understanding about the need for some road closures, some related to hunting and other such reasons. However, Forest Service communication about road closures is perplexing to these same stakeholders:

Some of the roads they just close off for no apparent reason. You hear it all the time. People say, 'I went out there to go for a ride on my road and it is closed and I didn't know anything about it.' The road issue is a big hot button. It is why people live here. They like to go out on a Saturday afternoon and enjoy the woods. It is one of my big peeves. Even if you have lived here for so long, even though it is a national forest, you should get a little more of a privilege because you are the one that is here.

Although these stakeholders express an understanding of the need for road closures, they also suggest there is a need for better communication and coordination with interested publics about the details of road closures. A similar sentiment was expressed by another long-term resident of Clearwater County:

The recreation users are affected by management decisions, mostly about road closures. A lot of it is, you just don't understand why they are closing a road. Sometimes it is because of elk calving and you can understand that. Then there are others where they say, 'this road is bad because it creates sediment.' You don't really see that happening and the average recreationist does not see that it is a big problem. They just think 'I have been riding this road for twenty-five years and now it is bad?'

A lot of the roads have been here from the 40's and 50's and the old timers have been on these roads with their kids hunting for a long time. Then they go there the next year and it is closed. Many times they don't have a clue. They may have a hearing or they may just close it for some administrative reason. It just hits people the wrong way. They may see the notice in the paper, but they won't go to the hearing because they just think, 'it is gonna happen anyway so why go?'

Another expression of these sentiments is in these comments:

I think there needs to be less restriction on some of these roads. I can understand why they have blocked some roads out for wildlife and some others you don't want people driving up and down them because of erosion. But, they have gone over-board on it and they just put metal gates up. They went about it wrong. People have lived here their whole lives and driven up and down a road and all of a sudden they come around a corner and there is a metal gate across it. I think they should phase things in over time or

educate people about it, but there are ways they can do it better than they do now.

For many stakeholders concerned about access and road issues, there is an understanding about the need for closures. Their desires is to have more meaningful consideration of local users needs and more effective communication about how those closures will occur.

The third theme discussed here concerns how road closures encroach on what are perceived as public rights to free access. This theme is closely linked to rural lifestyle issues in these counties. As one stakeholder noted:

One of the reasons we live in Idaho is because of the freedom we have to do whatever we want on the land. Not to harm the land, but to do whatever we want. But they are trying to take that away.

Some of these stakeholders suggest the Forest Service or other interest groups are attempting to “lock out” motorized users. This feeling of being locked out of a recreation resource in their backyards is especially troublesome. The reasons for this perceived lock out include: (1) there is a bias within the agency against motorized use; (2) environmental interests are pressuring the agency to close roads and the agency is yielding to these pressures rather than fight; and, (3) there is no willingness within the agency to manage roads and the easiest approach is to “shut it down.”

Some sentiments expressed about this topic link it to a variety of other issues, but the root concern is the perception of motorized users being “shut out.” For example, a long time Clearwater County resident commented:

There is a big run at closing off motorized use on the national forest. They have this idea that all routes on the national forest will be closed to motorized use unless posted open. This would have been a total shut down. They are actively trying to do that. There is a sign up here on the 102 road that says: Clearwater National Forest any roads beyond this sign not marked are closed. ... They should be listening to the people and getting more country opened up. They need to be cautious how they do that. We know that. But, if all they do is close things down and they don't allow cutting of any trees, then what is the purpose of the Forest Service? If all they can do is close things down, we should close up those offices and send them home.

Similarly, another lifelong resident commented:

They need to get back to the idea of multiple-use. That is what the Forest Service was formed on. It was supposed to represent timber, mining, ranching, and recreation. And as far as the resource end goes, it has just been shut out. A Ranger can do a temporary closure without public involvement, but they also do closures without public comment. They say it is guided by the Forest Plan, the obsolete Forest Plan and there was a little thing in there that meant something different at the time....

These types of feelings indicate strong “us” and “them” assessments of access issues. Some of these feelings are accounted for by the perceived need for better communication about specific road closures. However, some stakeholders also suggest there is a fundamental misunderstanding of the relationship of access to sentiments about the national forests as part of the home environment. For example, one stakeholder used the following simile to

comment about his assessments of how current Forest Service policy is changing access to public lands:

What if I come and knock on your door and I tell you what you can do with the physical structure of your home? So, I come to your door and I nail your front door shut and cut a hole in your living room floor and put your front door in it. I am not going to take it away from you, I am just going to change it. You are going to have everything you did before. It is just different. That is what is going on here.

Environmental as well as OHV stakeholders suggested road closures are a topic for Plan revision. For example, a member of an environmental organization commented:

There has not been a roads analysis. All we are talking about is getting an inventory of the roads and their condition. We need to know how to manage the roads. And how are they going to get the money to manage these roads? Are we going to let the roads continue to degrade? Are we going to close these roads or obliterate them? If these issues are not addressed in the Plan, then I am afraid they are going to get lost. ... We also do not have a good idea about the impact of roads and the amount of sediment that comes from roads. We need to know what has happened from sediment in the past fifteen years and what to do to improve on that.

The perceived low priority regarding travel management was expressed by another representative of environment stakeholders:

The 1987 Plan said they were going to have a travel guide and trail something or other, I can't remember what the exact lingo is. But it said they would deal with the access management side of things later. Well, that never happened. They might think it did, but there has never been any travel management done that satisfied anybody. We feel it really needs to be addressed up-front and with the Plan. We would like to see it done with the Plan and not later. We heard that one already. We don't want that to happen. It is going to be a very controversial and contentious issue, but we need to make some decisions. ... We need to hash this out. It is something the Forest Service has basically avoided. If they had dealt with it fifteen years ago, it would not be the issue is now. I have heard they are not going to deal with it in Plan revision and that is a concern to me, because it is so important.

Among some environmental stakeholder, increased attention to road obliteration is believed to be a desirable, if not necessary topic for Plan revision. These stakeholders believe these forests provide habit and refuge for big game as well as larger carnivores and predators such as grizzly bears and wolves. They also suggest road obliteration will result in benefits to wildlife because of the unique conditions in these forests. Furthermore, road obliteration is perceived to result in improved ecological integrity because of potential benefits resulting from more stable soils, especially on the steep slopes that characterize large portions of each forest. This is perceived to have direct benefits to water quality and stream habitat. This perspective emphasizes the overall environmental benefits to a wide range of stakeholders by increased use of road obliteration in future forest management.

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5.2.4 OHVS USE ON FOREST LAND

On almost any fall weekend, the parking lot of the Ponderosa in Orofino or at Oscars in Grangeville will be filled with pickups, some towing OHVs on trailers while others are stacked in the pickup beds. Similarly, at almost any campground along the Snake or Clearwater rivers OHVs are common. OHV use is an increasingly prominent activity on public lands, and this activity is also a topic of special concern for Plan revision. OHV use appears to be increasing as a form of recreation in this region, as well as in the West in general. For example, in the five county study area, the Idaho Department of Parks and Recreation registered 5,574 ATV and motorbikes for the 2002 sticker year, an increase from 5,298 the previous year. This project was unable to obtain data on the number of similar vehicles in 1987. However, other data available suggest that OHV ownership has increased significantly in the last decade. Many of these vehicles are used to haul feed for livestock or for other agricultural purposes. Many are also used almost exclusively for recreation. The National Visitor Use Monitoring Project indicates 14 percent of visitors to the Nez Perce Forest reported OHV activity and about 30 percent of visitors sampled for the Clearwater National Forest report OHV activity. Six percent (NPNF) and 8.8 percent (CLWNF) of these visitors report

OHV activity as the primary purpose for their recreation visits.

The apparent volume of OHV use does not reflect the concern expressed by proponents and opponents of OHV use on the



NPNF and the CLWNF. This topic evoked some of the strongest sentiments expressed by stakeholders. In this summary discussion, the views of both proponents and opponents are described, as well as expectations for addressing OHV use in Plan revision.

OHV riders in the five counties discriminate among snowmobile, ATV, and trail bike machines and their use. One motorized trail bike user was emphatic in distinguishing his use from ATV riders:

ATVs are those four wheelers that run around and harass everybody. I don't want to be involved in that part of it. I work with them, but I am not an ATV user. I am not against the vehicles. They have a place. My main concern is I am interested in trails and from the snowmobile and motorcycle standpoint. I like single track trails. I hate a wide trail. I like a trail that is foot wide or 24 inches wide at most. That is where I am at. As a user, that is what I do to recreate. I don't like a wide trail like the ones the ATVs use.

While this distinction may not be one that all OHV users recognize, it is clearly important to a group of motorized trail bike users with a long history of using single track trails on public lands. It also highlights the pitfalls of lumping together all OHV users since there may be distinct needs among different types of users.

Another notable idea related to OHV use is the association of these machines with rural lifestyles. They are used by farmers, ranchers, and loggers for hauling, moving cattle, and related instrumental purposes. They are also used to get the mail, collect firewood, and ride forest roads. There is a perception that these vehicles are part of the area's rural lifestyle. As one resident commented:

If you go into the subdivisions in a big town, people have two new cars, a nice two car garage and a nice house. They have well manicured lawns and the kids have their toys in the yard. But, when you look around here, you see four wheelers, snowmobiles, and motor cycles, and hunting dogs in the yard and maybe no grass. The house is everything you need to live, but it isn't perfect. The cars are whatever people put together. It is a different focus in the rural areas. People are out on the ground a lot. You are not necessarily hunting or anything, you are just out doing things. And if you live here, you have to buy a four wheeler. That is how you get to the mailbox, that is how you feed the horses, and that is how you go see the neighbor. It is how we get around. It is just part of our lifestyle. It is just practical to have one.

OHVs are evaluated as a "practical" tool that eases some of the strains of living in rural areas. This is accomplished by using OHVs for the practical purposes noted in the statement above, but also for recreational uses. These recreational uses are valued because they allow people to get away from the grind of a lifestyle that may not have the amenities or financial rewards associated with living in urban areas.

5.2.4.1 PROPONENTS AND OPPONENTS OF OHV USE

Proponents of OHV use perceive a need for increased opportunities for recreational use of NPNF and CLWNF lands, and a greater understanding of the management issues associated with OHV recreation. A local OHV club member also suggested the contribution of clubs to trail maintenance is often under-appreciated:

We have an 'Adopt-A-Trails' program. We have done an awful lot of volunteer work with the Forest Service on access. Everything we do, we do according to Forest Service specifications. They benefit not only motorized users, but backpackers, hikers, and every group that uses the national forest gains from what we do. It is not just motorized users....

Although there is a general assessment of a need for increased access, the needs of the elderly and handicapped are stressed by some OHV clubs:

In the Clearwater National Forest ... the simple reason is that to go in on ... trails to the high country and alpine lakes, those individuals (elderly and handicapped) they should have the chance to see what everyone gets to see but they can't get to do that. ...They need to have access to the back county too.

Proponents more commonly suggested the need for greater access among all riders. One argument for increased access is the damage caused by concentrating use in only a few areas. One OHV user commented:

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What we have pushed for, and Fish Lake is a prime example, is other areas we could get access to. They (USFS) complain about damage at Fish Lake and it is because all the use is concentrated in that area. If we had other areas, this would disperse the use and cut down on the damage. We have just not gained on that.

OHV users suggest there is a need for new allocations of land for this type of recreation given the larger number of riders of all types of off road vehicles. Without more resources for OHV recreation, OHV users perceive abuses are likely to increase. Combining education of riders with access to more areas is perceived as a path to effective management of OHV use. As one OHV rider noted:

If you go up to the North Fork anytime in the summer you see ATVs all over the place running up and down the roads. If they don't provide good trail systems in areas for these people to go to, then they are going to start making their own. Then it gets to be a problem, and it is a problem. Then they will be in places where they shouldn't be, in the meadows and down by the creek, or right up the creek. If we provide some areas for them to go and provide some education about where you can go, then We have had some problems with people going where they don't belong, but with some education, people respond.

This OHV user expressed the concern of other discussants who emphasize OHV use can be destructive unless it is managed effectively. Some users also acknowledge the need for limits and restrictions in OHV access to public lands. For example, one user commented:

Not every use should be everywhere. ATVs don't belong in some areas, but there are some areas where you can have trail systems without it being a problem.

OHV organizations also emphasize the need for regulated and self-policing motorized use of forest resources. For example,

We strongly tell everybody that if they see someone doing something wrong up there, then they should tell them what the problem is in a polite manner. If that does not do any good, then we will get the Forest Service police up there. There are a lot of groups that are willing to turn anybody in who is not obeying the rules and regulations and it affects all of us.

ATV access issues are also linked to the availability of options other users have to find "peace and quiet." In response to a question about the effects of noise on other users, an OHV user responded:

They complain that they don't have the solitude and the quiet when ATVs are around, but they have hundreds and hundreds of miles of trails they can go on. They have all this wilderness they can go to. And what do we have? We have one lake. They can go to the Selway Bitterroot anytime they want and get all the solitude they can handle.

Wilderness and roadless areas are perceived as an "offset" resource. That is, wilderness and roadless areas provide ample opportunity for "peace and quiet" to anyone who desires them. The proponents of this view suggest non-wilderness or roadless areas are resources that

should be open to multiple uses, including OHV activity. This may result in noise for other users, but this is evaluated as an acceptable compromise, given the presence of roadless and wilderness areas.

Opponents of OHV use object to the noise, perceived damage to trails, meadows, riparian areas, the spread of noxious weeds, and disturbance of wildlife. For example, a member of one environmental group commented:

They can have their place, but let's be honest about what that is going to mean. How is the Forest Service going to deal with the adverse impacts? How are they going to deal with the degradation of water quality, the erosion problems, and other problems that will come from their use? Their use has much greater impact than someone just hiking on a trail. They (OHV users) are a local, vocal minority. Why should they have dominance over 90 percent of the Clearwater National Forest? Is that fair? I don't think the public thinks that is fair.

Wildlife impacts were also singled out as an adverse impact associated with OHV activity:

Elk calving season happens in the spring on the Clearwater. In the past the snow has kept a lot of people out of calving areas. Maybe you could get a snowmobile in there, but calving season is at a time when the snow is patchy and so you can really get in there with a snowmobile. But, in recent years what I have seen is these four wheel drive vehicles with big tires can get over the snow and get into these calving areas where they never had access before. Those impacts are not being dealt with by the Forest Service.

A related theme is that the Forest Service is unaware of the implications of technological developments in snow-machines, ATVs, and even motorbikes.

They (the Forest Service) have not come up to the technology changes. Snowmobiles used to be only able to go so far and now there are these new snowmobiles that can go anywhere. That impacts wildlife in a big way. They have not kept up with the technology and they are managing behind the curve because of it.

The theme of "new technology" to "climb farther, higher, faster" exists in other statements about OHV use. The increased capacity of these machines is perceived to result in adverse environmental impacts as well as to infringe on the experiences of other users because of higher noise levels. Related to this concern is a perception of the Forest Service as insufficiently informed about this technology and therefore unable to develop effective management plans for OHV activity.

Some opponents of OHV activity also object to what they perceive as the belief among some OHV users that they have the "right" to access any place they desire on public lands. A consequence of this perception is believed to be an unwillingness to work with other users of public lands:

ATV folks, there are lots of them, and they are even more uncompromising in many ways than anybody else. They are basically getting their way in the woods and they see no reason to do much talking about anything.

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The opponents of OHV use object both to the noise and perceived environmental damage, as well as a perceived uncompromising attitude among some OHV users. There is also concern OHV use is under managed. For example, a member of an environmental organization observed:

There has been an expansion of ATV use. Just like mining and logging, we need to keep it in an appropriate place. There is lots of country in Idaho. Idaho is big enough to accommodate many different recreational uses. Those uses should be provided by public lands. In lots of cases, it has not received the level of attention it deserves because of the rapid expansion of motorized access and the capability of newer machines to access farther, higher, more remote places. For (our organization) it is a mid-level priority. It is an area of increasing importance because of the rapid expansion of motorized users. Endangered species, mining, logging, it is not on the same tier as that, but it has the potential to reach that in the next several years.

A member of another environmental organization commented that all OHV users are not the same, but some cause problems because of what was described as “unlawful behavior.” For example,

There are a few bad apples causing the problems for everyone. For example, when you are out on a trail, like up out of Freeze Out, and there is this big sign that says ‘No Motorized Vehicles Beyond This Point’ and you see tracks going right around that sign, then that is disturbing. There are just people who are going to do it no matter what. .. I don’t know if it is because they are just determined to go where people say they can’t or what. There just needs to be some separation of motorized and non-motorized use. It just needs to be enforced. And that is a problem; the Forest Service just has no enforcement credibility. They don’t have the manpower, partly because all their money is tied up in forestry. But the recreation issues are becoming scary because you really can’t go anywhere now that off-road vehicles don’t go. There are just zillions of four wheelers.

5.2.4.2 OHV USE AND PLAN REVISION

Both opponents and proponents of OHV users observed that motorized use was not considered in the last Forest Plan, but there is a strongly perceived need to have OHV use incorporated into Plan revision. For example, one proponent suggested the need for information about the potential for environmental degradation associated with OHV:

They say there is all this terrible damage and they use it to say that we cannot have this kind of use. What we want is a true and honest analysis of the effects of motorized use on a trail, will it damage the area or will it not?

Proponents also suggest there is a need to work directly with Forest Service staff to identify areas where OHVs can be used appropriately. Proponents also suggest a need for ongoing communication about other management issues. For example, one OHV proponent observed users have learned lessons in working with the agency staff that can be applied to Plan revision:

What we learned was that we could not go into their office and say we want more trails open. We learned was that we had to say, ‘we want this trail’ and ‘this trail should loop with this one.’ When we do that, then we got

more response. They then said they would see what we can do. I really feel like when we have an idea they will try to get it through. It was not like that even three years ago. We have a better working relationship with them now and we want to build on that in Plan revision.

If some proponents of OHV use argue for open access outside of roadless and wilderness areas, opponents of OHV use believe these issues need attention in Plan revision. OHV use is perceived as incompatible with the needs of users for whom the backcountry experience is not consistent with motorized vehicles:

We appreciate going to lots of different types of places, not just the wilderness areas, or the river, and other places. A lot of the places we like to go to are hard to get to and for us that adds to the experience. I really fight for the idea that there has gotta be places that you have to work for, places that you just can't ride you ATV into. A landscape that you have sweated and struggled to get into, has a meaning that you cannot explain to someone who did not struggle to get up to a landscape like that. When you struggle and sweat to get there, it has a different value and meaning, and that is an important difference in meaning. When you get to a place like that, and some guy comes by on his motor bike and shares his noise with you, then it changes the experience for those of us who are attempting to find places we can walk into. Yes, we can go into wilderness areas or roadless areas, but there are social and ecological reasons why you should not have every use in every area and there should be places outside the wilderness where we can have a quality experience.

Opponents also suggest some OHV uses also result in "high consequence" outcomes with the potential for long lasting adverse effects. As one conservationist commented:

You have a rather sizeable element in the ATV community that does not respect off-road closures. If there is a hill there, they are going to mark it. Once they have marked it, then it is going to be there for tens of thousands of years. So, I think there are areas that should be closed to motorized traffic. Because it is public land, you have to look at the common good. Because you (the OHV user) want to go back farther or go higher, is that ok for you to damage fragile vegetation? I am not offended by the noise, but I have a problem with the kind of pressure they put on the environment and the kind of long-term damage they can do.

For some opponents, the potential for high consequence damage from OHV use or abuse by a small number of riders indicates a need for priority attention in Plan revision. Many opponents also suggest there is an appropriate place for OHV use on public lands, but they also suggest the need to curb abuses and violations of existing rules. For example, one conservation-minded discussant commented:

Now, I know there are responsible ATV users, but sadly they are overwhelmed by the irresponsible ones. There are sufficient numbers of them (irresponsible ones) and they are under-monitored and not counseled enough. They can do a lot of damage in a short space of time and that is a problem for everyone.

OHV groups stress the value of a productive working relationship with the Forest Service to address the abuses of some riders. These groups emphasize Plan revision will be a further opportunity to address these potential abuses. They also suggest Plan revision is an opportunity to establish their needs for recreational opportunities on forest lands. Other OHV groups are less hopeful. These groups express concern that at worst, the intent of the Forest Service is to “lock up” public lands, while at best the agency is only avoiding an issue because of external pressure.

There are areas we can log without it being a problem. But, it seems they (USFS) are just more interested in closing things down than trying to help provide recreational opportunities. It seems it is just easier for them to lock it up than it is to manage it. Then they don't have to fight.

This topic evokes strong feelings among both opponents and proponents of OHV use. It is also linked with other issues, such as concerns about multiple-use, wildlife, access, lifestyle, and other topics that also evoke strong sentiments. Both proponents and opponents anticipate that OHV use is a topic that should be addressed by Plan revision.

5.2.5 STANDARDS

The topic of standards was briefly discussed in section 5.1.5, Accountability and Plan Legitimacy, as a process issue affecting community-USFS relationships. This discussion develops stakeholder perceptions of needs for changes in the incorporation of standards into Plan revision. There are two contrasting themes about how to address standards in Plan revision. One view, held primarily by timber stakeholders, is the necessity for flexible standards that can be adapted to changing conditions. The current perceived stalemate in forest management is believed to be a result of standards so narrow that they are easy to appeal. The other view, held primarily by conservationist and environmental interests, is the need for standards to ensure the revised Plan is effective and can be monitored. Each of these perspectives is briefly summarized and illustrated with statements from discussants.

Timber industry stakeholders suggest the existing Plan is problematic because of the structure of its standards and guidelines. As one industry stakeholder observed:

For example, if you have a standard in the Plan that says ‘there will be no negative impact on water quality and no increases in sedimentation’ that leaves a lot to interpretation. ‘No sedimentation’ means that if you disturb anything in building a road for logging, in theory you could produce some measurable, albeit almost zero, but you could produce some short-term increase in sediment. The environmental community says that violates the standards. Those are the things that have become exploited in every forest. ... (The USFS) did not understand that meeting all these standards and having to go through all these legal challenges, the Forest Plan would become dysfunctional. There was no feedback loop (to assess the standards).

This statement expresses a central theme among timber industry stakeholders about the problems with existing standards. A related point of view is expressed in the following statement:

Everybody had their standards that had to be met and these standards by each specialist were set fairly conservatively ... but what happened was that when they said they would meet all the standards and guidelines, then you

had to pass each decision through a series of very fine screens that were very conservative. The cumulative effect was, especially after the environmental community helped the Forest Service to define these standards, and then went to the courts to help them define standards, and then they became overly restrictive.

Other critics argue the existing standards are meaningless and a “set up” for environmental interests to appeal management actions. A commonly cited example of meaningless standards concerns water quality. For example,

In the wilderness areas where there is nobody, the creeks cannot even meet the standards they set. But anytime you have activity of any kind, you are going to have somewhat of a change. The goal should be to keep it minimal, but there is going to be some dust and a few weeds are going to die on an ATV trail. But they need to be realistic. They say, well this can exist as long as there is zero degradation. It isn't going to happen. They are setting it up to fail. They set the parameters wrong. Things should not be nailed down so tight that there isn't wiggle room. You get a pick-up truck driving down the road and you get dust, but is that a reason to close the road? We would just like to have some input on what those standards are so they are realistic.

The timber stakeholders argue that existing standards limit meaningful resource management and increase the potential for appeals that are efforts to stop any extractive use of resources. Timber stakeholders argue that environmental interests use existing standards to block what they suggest are the legitimate use of forest resources.

A perfect example is on the Nez Perce Forest. (The Forest Supervisor) said that the ASQ will be at 102 million feet and if you guys get on board and support me ... I will produce a 100 million board feet. We did that for a couple of years and then it went down the tubes. The Forest Service was telling us that if you help us pass wilderness legislation in Idaho and Montana and solve this wilderness issue, the environmentalists will go away, and we will have enough timber and we would not have to worry about that. ... The environmental community moved in ... they knew there was flawed language in that Plan.

From this perspective, the language in the existing Plan is restrictive and limits the ability of managers to adapt to changing conditions; and, it facilitates appeals that may have nothing to do with actual management conditions on the ground.

The position held by some environmental stakeholders expresses the needs for standards and caution about any efforts in Plan revision to “loosen” existing language.

There is a need to keep some sort of standards. I think these Plans could be pretty loose and they won't have the types of standards they would like to get away from. They are where they have been held accountable in the first round of Plans, but it is something that is absolutely critical because of the dynamic nature of land use. Where you have one Forest Supervisor who is there for a few years, then he is gone, then you have someone else, and so things can be just completely thrown out the window. Even with the standards in place, at least you would have a common baseline so that you are meeting the needs of wildlife and the public. Having some sort of

standard in place is absolutely critical, some kind of accountability. ... Wildlife habitat, soils, and water are my top three areas for standards....

Other environmental interests also express concern about the loosening of standards in Plan revision. These stakeholders also suggest the need for increased monitoring provisions in revisions of existing Forest Plans. As one environmentalist stakeholder commented:

Even though it is written in the Plan, the monitoring has not been done. I will say that on the Clearwater, not so much on the Nez, but they think they are the most intensively monitored national forest in the country. They might tell you that. But it is only on certain issues. There are a number of things that have not been monitored. They will say that it is because they did not get the money. ... You either monitor and protect and say what you are going to do or else you don't do any future developments. ... Somehow there needs to be a mechanism that triggers what does or does not happen.

This statement suggests the need not only to monitor, but also to make any future development contingent on ensuring monitoring occurs. While this may be one perspective about implementing monitoring, it expresses a shared sentiment among environmental and conservation stakeholders about the need both for appropriate standards and effective monitoring provisions for Plan revision.

5.2.6 SOCIOECONOMIC ISSUES

Stakeholders described a desire to see the socioeconomic conditions in the five counties, especially Clearwater and Nez Perce counties, considered as an issue in Forest Plan revision. The discussion data contain one major theme and two sub-themes indicating desires for consideration of the socioeconomic issues in Plan revision. The major theme is a generalized sentiment about the low priority placed on consideration of the social and economic effects on local communities of decision making and planning by the Forest Service. Most of this sentiment directly concerns a perceived link between decreased timber harvests and the loss of timber industry jobs in Clearwater and Idaho counties. The loss of timber jobs is also perceived to result in changes in lifestyles and community identity meaningful to county residents.



The timber industry was really a good deal for us economically. It infused some outside dollars into the community. Since that is gone, well you can have all the stores you want up and down Main Street, but without outside dollars to maintain that, our economy just can't work because you can only trade dollars so many times among those businesses. We have to have a way

to infuse new bucks and the only way I know how to do that is to get it from the ground. The timber industry has all these acres of national forest out here and we were generating new wealth. ... The extractive industries are gone now and our economy is suffering.

This statement expresses the perceived importance of timber and other extractive industries for generating “outside” income to maintain local economic vitality. However, some stakeholders argue socioeconomic issues are generally a low priority for forest managers. For example,

Since the first Plan that was pushed through very quickly here on this forest, well, the emphasis needs to be changed from what happened then. We trusted the Forest Service then. We trusted that what they said was the right thing to do. Well, since the first Plan, fisheries, environment, and other things got pushed to the top of the list. Social and economic concerns got to the bottom of the list. So, now when you have a timber sale ... by the time all the various interests are considered and balanced, then the social and economic issues have too small a piece of the pie. I think we need to be at the table to have the social and economic concerns of our citizens considered. We are all in the mix. We want to be here just as much as fish, wildlife, and all these other things.

From the perspective of this stakeholder, the economic viability of communities has not been given due consideration in management decisions. This sentiment was echoed by the comments of one County Commissioner:

We have to find an even balance between economy and ecology. But our economy is not being placed in these decisions on an equal basis. It is kind of, ‘we are going to do this.’ We just got a reprieve on a mill that we were about to lose. We got a reprieve on it for a short period of time. In reality, if they followed the rules, as they should, they should either appear before this Board with information or they should ask this Board to have someone at these early planning sessions. So, there is a voice there that can say, ‘that is ok, but this is what is going to happen so how are going to mitigate that.’

This statement expresses concern about the limited attention socioeconomic issues as well as the perceived need for county representation in forums where decisions are made that may affect the present and future of local economies.

Some environmental interests also suggest Plan revision appears to be ignoring economic issues. As a member of one environmental organization observed:

In their five topics (in the Analysis of the Management Situation) they don’t seem to talk about local economic impacts. In other words, if they cut so many board feet of trees, what will be the local impact? Will it be positive? Will it be negative? How does that work out? They don’t seem to have included that in looking at the AMS (Analysis of the Management Situation).

The issue of local socioeconomic effects as a management consideration is thus shared by stakeholders from different perspectives.

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A conservation stakeholder suggested a different perspective about how socioeconomic issues should be considered:

Production of commodities is less and less a benefit to local communities. The money goes to stockholders outside these communities, it goes to purchase a piece of equipment from outside the area, or it somehow goes outside the area. It is not providing the benefit now that it once did. The view that community production can carry a community at a cost to other factors such as watersheds, scenic values, and wildlife, is poor economics and poor ecology.

The reality is that the timber industry is never going to return to the way it once was. It is not going away and should not go away. But, the other reality is that the value of national forests extends beyond its commodities. The forest protects watersheds, creates clean air and water, and those are the things that are going to attract people who want to live here and diversify our economy. There is a real economic value to the wildlife, scenic values, and watersheds because the people who are going to move here and set up a business will be attracted by those things. Without those things, those people will not move here. You have to appreciate that economic value and manage for it. If our communities are going to be viable, then those values need to be primary to attract new businesses.

From the perspective of this stakeholder, if resource extraction is declining, then the economic benefits of forest management are likely to result from enhancing the environmental qualities that attract new businesses and other outside income.

Other stakeholders argue there is an explicit mandate to sustain local economies, based in the 1897 Organic Act that created the National Forest System. These stakeholders argue the concerns of environmental interests have superceded mandates to support local economies they believe are based in the 1897 Organic Act. For example, in a written comment that supplemented information discussed with one stakeholder, the following question states a position:

Organic Act of 1987: "No national forest shall be established, except to improve and protect the forest within the boundaries, or for the purpose of securing favorable conditions of water flows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States."

Have individual Regions and forests, such as the Nez Perce and Clearwater National Forests, established their own policies substituting support for radical environmental interests as opposed to support for local economies and communities?

Regardless of the stakeholder group, there is expressed concern for more consideration of socioeconomic issues in Plan revision, particularly the effects of forest management on local communities and their economies and lifestyles.

A sub-theme in this topic area is the loss of Forest Receipts monies paid to county governments for roads and schools. The Craig-Wyden Secure Rural School and Community Self-Determination Act of 2000 (PL 1060393) is addressing some issues related to decreases in Forest Receipts. However, since this law expires in 2006, there is concern about how the

counties will manage the potential loss of funds. Although this is an issue that cannot be directly addressed by Plan revision, it appears to amplify sentiments about the need to address the socioeconomic effects of forest management on local communities.

Some stakeholders argue there is an implicit agreement between the U.S. Government and the counties adjacent to national forests. This agreement is perceived to be based in the historical conditions of the settling of the West, and the large percentage of federal lands in some counties and states. For example, one stakeholder expressed her views about this topic:

You (the Federal Government) gave us an implicit agreement for a hundred years, that this forest would produce revenue and supply money for the schools that we enjoy and the hospitals that we enjoy here. You gave us that promise because you knew we never had the tax base here. ... When Craig-Wyden goes away, what are we going to do? ...The Federal Government has a compact with us to make it work. But what are they going to do? ... There is a responsibility for the forest to do what they once said, whether they buy that wood from us or allow us to make income off it to support the high schools and grade schools. We don't have the tax base to support it, but we are required to. ...

We are only 2500 people or so, that is just a city block or less in Orange County or New York, and that is our representation. But, there is a responsibility that the country has to these communities. On the financial side of it, there is a requirement to provide the same level of income. If you want to stop production out the forest, then provide us with the income that production would have done. We can then use that to develop other industries and make other things happen.

This argument suggests a “compact” or an agreement in which there is an implied or explicit contract to perform an action or fulfill a responsibility between the Federal Government and the communities in areas where there are large portions of federal lands. This perception, while not universally shared, does express a strong theme about the perceived responsibility of the Federal Government to address the results of reduced timber harvests that decreased funding for county schools and roads.

The second sub-theme is a desire for the Forest Service to contract with local businesses. Again, this issue may not be one traditionally addressed by Forest Plans, but stakeholders raised it as a topic for consideration. The substance of this particular concern is expressed in the following statement from a local business person:

We are in an economically challenged area. We were encouraged to become a HUB zone business, and it was tons of paperwork. When it was finally approved, I went to the Forest Service, and they said that we think that is a program that gives special advantage to some businesses so we don't use it. So, the Federal Government doesn't use its own programs to help out local businesses. ... Really, the more important thing is having them buy locally, but they don't do that. Now, the forest staff that live here, they will buy locally, but the agency does not do it. When they buy from out of the area, it does not help local businesses. They need to do that.

Similar sentiments were expressed by others, about a perceived lack of concern for supporting local businesses.

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5.2.7 CULTURAL AND HISTORIC RESOURCES

Industry, community, environmental, trail, and other stakeholders identified a desire for attention to preservation of cultural and historic resources on both forests. The Nez Perce Tribe has a focused concern about this issue that is discussed in more detail in Chapter 6. However, other stakeholders noted there are important resources in need attention such as the Nez Perce Trail, the Lewis and Clark Trail, old mining sites, as well as what are described as “historic cabins.” Discussants suggested these important resources are both under-appreciated and sometimes the focus of too much management attention, depending on the resource. However, the dominant theme is a perceived need to preserve important historic and cultural resources, and to involve interested parties more in decisions about management of these locally and nationally important resources. For example, one stakeholder observed:

They burn down cabins, they obliterate trails, they move trails, and relocate trails, and they don't worry a whole lot about Nez Perce sites. There seems to be a real feeling in the Forest Service that mitigating damage to historic sites is ok as opposed to preserving them. I don't buy into mitigating history. You preserve history; it is not something you mitigate.

The destruction of structures described as historic cabins is a topic noted by stakeholders from White Bird to Moscow, as an indicator of the need to place a higher priority on historic resources in forest management. It also appears to be an expression of concern about what publics perceive as a lack of concern for local values and knowledge. One stakeholder described the destruction of an older Forest Service cabin without consultation with local residents.

In the past, they burned off our historical resources, our cabins that were important to us and they never asked us. Well, no, I guess they did ask us, we went to lots of meetings about that and we told them not to burn it down because it was important to us. Well, they did it anyway, and that is usually just the way it is. We give them input and they just do what they want. We have never got a thing we asked for in those meetings and those burned cabins are a good example.

This statement describes a concern about perceived historic resources, but it also expresses frustration about consideration of local desires and values. This same frustration was voiced by other stakeholders regarding historic trail management issues:

They decided they were going to fix up this one section of the trail, a very steep famous section of the trail about eight miles long. ... It is a really great place to get the experience of what the trail was like. Then the Forest Service decided they are going to fix up some of the steep parts and reroute the trail around those parts. ... So, they asked for public involvement about that and they ignored what was given to them. They are rerouting the trail. It is a great example of how they ignore informed public involvement. They do what they want. They do what they had in mind from the very start. I don't even bother now to respond to their requests for input now. There were alternatives to doing what they did. It was unnecessary. It could have been preserved as it was, but they had in their mind what it should be and they ignored everyone else.

The under-appreciation for local expertise and local values as well as local input regarding management of historic and cultural resources, appears to be an especially troublesome issue for stakeholders.

5.2.8 MINING

Mining is integral to the history of this region of Idaho (Stapp 1990). The pursuit of gold and silver resulted in the American settlement of this region, and ultimately in the displacement of tribes such as Nez Perce from some of their historical lands. The legacy of this history is present in towns such as Pierce and Orofino and in present-day commercial and recreational mining for gold, silver, and other metals.

Mining as a topic for Plan revision, was raised by those with mining interests, as well as by some environmental stakeholders. Some community stakeholders also suggest mining and timber harvesting have local economic benefits and therefore should be priority topics for Plan revision. Miners who participated in this project represent both commercial and recreational interests, as well as hard rock and dredging techniques. Recreational mining is practiced by many individuals and organized clubs who enjoy the prospecting and rewards of finding precious metals. There are also some individuals and small operations that make their living from mining for gold and other metals. However, individuals who are identified as recreational miners, often use mining to supplement their total income. This appears to be typical of rural communities of Idaho, wherein individuals engage in multiple activities (e.g., guiding, logging, mining, etc...) to make a living. In this sense, recreational mining often has a strong commercial component.

Recreational and commercial miners suggest several issues for consideration in Plan revision. Many of these issues are what might be termed “process” issues, but these are intermingled with specific resource management topics.

Miners have rights in the law. Mining stakeholders suggest the Forest Service is not sufficiently informed about mining operations to manage this activity effectively. Miners perceive there is at worst, a bias against them, and at best, a limited knowledge base about the work of mining. For example, one miner commented,

I have been working on this issue with them for two and a half maybe three years now. The Forest Service Ranger on that District has never set foot on (my claim) and asked me, ‘What are we doing here and how are we going to do it?’ It is the responsibility of that Ranger to know, and he is lost about what I am doing. They just don’t seem to know what is going on this area.

Policy is taking precedence over law. Miners suggest they have rights in the mining laws, but Forest Service policy as well as the policies of other agencies is inhibiting miners from pursuing their rights to mine. For example, one stakeholder commented,

There are laws in place that allow us to mine. But, there are policies that the Forest Service decides they may or may not follow, depending on what they want to do. The Forest Service right here says we have to have a notice of intent to do anything in the woods, mining or anything. But their CFR 36-228.4 says that unless you have a significant disturbance ... a plan of operations is not required. ... But, the Forest Service says we are just going to use these three words or these three sentences to have a notice of intent to come out.

Policy and regulations are variable. These stakeholder also suggest, from their perspective, policy and regulations vary from forest to forest. There is also perceived variation within Districts on the same forest, depending on the personal agenda of the District Ranger. The inconsistency in policy and interpretation of regulations is perceived to express a bias against mining and the need for attention to more consistent mining policy. Miners perceive other extractive users also face difficulties with policy inconsistency. For example,

It is the same thing the loggers deal with, that is what we have to deal with. It is the mental attitude that they (Forest Service) have that this is 'their land' and they are going to do what they please with it. No matter what the mining laws say or anything. Forest regulations seem to take precedence over mining laws. Legally it is not supposed to be that way, but we don't have the money to go to court over it.

The process to obtain permits and respond to inquiries is too long and unwieldy. Miners perceive receiving a response for requests for information is unusually long and can adversely impact working their claims. For example,

I am often sitting on a hundred thousand dollars worth of investment just waiting for an answer. You are not supposed to do anything until you get an answer from them, and all I hear is that they are working on it. They are just holding you off enough that it is bordering on a 'take' that is what it is. My claims are worth a lot of money and when they take my claims, they are going to owe me a lot of money.

Explanations are often not offered for decisions made. Miners also perceive management decisions about claims and operations sometimes appear arbitrary. They suggest the reasons for decisions are not always clear; and, they desire to have more explanation of the details concerning decisions regarding their claims and operations. As one miner suggested,

Sometimes all I get is a letter saying that the decision went against me and nothing else. No explanation, no reasons. That is just no way to treat us, they should at least tell us the reasons, because it is only the fair thing to do.

They need to work with us. There is a perception that biases and pressure from environmental results in ignoring or misunderstanding miner's issues and concerns. For example,

They just need to follow the law. We don't want any special consideration, but we just want them to pay attention and work with us. We just feel that they aren't willing to work with us across the board. Now, on some Districts there is no problem, but on others it is a big problem. If they were just willing to work with us, I think we could sort some things out.

Assumption and not proof. Miners also perceive there is an assumption of increased sediment load from dredging rather than data to prove such an assertion. They also suggest the assumption of increased sedimentation from dredging operations should be supported with direct measurements. As a counter point, they argue that activities such as obliterating roads and sedimentation from fires are potentially more of a problem than dredging. Their

expressed concern is to allow dredging to continue until sound science can support assumptions of increased sedimentation.

Work with clubs to control renegade miners. There is acknowledgement of some violation of laws and environmental damage by “renegade” miners. Miners suggest their clubs can assist the Forest Service to control renegade miners. One mining club member suggested,

I have personally turned in a renegade for mining out-of-bounds. They were dredging without a permit in a closed stream. I turned in another guy who was a half mile above the Kooskia Bridge. We work to control that kind of activity. We try to work with Forest Service, but they sometimes don't work with us, and then our members get frustrated and leave. They may become renegades. The Forest Service needs to work with us so we can help them to control the renegades that harm all of us.

Recognize rights to access claims. Miners also suggest there appears to be inconsistency in allowing access to their claims. Some miners argued that because of the location of their claims, they often have trouble acquiring access.

They need to follow the law. The 1872 Mining Laws say we have access and all we want is for them to obey the law. We have not done anything to be persecuted for? How can they say we can't go there? They need to just follow the law and let us have access to our claims.

Environmental and tribal stakeholders also identified concerns about mining. These concerns include the cumulative effects of increased sedimentation, the potential to damage stream quality and salmon spawning habitat, dredging old pollutants from stream bottoms, the potential for environmental damage from storing and using hazardous chemicals, the validity of existing claims, transportation issues related to accessing claims, and the need for more information about potential effects on overall water quality from dredge mining. Some environmental interests perceive there is limited commercial mining but there are larger numbers of recreational miners. The potential effect of recreational mining is a concern expressed by environmental stakeholders:

It seems that mining impacts are a pretty big issue on the Nez Perce and somewhat of an issue on the Clearwater, not so much, but it is an issue there too. You know, there is very little commercial mining on either of these two forests, but there is a lot of recreational or sport mining. People do it as a recreational experience. We are concerned that the Plan is not addressing the impacts from recreational mining seriously and it needs attention, but it seems the Planning team is not taking those issues seriously. ... I am not sure they know what the science is about what they do and that seems important to know as they go into (Plan) revision.⁵

A conservationist suggested the need for increased vigilance about mining issues in Forest Plan revision, especially given the potential for environmental damage and the effects of mining on other forest users. This stakeholder also suggested the validity of existing claims should be further examined taking into consideration issues such as current mineral prices,

⁵ The comment was made in the context of discussing the perception of mining interests about the existence of commercial and recreational mining on these forests. Later clarification by this same discussant suggested the numbers of commercial and recreational miners may not be well known.

increased expenses for monitoring and mitigation, the effects on threatened and endangered species, existing labor costs, fuel costs, and the requirements for bonding. Furthermore, this stakeholder also indicated concern about limiting mining roads, ATV use that creates new trails or roads, and other issues related to access to existing claims. For example,

The Forest Service has the authority to regulate access to mining claims across Forest System lands, even if this access changes the marketability and thus validity of the claim. In the case of Clouser vs. Espy, the Forest Service determined that motorized access is not essential. This is pertinent for mining claims in designated Wilderness Areas, as well as other management areas that restrict motorized use.

This stakeholder also suggested the potential of mining to have adverse effects on the experiences of recreational users of forest lands:

Mining operations are often incompatible with recreational activities. Hikers, hunters, fishermen, and boater are negatively affected by these operations. Consideration for mining activities should take into account the impacts to other users and should be designed in such a way as to eliminate or minimize the potential impacts to these users.

Conservationist stakeholders also emphasize the potential for cumulative effects on water quality from dredge mining. For example,

I don't have a problem with mining per se, but you have to look at it in context. There is sedimentation from logging, from degradation of roads, from fires, and other things. I don't know the contribution of dredging to TMDLs, but it is the part that is added that can be a problem. It needs some serious consideration in our forests given our conditions.

These are significantly different evaluations of mining and its potential effects than voiced by those with mining interests and claims. The perspective of the tribes is also consistent with many of the views of environmental and conservation interests. However, the tribal perspective on mining emphasizes the long term and cumulative effects of mining on culturally important resources. For example,

In the past we have lost habitat from commercial activities like mining and logging. These threaten our relationship with the salmon and any mining activity that might disrupt spawning habitat or cause other problems for water quality are a concern for us. Mining is focused on the present; we are focused on the future and the long term view about the health of the water. We need to protect what is left. We are not out to stop anyone, but we also want our rights protected. We also want our food to be free from pollution and we don't know if mining is causing any problems for our food.

Mining, conservation, environmental, and tribal interests each expressed concern that mining needs attention in Plan revision. The reasons for these expressed needs are substantially different and indicate conflicting views about mining and its consequences for environmental health and the experiences of other forest users. Miners desire the Forest Service to develop more understanding about their activities so mining can be managed more effectively and responsively. They also desire to see documentation rather than assumptions about the environmental effects of mining. Conservation, environmental, and

tribal interests are concerned about the present and future effects of mining activity on environmental health, water quality, the experiences of other users, and the potential to damage resources that are culturally and ecologically important to these stakeholders.

5.2.9 RECREATION

Hunting, fishing, trailing riding, hiking, snowmobiling, skiing, river floats, and other types of recreational activity are among the most frequently described uses of forest resources. Some data about the types and numbers of visits by recreational users is reported in the National Visitor Use Monitoring Survey. These data are available for both the Clearwater National Forest and Nez Perce National Forest. Visitor estimates for both forests are described as follows:

Recreation use on the Clearwater National Forest for fiscal year 2001 at the 80 percent confidence level was 0.92 million national forest visits +/- 56 percent. There were 1.11 million site visits, an average of 1.2 site visits per national forest visit. Included in the site visit estimate are 4,821 Wilderness visits.

Recreation use on the Nez Perce National Forest for calendar year 2000 at the 80 percent confidence level was 518,646 national forest visits +/-18.2 percent. There were 635,659 site visits, an average of 1.2 site visits per national forest visit. Included in the site visit estimate are 38,740 Wilderness visits.

Although recreation appears to be one of the most important uses of these two forests, only a limited number of specific recreation issues emerged in discussions with stakeholders. The themes identified in the discussion data are:

- Concerns about the volume of guided river trips and the effects of this commercial use on the quality of the recreation experience of other users.
- Conflicts between drift boat and jet boat users on rivers and reservoirs.
- Conflicts between OHVs, horsemen, and hikers on backcountry trails.
- Concerns about the increased use of fees for accessing public lands.
- Limiting access to wilderness areas by the use of permits.
- Provide a range of recreation opportunities that includes opportunities for primitive camping.

The relatively narrow range of recreation issues elicited by this work is partially accounted for by the intensity of expressed interest in access and road issues previously discussed. Examination of the National Visitor Use Monitoring data for these two forests suggests the importance of recreational uses of forest roads. As indicated by Table 32 and Table 33, driving for pleasure on roads is a common activity capturing a significant amount of concern about recreation issues under the topics of roads, access, and OHV use previously discussed.

Some environmental stakeholders identified recreation is a topic insufficiently addressed by current forest plans, especially given the increase in the types of recreation uses on forest lands. For example,

They have access on their list for Plan revision, but they do not have recreation. Some of the impacts of recreation are really high, especially

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white water boating on the Clearwater. There is white water boating on the Nez Perce too. There are economic impacts associated with it and other impacts too. It has adverse environmental impacts too. It is not all a win-win situation. It is a factor that needs to be addressed, but it does not seem to be on their list. For example, do we know if this type of recreation has increased in the last fifteen years? Those kind of questions are not being addressed and they need to be.

Conservationists and some other recreational stakeholders also suggest there is limited information about recreational demands. There is also a perception of limited attention to management of recreation to meet the needs of diverse and sometimes conflicting types of uses of forest resources.

Table 32: Nez Perce National Forest National Visitor Use Study: Activity Participation and Primary Activity

Activity	Percent participation	Percent who said it was their primary activity
Camping in developed sites (family or group)	16	6
Primitive camping	31	10
Backpacking, camping in unroaded areas	16	2
Resorts, cabins and other accommodations on Forest Service managed lands (private or Forest Service run)	7	3
Picnicking and family day gatherings in developed sites (family or group)	24	8
**Viewing wildlife, birds, fish, etc on national forest system lands	72	18
**Viewing natural features such as scenery, flowers, etc on national forest system lands	32	9
Visiting historic and prehistoric sites/area	35	3
Visiting a nature center, nature trail or visitor information services	13	1
Nature Study	26	0
General/other- relaxing, hanging out, escaping noise and heat, etc,	65	17
Fishing- all types	30	11
Hunting- all types	28	20
Off-highway vehicle travel (4-wheelers, dirt bikes, etc)	14	6
Driving for pleasure on roads	58	10
Snowmobile travel	5	5
Motorized water travel (boats, ski sleds, etc)	9	3
Other motorized land/air activities (plane, other)	1	0
Hiking or walking	55	4
Horseback riding	5	1
Bicycling, including mountain bikes	3	0
Non-motorized water travel (canoe, raft, etc.)	6	4
Downhill skiing or snowboarding	1	0
Cross-country skiing, snow shoeing	3	2
Other non-motorized activities (swimming, games and sports)	11	2
Gathering mushrooms, berries, firewood, or other natural products	14	2

Source: USDA Forest Service National Visitor Use Monitoring Report, August 2001

Note:

* less than 1 percent participation

** first version of survey form used October through March had these two viewing categories combined as viewing scenery

**Table 33: Clearwater National Forest National Visitor Use Study:
Participation and Primary Activity**

Activity	Percent participation	Percent who said it was their primary activity
Camping in developed sites (family or group)	15.3	7.7
Primitive camping	43.1	6.6
Backpacking, camping in unroaded areas	1.5	0.4
Resorts, cabins and other accommodations on Forest Service managed lands (private or Forest Service run)	1.5	0
Picnicking and family day gatherings in developed sites (family or group)	18.7	4.7
Viewing wildlife, birds, fish, etc on national forest system lands	41.5	0.7
Viewing natural features such as scenery, flowers, etc on national forest system lands	58.7	4.0
Visiting historic and prehistoric sites/area	6	0.3
Visiting a nature center, nature trail or visitor information services	2.9	0
Nature Study	8.2	0.4
General/other- relaxing, hanging out, escaping noise and heat, etc,	59.2	30.7
Fishing- all types	49.2	13.9
Hunting- all types	8.6	4.3
Off-highway vehicle travel (4-wheelers, dirt bikes, etc)	30.4	8.8
Driving for pleasure on roads	45.1	1.5
Snowmobile travel	6.9	6.7
Motorized water travel (boats, ski sleds, etc)	0	0
Other motorized land/air activities (plane, other)	1.9	0
Hiking or walking	41.4	3.5
Horseback riding	0.1	0.1
Bicycling, including mountain bikes	5.5	0.4
Non-motorized water travel (canoe, raft, etc.)	2.9	0.2
Downhill skiing or snowboarding	1	1
Cross-country skiing, snow shoeing	3.6	3.2
Other non-motorized activities (swimming, games and sports)	9.1	0.3
Gathering mushrooms, berries, firewood, or other natural products	16.7	3.1

Source: USDA Forest Service National Visitor Use Monitoring Report, August 2002

5.2.10 OTHER NATURAL RESOURCES

Stakeholder also identified resources such as old growth, water quality, wildlife, roadless and wilderness areas, and other natural resources as requiring attention in Plan revision. These particular topics were not noted as frequently as others in stakeholder discussions, but the sentiments expressed about these issues often represented two diverse and often opposed viewpoints. In presenting the substance of these topics, the intent is to summarize the content of the opposing viewpoints about management of these resources.

Old growth is a high visibility issue that tends to evoke opposing view points about timber management. For environmental interests, old growth expresses the need to refrain from some management activity and to protect a resource with special value. For these interests, this value is linked to ecological integrity, biodiversity, and the necessity to have some places where there is a “hands off” approach to managing timber. Old growth is also perceived as a resource contributing to the regeneration of biologically diverse forests for the future. Other stakeholders do not see this value in old growth. These stakeholders tend to define old growth forests as a sterile environment. For these stakeholders, old growth represents the potential for harvesting a resource that is going to die and become waste; therefore it should be used for man’s benefit. Old growth is both a substantive and a symbolic issue. The disagreement over substance concerns volume and location: environmental interests perceive a need for higher percentages of old growth in timber management while some timber and community stakeholders argue that any old growth outside of wilderness and roadless areas should be available for harvest. Symbolically, views about old growth express divergent viewpoints about the role of humans in managing national resources in general and national forests in particular.

Water quality issues were mentioned by the spectrum of stakeholder interests. Recreationists desire high water quality to promote fisheries while environmental interests use water quality as an overall indicator of ecosystem health. Degradation of water quality resulting from logging, mining, roads, mills, and fire is perceived to be a significant issue affecting forest management. For timber and community stakeholders, there is also concern about water quality, but the issues of concern focus on what are perceived to be meaningless standards to measure the effects of erosion on water quality. As noted in the discussion of standards, several stakeholder groups (timber, mining, community) suggest some streams in wilderness areas appear not to meet water quality standards. In the absence of human activity in these areas, these stakeholders perceive this as an indication that the standards lack meaning and therefore need to be revised. Environmental stakeholders argue for the need to maintain water quality standards by increased monitoring in watersheds throughout the two forests.

Roadless and wilderness areas are a topic that also elicited two opposing perspectives. While there is some agreement that wilderness is a value for all residents, there is more divisiveness about the value of roadless areas. Some environmental interests perceive the need to manage roadless areas as if they are wilderness. An environmental stakeholder commented:

There needs to be a certain amount of land that nothing is done on.
National parks were supposed to be that way, but that has not happened.
We should leave areas that have not been entered with roads, we should stay out of them. We should learn to use the lands we have already started using in a better way. Continue using those lands in a sustainable way.

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Leave those little pockets of roadless areas alone. So what if those areas fall apart or burn? It is part of a natural cycle. We have just lost sight of those natural cycles.

An opposing view is the belief that roadless areas are not wilderness and should be open for use by all stakeholders. The underlying sentiment is that these areas can provide timber, mining, and recreation opportunities that “should” be used or else they go to waste. For example,

The biggest thing is free access. They keep shutting the public out of the forest due to the regulations. They especially don't want us in the wilderness. Looking back on it for the Frank Church ... I was at a meeting in Grangeville when he said that 'this is all we want and not one more acre, not one more acre.' Looking back at it now, what we have in wilderness was a very good idea, but the problem is that the environmental community lied to us. They said that everything else would be for multiple-use. Roadless areas should be for multiple-use. They are just trying to cut us down. Anything that is wilderness now should stay wilderness, but anything roadless should be open to multiple-use. They just keep changing the definition of what is roadless. There should be grazing, mining, and logging. It needs to be used.

Other stakeholders also suggest active “management” should be an option for roadless areas.

Wildlife is a final topic noted by several stakeholder groups as an issue for consideration in Plan revision. There were two major themes in the discussion data about wildlife issues. One theme concerns the opposition or support for predators such as wolves and grizzly bears, and the other theme concerns the role and effect of the Endangered Species Act on forest management. Some stakeholders connect these issues with other concerns about forest management and they become part of their assessments of what needs to change in the future.

Some stakeholders argue that wolf reintroduction and the support for grizzly bear recovery is inconsistent with the safe use of forest lands for recreation purposes. These same stakeholders argue these resources directly compete with humans for valued resources such as elk and deer. As one stakeholder noted,

There was a reason our ancestors killed off the wolf and it was because he went after the same things we did.

Wolf reintroduction and grizzly bear recovery suggest to these stakeholders that concerns about particular animals are being placed above the needs and desires of humans. The management attention given to these species thus appears to express all the wrong priorities: animals that compete with man for valued resources and potentially threaten human safety are consuming resources and threatening the economic well-being of some stakeholders. The view of nature as being actively managed by man is consistent with views about the threats posed by these species: man should control those animals posing threats to human well-being. The opposing view about these species is straightforward: the reintroduction of wolves and support for grizzly bear recovery supports biodiversity and restores species that have a natural place in this ecosystem. They are not perceived as posing threats to human safety or economic well-being. In fact, they are valued as species because they enhance the overall richness of the environment and the “wild” character of the backcountry.

The Endangered Species Act (ESA) was frequently mentioned in discussions with stakeholders who represent or support extractive uses of forest resources. As one stakeholder observed,

The one thing they need to do to change management of the forest is repeal the Endangered Species Act.

Many stakeholders appear to recognize this is not an appropriate topic for Plan revision, while others seem less certain about the ability of the Forest Service to address this issue. These stakeholders tend to argue the Forest Service “does not have the will” to “stand up” to powerful ESA interests who use the law to shut down extractive uses of forest resources. The ESA is usually perceived as a tool used by environmental and other interest groups to stop logging, mining, or other commercial uses of forest resources. These stakeholders suggest, as with wolves and grizzly bears, the ESA appears to be favoring “animals over humans.” That is, the protection of habitat prevents the “productive” use of forest resources. This is evaluated as a loss to human communities. Wildlife and environmental stakeholders suggest the ESA issues are important, but not necessarily relevant for Plan revision. They argue these issues tend to result in non-productive discussions about topics that cannot be meaningfully addressed in forest management.

5.2.11 TOPICS NOT ADDRESSED BY PLAN REVISION

A final issue concerns the topics not addressed in Plan revision. Discussants raised a range of issues such as vegetation management, noxious weeds, visual impacts, ecological integrity, livestock and grazing, wild and scenic river management, special use permits, elk habitat, and predators they believe should be addressed by plan revision. The perception is these issues are not under consideration by the planning team. One stakeholder observed:

My concern is they are being too narrow in the issues they are considering for Plan revision. The existing Plan is not too bad. I am not arguing about that. My concern is they have narrowed the topics too much and they are not considering a lot of issues that are very important.

Other stakeholders expressed a desire for consideration of wide range of issues in Plan revision, but concern their particular issues would not be on the planning agenda.

5.3 Summary and Implications

This chapter presents a discussion of topic areas of concern to stakeholder regarding Forest Plan revision. Stakeholders identified both process issues and resource management topics as issues for Plan revision. The process issues address how the Forest Services conducts planning and interacts with stakeholders. These process issues were the most frequently discussed topics about concerns regarding Forest Plan revision. Process issues appear to influence public assessments about the legitimacy and effectiveness of forest management Plans and decisions. They also appear to affect stakeholder willingness to participate in public involvement efforts. The process identified include consideration of local and national interests in developing input for Plan revision; the institutional framework of the Forest Service (e.g., leadership, accountability, tenure, personal agendas, and the loss of forestry expertise); differences in the power to influence decision-making; legitimacy of the planning process; and the quality of Forest Service working relationships with stakeholders. The resource management issues identified include forest health and fire; timber harvesting; roads and access; OHV use; environmental standards and monitoring; socioeconomic

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issues; cultural and historic resources; mining; recreation; and particular natural resources of these forests (old growth, water quality, wilderness, roadless, wildlife). Stakeholders also expressed concern about what is perceived as a too narrow focus of the planning team in considering topics for Plan revision.

There are some straightforward implications for Plan revision of the process and resource management issues identified by this project. Importantly, publics desire to be engaged and involved in Plan revision. These publics also assess Plan revision as an important venue for ensuring their interests and concerns are addressed. This assessment, in combination with the desire to be involved, implies that it will be important for the Planning Team to promote public involvement in ways perceived to be meaningful and sincere. This topic is addressed in more detail in Chapter 7. Another implication of these findings is the need for a transparent process that is well communicated to stakeholders. Without transparency identifying the reasons for acceptance or rejection of particular issues, there is likely to be concern about the use of power, influence, and bias in decision making. A third implication is the raising of “sidebar” issues such as the Clean Water Act, the Endangered Species Act, and other laws or regulations that are not topics for Forest Plan revision. Publics are likely to raise these issues because they are linked with other topics of concern. Communication and information about what is a legitimate topic for Plan revision and how publics can address those other issues can meaningfully address their concerns. A simple dismissal of such issues as not relevant for Plan revision is likely to appear as unresponsive and an indication of a lack of concern about public input. A fourth implication of these findings is that current economic conditions in these communities are likely to amplify concerns about timber harvesting and other topics that interact with local economic conditions and processes. This is likely to result in focused attention and questions about the social, economic, and cultural implications of a wide range of forest management issues. Finally, the issue of standards in Plan revision is likely to be a topic of keen interest among diverse stakeholder groups. This topic was explicit or implicit in discussions with a wide range of stakeholders. The need for standards and monitoring is also perceived in different terms by environmental and industry stakeholders. This implies the need to clarify the scientific basis for particular standards and the justification for any changes in particular standards in the existing Plan.

6 TRIBAL CONSULTATION AND CONCERNS

This work examined Nez Perce Tribe and Coeur d'Alene Tribe concerns about Forest Plan revision, as well as the process of tribal consultation. Discussions were held with six persons who were either tribal members or key staff persons of the Nez Perce Tribe. The Coeur d'Alene Tribe indicated some interest in the project, but scheduling issues prevented face-to-face discussions with tribal members, although limited information was obtained through discussions with several staff persons. Subsequent telephone conversations developed additional information, but further contact may be necessary to identify issues and expectations for consultation. Treaty rights, the trust responsibility of the United States Government, and related issues are developed for the Nez Perce Tribe, but these issues also apply to the Coeur d'Alene Tribe. The focus on the Nez Perce Tribe in this discussion is a consequence of the opportunity to develop more first hand information about desires for consultation and concerns about topics for Forest Plan revision.

6.1 The Coeur d'Alene Tribe

The southern boundary of the present-day Coeur d'Alene Reservation overlaps with portions of the Clearwater National Forest. The traditional territory of the Coeur d'Alene extends further south and east and may contain cultural and natural resources of concern to the contemporary Coeur d'Alene Tribe.

Discussions with the Director of Natural Resources suggested the tribe desires to work with the planning team to address potential issues of concern for Plan revision. The Director suggested the process for contact about consultation should be with his office. If issues require technical consideration, they will then be assigned to the appropriate staff person in the Department of Natural Resources. This Department has personnel who work on natural and cultural resource issues of concern to the Coeur d'Alene Tribe. If specific policy issues develop from consideration by the Director and his staff, these will then be directed to the Tribal Council for consideration. The Tribal Council is the policy making body for the Coeur d'Alene Tribe.



Discussions with the Coeur d'Alene Tribe indicate they are working with the Forest Service and the Idaho State Historic Preservation Office to gather data to map cultural resources of potential interest to the tribe. These include rock cairns, hunting pits, and other sites used by the ancestors of the present-day Coeur d'Alene Tribe members. Tribal staff members indicate there are sites of importance to the Nez Perce Tribe also valued by the Coeur d'Alene Tribe. The issue of shared sites was noted by Coeur d'Alene Tribe staff as a topic for consideration by forest managers. There is also an expressed desire to map the sites of interest, shared and unique, and their overlap with the lands managed by the Clearwater

National Forest. The topic of cultural resources and their importance for members of both tribes is developed in more detail in the discussion of Nez Perce Tribe concerns for Plan revision.

Discussions did not identify any specific natural resource issues of concern to the Coeur d'Alene Tribe. However, the Director of Natural Resources suggested consulting the Coeur d'Alene Tribe Environmental Action Plan. This document identifies twenty-five separate issues in the category of land, air, water and multi-media (Nomee et al. 2000). The report stresses the inter-relationships among these twenty-five issues:

It is important to note that the list of environmental concerns is broken into 25 broad categories and that this does not reflect the fact that the environment is one seamless or whole system. The EAP Project is breaking the concerns into categories only for the purpose of managing the assessment. It is the Project's hope that, once the 25 concerns are analyzed, a picture of the state of the environment as a whole environment as it affects the entire community, Tribal and non-Tribal, human and natural, will begin to emerge (Nomee et al. 2000:8)

These twenty-five issues include the following concerns:

Forest health: Pests, disease, species conversion, clear cutting, over-harvest, roads, fire suppression, loss of old-growth ponderosa pine, white pine, larch stands.

Native plant and animal populations and species diversity: Tribal and non-Tribal harvest pressure-especially on migratory species, threatened and endangered species and sensitive species, effects of monoculture farming.

Tribal culturally-important species' populations and diversity: Harvest pressure on wildlife, non-native plant species out-competing natives, pesticide use, habitat conversion to other uses.

Native wildlife and fisheries habitat: Farming to creek edges, habitat fragmentation and destruction, lack of travel corridors in riparian areas, human-made barriers to migration, other human development, stream and lake temperatures (including wetland water temperatures.)

Non-native plant and animal species: Noxious weeds, competition and hybridizing between native and non-native fish species, diseases associated with nonnatives.

Soil productivity: Forest and agricultural soils, soil erosion (economic losses and impacts of new construction and farming, etc.), loss of farm production, boat wakes eroding banks of St.Joe River.

Tribal cultural sites: Archaeological, spiritual, grave - impacts to these sites (Nomee et al. 2000:7-8).

These issues suggest the range of environmental concerns of the Coeur d'Alene Tribe that may overlap with issues for Forest Plan revision. The Action Plan document is a rich source of information, including the contents of focus groups and discussions with Tribal members about the content of each of the twenty-five issues. These issues are not necessarily

applicable to this project, but the information is useful background for understanding the range of potential issues of concern to the Coeur d'Alene Tribe in Plan revision.

6.2 Nez Perce Tribe Administrative Organization

The sociopolitical organization of the present-day Nez Perce Tribe is the focus of this discussion. The historic precursors of the tribe's sociopolitical organization, including the structure of village councils, leadership, and the Treaty of 1863, are relevant topics for understanding present-day Nez Perce Tribal leadership and organization. Readers should consult other historical works for some first hand (Baird, Mallickan, and Swagerty 2002; Baird 1999) and other research-based accounts (Josephy 1997) for relevant background regarding these topics. Similarly, a series of federal laws and policies (Nez Perce Tribe 2003) including the Dawes Act (*Dawes Act (The General Allotment Act) 1887*), and the Indian Reorganization Act (*Wheeler - Howard Act (The Indian Reorganization Act) 1934*), were also a basis for understanding the subsequent development of the sociopolitical organization of the present-day Nez Perce Tribe. The Nez Perce Home and Farm Association preceded the present-day form of tribal government. This organization was formed in 1923 by James Stuart and then evolved into the Nez Perce Tribe Executive Committee in 1948 (Nez Perce Tribe 2003:89). This historical background sets the stage for understanding contemporary sociopolitical organization and expectations about consultation with natural resource management agencies.

The organization of tribal government is depicted in the Nez Perce Tribe Organization Chart (Figure 32). The General Council is comprised of all enrolled tribal members over the age of 18 and meets twice a year in May and September. The General Council elects nine members to form the Nez Perce Tribe Executive Committee (NPTEC), which is the tribe's primary governing body. NPTEC members are usually elected at the May meeting to three year terms, as specified in the tribe's Constitution and By-Laws. The NPTEC then elects officers to the positions of Chairman, Vice-Chairman, Secretary, Treasurer, Assistant Secretary-Treasurer, and Chaplin. The powers of the NPTEC are identified by Section 1 and Section 2 of Article VIII of the Nez Perce Constitution and By-Laws:

Section 1: The NPTEC shall have the following powers, to be exercised in accordance with this Constitution and with the applicable statutes of the United States.

A) To represent the Tribe in negotiations with federal, state and local governments and with private corporations, associations, and individuals and to advise and consult with government officials concerning governmental activities affecting the Tribe;

(B) To promote and protect the health education and general welfare of the members of the Tribe, and to administer welfare aid and such other services as may contribute to the social and economic advancement of the Tribe and its members;

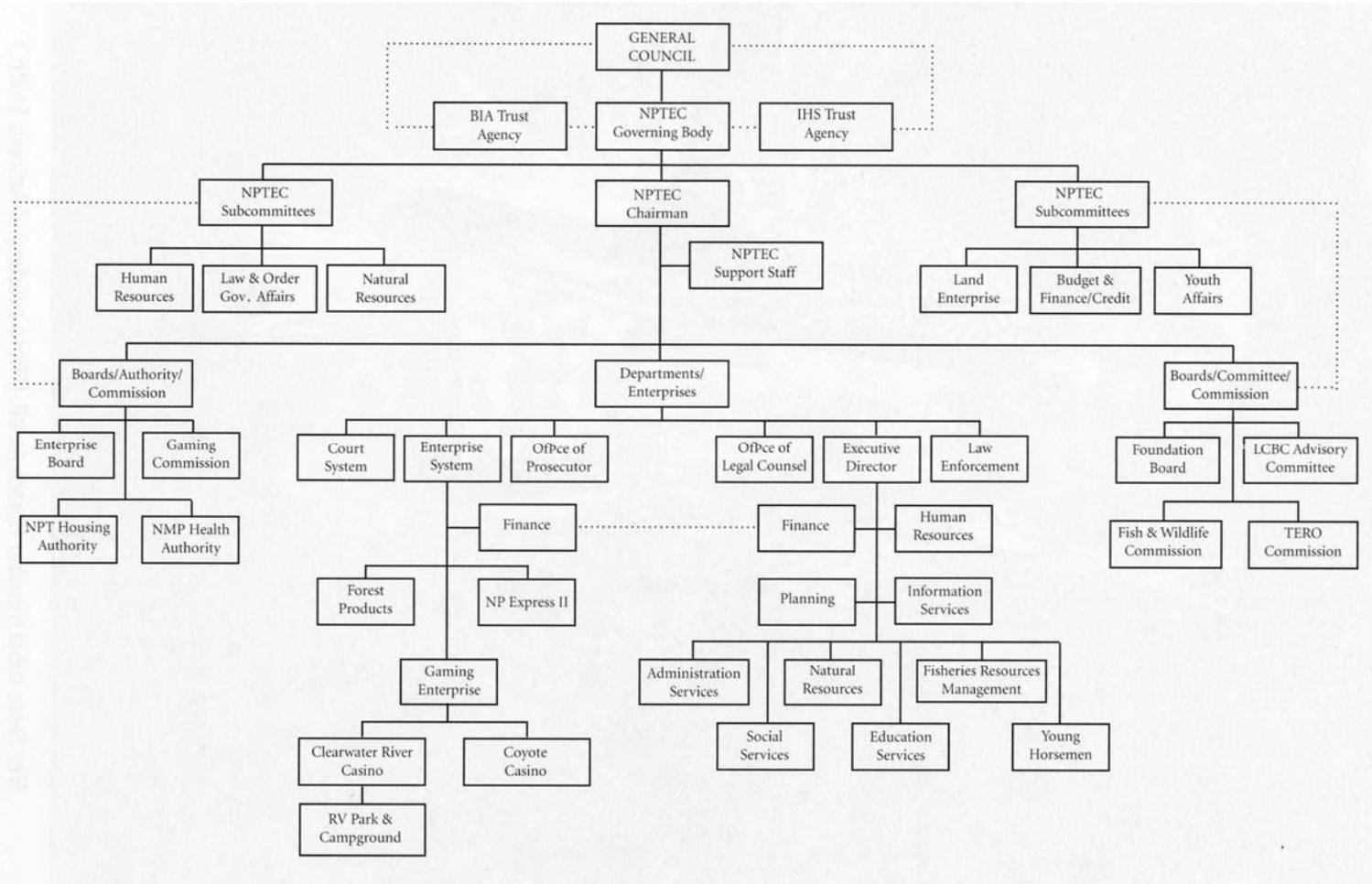
(C) To administer unrestricted tribal funds;

(D) To prescribe rules governing nominations and elections of members of the NPTEC.

Section 2: The NPTEC shall have the following powers, to be exercised in accordance with this Constitution and with applicable statutes of the United States and subject to approval by the Secretary of the Interior or his authorized representative.

- (A) To manage the property of the Nez Perce Tribe, including tribal lands, restricted funds, timber and other resources, and to purchase or otherwise acquire lands or interest in lands within or without the reservation;
- (B) To engage in any business or other economic transaction that will further the economic development of the Tribe and its members;
- (C) To promulgate and enforce ordinances governing the conduct of all persons and activities within the boundaries of the Nez Perce reservation and in the exercise of treaty rights on or off the Nez Perce reservation, to provide for the maintenance of law and order and the administration of justice, and to regulate domestic relations and inheritance and testamentary disposition of personal property and real property, other than allotted lands, within the reservation;
- (D) To prescribe rules governing the adoption of members into the Tribe and the loss of membership;
- (E) To employ counsel or consultants for the protection and advancement of the Tribe, and for such other purpose as may be deemed necessary. The choice of attorneys and consultants and the fixing of fees to be approved by the Secretary of the Interior or his duly authorized representative;
- (F) To exercise any other power which may heretofore have been delegated or may hereafter be delegated to it by any agency of local, state or federal government.

Figure 32: Nez Perce Tribe Organizational Chart – FY 2002



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To execute its obligations, the NPTEC is organized into sub-committees as indicated in the organization chart (Figure 32). Issues concerning forest management and related issues are usually the prerogative of the Natural Resources Subcommittee. This subcommittee has eight members that administer programs through the following departments:

- Department of Fisheries Resource Management
- Department of Natural Resources Administration
- Lewis and Clark Bicentennial Committee
- Environmental Restoration & Waste Management
- Forestry
- Water Resources
- Wildlife
- Land Services
- Cultural Resources

Fisheries issues are a program area with its own director. Most of the other program areas are administered by the Director of Natural Resources. These directors report to the Chairman of the Natural Resources Subcommittee.

6.3 The Basis for Government-to-Governmental Relationships

The Nez Perce Tribe is a sovereign entity recognized through treaties (1855, 1863, and 1868) between the tribe and the U.S. Government. These treaties also define an explicit trust relationship between the tribes and the U.S. Government. The notion of a “trust relationship” is related to the idea of Indian tribes as sovereign domestic dependent nations. From treaties, Executive Orders, laws, and a series of court cases, the nature of this trust relationship has been defined. In its most basic form, the trust relationship obligates the United States to protect and prevent damage to trust resources ceded through treaties.

These treaties and the trust relationship between the U.S. Government and the tribes are a foundation for the consultation by between the tribe and the Forest Service about issues of potential concern for Forest Plan revision. The NPTEC is the administrative entity responsible for these government-to-government consultations. The treaties establish the basis for the Nez Perce Tribe’s stake in resource management issues. These interests are further identified in Executive Orders, including Executive Order 13175 of November 9, 2000 (*Executive Order 13175 2000*). This Order specifies the nature of this government-to-government relationship in Section 2 item b:

Our Nation, under the law of the United States, in accordance with treaties, statutes, Executive Orders, and judicial decisions, has recognized the right of Indian tribes to self-government. As domestic dependent nations, Indian tribes exercise inherent sovereign powers over their members and territory. The United States continues to work with Indian tribes on a government-to-government basis to address issues concerning Indian tribal self-government, tribal trust resources, and Indian tribal treaty and other rights.

The more frequently quoted provisions for consultation are identified in Section 5, in which item (a) states:

Each agency shall have an accountable process to ensure meaningful and timely input by tribal officials in the development of regulatory policies that have tribal implications.

The remaining items of that same order further specify the conditions for consultation, including timely involvement of tribal officials in consultation processes.

The tribe's concerns about consultation are based on the assumption they are more than just another "interested party." Receiving letters from any governmental entity indicating they are the same as any other stakeholder is perceived as non-recognition of both the historical and present-day importance of their treaty rights and trust status. For example, one tribal official commented:

On occasion we get treated as any other member of the public. We get a 'Dear Interested Party' letter that says 'here is what we are doing, please comment on scoping or the draft EIS and we will respond to you like anyone else.' ...

Two other tribal members made similar observations. The first comment is taken from a discussion about the differences in timber industry interests and tribal interests in forest management:

The Forest Service has a different responsibility to the tribe than to the rural communities here. They don't have that trust responsibility to those communities that they have for the tribe. (The rural communities) did not give up one thing to the United States Government The tribe cares about its neighbors and does things to support its neighbors in terms of economic development and in terms of the resources themselves.... The tribe supports a timber industry that does not diminish other resources here.

This comment expresses a view of the trust responsibility of the United States to the tribes as constituting a unique relationship that is distinct from timber or other stakeholders. Another tribal member expressed more directly the concern about their status:

The U.S. Constitution is what everybody should follow. We believe that the U.S. Forest Service does not implement all we would like. Sometimes we feel more like (they treat us as) a stakeholder than government-to-government. If we are involved in the process, then government-to-government relationship has to happen and we have to find some common ground with stakeholders ... but we have to have a government-to-government relationship with the Forest Service.

Tribal members also emphasize how "small things", especially those associated with treaty rights and the tribe's trust status, are important when communicating with and responding to tribal interests. That is, a "small thing" such as a "Dear Interested Party" letter, can be evaluated as not recognizing the government-to-government relationship of the constitutionally based obligations of the United States to the sovereign tribes.

6.4 Consultation Process

Government-to-government relationships are implemented through a process of formal consultation. The legal framework for these consultations is specified in Executive Order 13175 (*Executive Order 13175* 2000). The procedures for implementing consultation between the U.S. Forest Service and Tribal governments is outlined in publication FS 600 Forest Service National Resource Book on American Indian and Alaska Native Relations (United States Forest Service 1997). The Nez Perce Tribe's expectations regarding

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consultation were identified in discussions with tribal members and staff, but these do not differ substantially from published materials prepared by the tribe (Nez Perce Tribe 2003). Nez Perce Tribe expectations, as indicated by this document and by discussions with staff and tribal members, are summarized in Section 6.4.2. These expectations exist within a context of other demands and the resources to respond to requests for consultation.

6.4.1 REQUESTS AND RESOURCES FOR CONSULTATION

For this project, a request was made to the NPTEC Chairman to discuss the desired process for consultation about Plan revision with the two forests. The Chairman's office referred this request to the Director of Natural Resources and the Director of Fisheries. Each of these individuals was contacted for appointments to discuss issues regarding the consultation process and issues for Plan revision. These discussions resulted in suggestions to discuss these same issues with other tribal members and staff. These discussions indicated the tribe receives requests for consultation from diverse governmental agencies including:

- Umatilla National Forest
- Clearwater National Forest
- Nez Perce National Forest
- Payette National Forest
- Wallowa-Whitman National Forest
- Bonneville Power Agency
- U.S. Fish and Wildlife Agency
- Environmental Protection Agency
- U.S. Department of Energy
- National Park Service
- National Oceanic and Atmospheric Administration

Both the Director of Natural Resources and the Director of Fisheries pointed to stacks of documents and letters requesting information or consultation. These included requests from state agencies as well as local governments and other entities. These demands for consultation and communication are evaluated as, in some instances, beyond the resources of the tribe to respond:

There are lots of demands and too few resources to respond. I just received this (points to multiple page document) from one of the national forests and I get calls asking if they can be scheduled for the Natural Resources sub-committee, but by in large, look at this (points to stack of documents on shelf). This is just reams of stuff I get just from the Forest Service on projects every year.

The limited staff within the tribe often means requests for information or consultation may not receive an immediate response. Given the limited resources, the tribe appears to respond to those issues evaluated as of immediate importance. For example, in discussions about responding to requests for consultation or information, a staff person made the following observation:

It has been a real challenge to keep up just with the demands. Our participation has been hit and miss, just because we don't have the resources to respond. We are improving on that now. With only the Forest Service it is a challenge because our ceded lands are within five national

forests and I don't know how many Districts there are in those forests. There is a lot of activity going on. To their credit, the Forest Service sends us stuff and tries to coordinate with us, but there is no central focus point and things are scattered with them. ... The process we have now is they send correspondence to the Office of Legal Council and then it goes to the Director of Natural Resources. We then distribute (the request) to the resources available who can respond. They then evaluate the issues. Now we can keep an eye on what level of activity is going on in the ceded lands and which of those rise to a level of significance that requires some kind of tribal response. Then we can discuss that with the Ranger or Supervisor on a technical basis and then we can ask for some consultation with the tribe if it of significance.

Any consultation process with the tribe exists within this context of relatively high demand with limited resources for response. As the statement above suggests, the internal process of the tribe is designed to sorting out those issues. Some topics may be addressed by discussions between tribal technical staff and the technical staff of the requesting agency. Other issues may be assessed as requiring government-to-government consultation. Working relationships between the staff in both bureaucracies appears to be an important foundation for efficient and timely resolution of issues. This may facilitate a timely resolution of issues if agency priorities are different than those assessed by the tribal staff and the NEPTEC. Nonetheless, the official government-to-government process is essential for meaningful relationships with the Nez Perce Tribe.

Consultation about Forest Plan revision also exists within the context of past working relationships with the Forest Service. In general, the Forest Service receives praise for providing information about upcoming plans or management actions. Communication between the Nez Perce Tribe and both the CLWNF and NPNF is also evaluated as generally positive. There is some difference noted in the style of communication with each forest and some expressed concern about overall communication:

Sometimes the Forest Service lets us know about something well in advance and other times it is a little too late. Generally speaking, the Clearwater does something toward the middle; the Nez Perce is not quite as well-developed as the Clearwater. I think there is an interest on the Nez Perce in doing things better. ... Generally, ... communications are good. The issue is how to transfer what is heard and what is said about tribal concerns to what exactly happens on the ground. That has a ways to go. The tribe feels as if we have lots of opportunity to communicate, but ... our issues are not considered or they do not materialize into a project. If (our concerns) are dismissed, then they should tell us why. The responses to those kinds are concerns are the problem.

This type of concern is expressed by non-tribal stakeholders also: efforts to solicit input and provide communication about particular issues are positively evaluated, but feedback about how input is used or evaluated is perceived as lacking.

6.4.2 CONSULTATION: EXPECTATIONS AND PROCESSES

Consultation about Forest Plan revision appears to be a priority issue for the Nez Perce Tribe. This priority expresses a perception about ongoing cultural and natural resource issues that require attention in Plan revision. Discussions and published materials also suggest a straightforward set of expectations about the nature of the consultation process

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and its meaning. The actual process for consultation emphasizes the importance of treaty rights and the desire for early and meaningful consideration of tribal interests.

6.4.2.1 EXPECTATIONS

From a tribal perspective, consultation expresses recognition of the tribe's treaty rights and its status as a sovereign entity. These rights and the tribe's status are based on what is perceived as a unique and long-term interest in forest resources and their relationship to tribal culture. For example,

The tribe isn't going away. We are not moving our mill from Elk City. We are not moving to Rhode Island, Georgia, or somewhere else because the market is better. We are going to be here for a long time. From our own point of view, we have the most resources at stake (for Plan revision) than anybody else. Lots of our elders still live off the land. They eat the roots and the berries. We still hunt and fish. The culture is still very much intact. Not everybody from somewhere else knows about the land and our way of life here. All they have known is the timber resource for economic purposes or they have only known about huckleberries or just the things that they like. There is much more to this land than face value. There are intrinsic values. There are things that our forefathers negotiated with Governor Isaac Stevens that are still very important to us. They are things that are just too sacred to put a value on. Things we have always lived with. When the tribe today looks at that, we look at the Treaty of 1855 as the way it was meant to be. We ask ourselves, 'What did our forefathers intend for us?' We have to answer that question. We have to plan to answer it for our children's children and their children.

This statement expresses Plan revision as an important issue because, in part, it addresses resources evaluated as fundamental to the tribe's identity and way of life. Furthermore, the process of Plan revision is a present-day connection with the Treaty of 1855 and the responsibilities of tribal members to maintain stewardship over the resources within their sphere of influence. In fact, the Treaty of 1855 is an important framework for understanding any concerns of the tribe about the consultation process or the resources addressed by Plan revision. The following statement expresses a theme in the discussion data about the importance of this and other treaties:

They (Forest Service) try to interpret our treaties for us all the time. When you look through the treaties, especially the Treaty of 1855, it was always meant to be interpreted by the tribe. For instance, we never had rifles around 1855, some did, but bows and arrows were the method of killing something. In later times ... what actually happened, the judges always ruled we could live in pace with the times. We could use any means the other citizens were using. These were rights that were always meant to be regulated by the tribe, not by the federal government or by the state. We are in a constant battle with the Forest Service over these issues. The way they are so technically oriented, they only see things ... for how they manage things for the greater American society. For us, our status is not so much an American status as a Nez Perce tribal membership status. ... Without that status I would be just another American, but I have a political status, if you will, that has associated treaty rights.

The Treaty of 1855 is believed to establish some fundamental rights and responsibilities in the relationship between the tribe and federal agencies. The above statement expresses a theme about concerns that tribal needs may be over-ridden by the needs of non-tribal stakeholders. The discussion data also suggest the Nez Perce Tribe believes their interests are best protected when they are involved in meaningful “up-front” consultation rather than “after the fact” commentary. For example,

The Forest Service has done a good job of getting things down to Tribal Council, mainly with things like the Hells Canyon National Recreation Area, the Comprehensive Management Plan (CMP) where we were heavily involved in that. We provided some guidance to that. That is more effective than asking us to comment after the CMP is done. It is better to get in up-front rather than comment on something after it is done.

Up-front involvement is perceived to be an effective means to incorporate tribal perspectives, rather than a process of responding to detailed technical plans that may not incorporate tribal concerns. These specific needs were expressed in regards to Plan revision:

I think the Forest Plan revision process ... I hope it encompasses more than just project specific things. I hope it is things we can try to give guidance to rather than just respond to projects and comment on things. That is really difficult to do. Once we do that, it is something we can accept.

Other planning efforts have incorporated the up-front approach and these are generally evaluated as meaningful consultation efforts. For example, several tribal members and staff pointed to the process of working with the Wallowa Whitman National Forest’s Comprehensive Management Plan as a meaningful consultation:

The Wallowa-Whitman did a very good job with us. We had some issues with them too. There were some issues about big game where we did not see eye to eye on road closures and other things having to do with hunting. ... We tried to head off things before they happen. With the Wallowa Whitman, we were constantly involved with them. For a good consultation to happen, it took five or six years. It was a long process. They listened to the tribe. Lots of times with the Forest Service, words just go up into the air and that is it. There is no meaningful consultation with the original people of this land. When they consult with us up-front, then we have input that means something.

In general, the tribe positively assesses working relationships with the Forest Service when involvement is “up-front” rather than after a plan or action is formulated. When the tribe is provided with a document asking only for a response, this appears to be evaluated as problematic and perhaps as violating the spirit of government-to-government consultation as the tribe understands it. One staff member of the Wallowa Whitman Comprehensive Management Plan team made the following observation about the value of “up front” involvement:

We involved them from the start. We decided that by having this up front involvement we would avoid a back end conflict. We also learned along the way that we had to match the capacity of the Tribe to the capacity of the agency. It would be too easy to overwhelm them with paper, phone calls,

and requests for information. We learned that meeting early and often in the process made a difference and help prevent back end conflicts.

Additional “lessons learned” from this consultation are discussed at the end of the next section about the consultation process.

6.4.2.2 PROCESS

The Nez Perce Tribe’s desires for consultation are straightforward, although they emphasize the importance of respecting treaty rights. Discussions with tribal members and staff yielded some specific ideas about the consultation. These are consistent with the process as outlined in a 2003 publication about Nez Perce Tribe’s treaty rights (Nez Perce Tribe 2003). This section summarizes some of the major points expressed in that publication, since they appear to reflect the data collected through the discussion methodology.

The desire for a meaningful consultation process begins with some assumptions about the rights and obligations of the parties, as indicated by the treaties between the Nez Perce Tribe and the United States. One of the fundamental assumptions is how and by whom the treaties are interpreted.

When interpreting Indian treaties, the courts have recognized that the treaties were written in English, and that the bases for the negotiations were not between parties of equal sophistication. Thus, the courts have developed rules, known as the canons of construction, for interpreting Indian treaties:

1. Indian treaties must be interpreted so as to promote their central purposes.
2. Treaties are to be interpreted as the Indians themselves would have understood them.
3. Indian treaties are to be liberally construed in favor of the Indians.
4. Ambiguous expressions are to be resolved in favor of the Indians (Nez Perce Tribe 2003).

The Nez Perce Tribe assumes they are the primary interpreters of the treaty issues affecting them. The Nez Perce Tribe also emphasizes their responsibilities for stewardship of treaty resources. These responsibilities are exercised through tribal government functions. For example, one tribal member commented:

There is this misperception that we are unregulated, that we can do whatever we want to do, but we are regulated. Our Fish and Wildlife Commission regulates us. Our Enforcement Officers enforce the law to protect resources. It is part of our sovereign status that we have these functions and these responsibilities. We are regulated. It is part of our tribal government.

This statement clearly indicates recognition of the responsibilities of the tribe as a sovereign nation to regulate tribal adherence to treaties.

A second important assumption concerns the “federal trust responsibility” regarding treaty resources. This trust responsibility is perceived as an important basis for the structure of consultations:

The federal trust responsibility imposes an affirmative duty on federal agencies to safeguard treaty-reserved natural resources, which are of critical importance to tribal self-government and prosperity. Whenever a federal agency proposes an action that will impact those resources, the agency is obligated to engage in meaningful government-to-government consultations with the Nez Perce Tribe. Ideally, the consultation will be on-going throughout the life of the project and result in mutual decision making (Nez Perce Tribe 2003).

Another important assumption is the tribe’s prerogative to engage in consultation as well as the scope and processes used, depending on the issue addressed. Typically, an issue is submitted to the NPTEC, and then it is referred to a subcommittee and a department within that subcommittee’s responsibility. The technical staff may then require information or discussion with the technical staff of the federal agency requesting the consultation. Based on the work of the staff regarding the technical details of the request, a finding is presented to the referring subcommittee. The subcommittee then makes its recommendation to the NPTEC. It is the prerogative of the NPTEC to commence a level of consultation commensurate with their assessment of the issue. The Nez Perce Tribe emphasizes the decision is the important outcome of the consultation process, and their desire is to be involved in the process through decision making. In the Nez Perce Tribe’s documents describing a six step consultation process, the final step emphasizes conjoint decision making:

The federal agency and the tribe formulate a decision. Assurances are made that the decision is consistent with federal laws and tribal laws and policies. This means the decision is consistent with applicable natural and cultural resource laws and policies. For the Nez Perce Tribe specifically, it means the decision protects the resources to which the Nez Perce Tribe has specific treaty-reserved rights and enables continued practice of tribal, religious, cultural, and subsistence activities (Nez Perce Tribe 2003).

The tribe desires to have a mutual decision making process for consultation rather than one that merely asks for a response to a document. In some instances, this “after the fact” request for comment contributes to a perception of decision making before meaningful consultation has occurred.

A final expressed desire for the consultation process is to reinstitute the Tribal Liaison position. This position was instituted as a result of the 1992 Memorandum of Understanding between the Nez Perce Tribe and the five national forests managing ceded lands. Tribal members and staff expressed a strong need to reinstate this position as a means to improve communication, foster mutual understanding, and ensure effective collaboration between the Forest Service and the tribe. The absence of the liaison position is perceived as an indication of the lower priority the forests place on treaty rights, and the needs and desires of the Nez Perce in forest management decision making.

Discussions with members of the Wallowa-Whitman National Forest planning team who worked with the Nez Perce Tribe on their Comprehensive Management Plan suggested several lessons learned about the consultation process:

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- Work with the tribe “in their house” as an indication of respect for their status.
- Develop an ongoing working relationship as a basis to identify issues before they become problems.
- Keep the NPTEC and sub-committees up to date about issues and activities. Do not rely only on relationships with staff.
- Become knowledgeable about the political structure of the tribe, the relationship of staff to Department heads, and communication processes between the staff and key leaders.
- Commit time to conduct field visits and develop why particular issues are important to the tribe. Where necessary, involve Forest Service specialists with specialists of the tribe to exchange views and information.
- Take seriously the trust responsibility of the federal government and the treaty rights of the Nez Perce Tribe.
- Exercise patience and persistence in working with the tribe.

Although each consultation has particular incentives and constraints, these “lessons” learned suggest some of the reasons the Nez Perce Tribe positively evaluated the Wallowa Whitman consultation. As a Forest Service planning team member observed,

The bottom line was that it was not just a check mark process for us. We took it seriously, we believed in the consultation process and then we educated those on our staff that needed to understand the process and why it is something to take seriously. It took time, more time than anyone thought, but in the end it was meaningful to us. The outcome of that process has been a highlight on my time on this Forest.

6.5 Resource Management Issues of Concern

When tribal members and staff were asked to discuss the types of issues of concern to the tribe for Plan revision, treaty rights emerged as the central theme in all discussions. Other topics of concern for Plan revision include:

- Diminishment of standards that would affect environmental quality.
- Water quality and the preservation of salmon and steelhead.
- Tribal access to traditional resources for hunting, fishing, camping, and other uses; and, protection and enhancement of traditional resources, including cultural and historic resources.
- Reinstatement of the Tribal Liaison position.

Within these categories there are both general and specific concerns expressed by the Nez Perce Tribe about Plan revision. Most of these issues were discussed within a broader context of treaty rights and the trust responsibility of the United States. It is difficult to overstate the importance the Nez Perce Tribe places on the 1855 and subsequent treaties. These treaties are a basis for understanding specific resource management concerns. For example, this general sentiment is expressed in the following statement:

As far as Forest Plan revision, we certainly don’t want to see the resources diminished that were guaranteed in the treaties. That includes the cultural resources, the plants or herbs, and anything guaranteed in the treaty, such as the ability to hunt and fish. We don’t want to see those things guaranteed in the treaty diminished. We want to see them improved. We

want to work with them (the Forest Service). We want to share mutual interests in resources the tribe is concerned about. We are going to be cautious about the direction those Plans are going to take.

This succinctly states the sentiment about treaty rights as a foundation for understanding most other concerns of the tribe regarding issues for Plan revision.

6.5.1 STANDARDS AND ENVIRONMENTAL QUALITY

The Nez Perce also expressed concern about changes in how standards might be implemented in Plan revision. The expressed concern suggests “professional judgment,” which is perceived as subject to administrative and policy changes, will replace numerical standards. For example,

The trend we see is in moving away from the hard and fast quantitative standards into more flexible standards that rely on professional judgment and a lot of agency discretion. Given that administrations can change ... we are concerned that there needs to be standards that outlast the policies of any particular administration. It is important that there is some agency accountability and the tribe should not be forced to go to court every time to make a point. If those standards are in place and can be abided by, then that ought to go a long way toward easing our concern.

From this perspective, Plan revision should not result in replacing measurable standards with those subject to political or policy manipulation. Another tribal member placed this concern into historical perspective.

When the existing Plan was developed we were coming off something like 200 million board feet a year. It was a long period starting in the fifties and sixties when the timber industry went all-out and that was not sustainable forestry. It was building and establishing some mills out here. It was developing something that couldn't be sustainable. Of course, the resource showed it. We kind of went over-board on one part there. So, I am sure those constraints were put in there (the existing Plan) to kind of balance some things out. Otherwise it would have continued that way and that was not sustainable from our point of view. Our perspective is different. We see the Forest Service has a heightened responsibility to the tribe's interests and we want to see those protected. We support sustainable harvest of timber, the tribe does not want to shut down logging, but we don't want any of our other resources diminished because of logging.

The perceived need for measurable standards exists within this historical context of perceived past swings toward high-levels of harvests that might threaten other tribal concerns about environmental health and quality.

6.5.2 SALMON AND WATER QUALITY

Water quality is described as directly related to tribal concerns about fisheries and specifically salmon and steelhead. Salmon are integral to the culture of the Nez Perce Tribe. As one tribal member observed when asked about the place of salmon in contemporary Nez Perce culture, “They are no less important than the air we breathe.” Salmon are believed to be an indicator of the integrity of natural cycles and the implications of that integrity for human and tribal well-being:

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... The salmon are one of our best teachers. We learn from them that we have to do certain things by the seasons. We watch the salmon as smolts going to the ocean and observe them returning home. We see the many obstacles that they have to overcome. We see them fulfill the circle of life, just as we must do. If the salmon aren't here, the circle of life becomes broken and we all suffer (Landeem 1999).

The health and well-being of salmon is also an indicator of the relationship of the Nez Perce Tribe with their traditions and ways of life:

The salmon creates a bond between ourselves and our ancestors. The salmon was a big part of their lives and the salmon should be an important component of our lives... (Landeem 1999).

Given the cultural importance of salmon and the general concern about environmental quality expressed by the Nez Perce Tribe, water quality and its potential effects on fisheries is a significant issue for Plan revision. Timber harvesting, road building, or any other activity affecting water quality appears to be high on the list of tribal concerns for Plan revision.

One specific example of an issue perceived to be related to water quality is the effect of the "checkerboard" private lands that exist within the Clearwater National Forest. For example,

If these lands are liquidated as the private company says they might do and then they are subdivided and developed, then you will have lots of homes in there. It will really change the dynamics of managing that area. It will require increased fire protection activities and it will save dollars if they would just buy those lands. If those lands are developed, it will definitely pose problems for water quality. They should make an effort to acquire those lands for the sake of water quality.

Land acquisition is a specific management issue potentially affecting water quality, but the more general sentiment is a concern about any management action that may pollute or otherwise damage salmon habitat.

6.5.3 ACCESS TO AND PROTECTION OF TREATY RESOURCES

Gathering, hunting, fishing, camping, and other activities associated with the Nez Perce Tribe's treaty rights are a fundamental concern for Plan revision. Similarly, the protection of specific cultural and historic resources, such as the Nez Perce Trail, is also noted as an important issue for the tribe. Access to traditional resources is an ongoing concern. For example,

A lot of access issues are important to the NPTEC also. When changes are made to road access or wildlife security areas, that type of thing, it has a potential impact for tribal members to fully exercise their hunting and fishing rights. Sometimes access changes are made for ATV use and while they may be beneficial for certain resources, they still affect treaty access. There are conversations in NPTEC about that. We realize that may need to be dealt with on a case-by-case basis, but it needs to be considered.

A more specific example of concerns about access is expressed in the following statement:

There are places we used to go to gather roots and berries and then you go there and find the road is closed. We never hear about it, they just close the road. We don't usually say anything, we just find another place to go, but then you never know when that place might be closed to.

This statement illustrates a general theme about how some management actions may directly affect access to traditional resources. A related theme is concern about how access is affected by competition with non-tribal users of traditional resources. For example,

But you know there are other places they lock out the root diggers and they have these gates that you can't get through. They claim the root diggers can go there and harvest the roots before the commercial guys get there. ... We should be getting fifty percent of any harvest on the forest, but we don't get that. There are people out there taking and using resources that are important to the tribe.

Competition with non-tribal users of commercial resources is perceived as problematic since the Nez Perce Tribe believes their access to and use of these resources take precedence over those of other users. Discussants also identified concerns about camping, the use of the river for floating or fishing, hunting, and other traditional activities believed to be guaranteed by treaty rights.

Some discussants also expressed concern about "intimidation" when they do access national forest lands for varieties of traditional purposes. For example,

We were out cutting tipi poles and these people came along and just started to hassle us about what we were doing. They kept asking us what we were cutting and why. We did not want to tell them. It was our private business and I guess we felt a little intimidated about it. That happens sometimes when we hunt or fish, we feel that intimidation about using resources granted to us in the treaties.

Although this theme is not as strong as others in the discussion data, there are variations on the above statement. These other statements suggesting a perceived intimidation about using traditional resources may sometime inhibit activities of hunters, gatherers, and other activities that are an exercise of treaty rights. These concerns about intimidation appear to exist within a broader set of concerns about the relationship of the Nez Perce Tribe's members and individuals and groups within surrounding communities.

Discussants also described the protection of treaty and cultural resources as an explicit concern for Plan revision. Several examples were used to describe past problems with damage to important cultural resources, including destruction of rock cairns, especially some cairns on the Lolo Trail. Discussants also suggest damage to cairns has occurred at other important locations such as the Smoking Place. There is some perceived "insensitivity" to the protection of these resources. For example,

They are starting to work with us on it, but not all the employees follow through with the agreements. Just to give you an example, we were promised by the Supervisor, and at they top they tend to do real well, but when it gets down to the ones who really do the doing, they don't have a clue. Either they were not involved in the conversation or they don't really care and often I believe it is more they just don't care. For instance, when the Smoking Place was vandalized, three rock cairns were torn down, and

the people who did it did not realize what they did. We tried real hard to get people to take note of that. It is a very sacred site for the Nez Perce, but it is also a Lewis and Clark place. ... Evidently, the Forest Service knew about it, but they did not say anything. To make it worse ... one of the Forest Service people said something like 'Well, you know these rock cairns, they come and they go.' This showed his ignorance and his lack of sensitivity and you could tell, he did not care one way or another. One of the other Forest Service employees tried to apologize for him, but it was too late by then.

This example is not a criticism of all Forest Service staff, but it does express a concern about leadership placing a higher value on cultural resources as a management issue.

There is also an expressed concern about sacred sites such as Pilot Knob on the Nez Perce National Forest. Discussants suggested there is a need to protect the cultural importance of this and other important known sites. For example,

We were promised that when it came to the Smoking Place, the Indian graves, and Pilot Knob, that even though they are known sites, they (Forest Service) would not attract visitors there. If they (visitors) came upon it, then fine. We were told this. Instead, they have made the way easier. They are just inviting people to plunder the site. If they are going to do that, then they need to protect these places.

Discussants also suggested Pilot Knob, the Smoking Place, and other culturally important sites, are examples of the opportunity for the Forest Service to work with the tribe in the management of sacred and other culturally valued sites. As one tribal leader suggested,

Pilot Knob is a sacred site, a very sacred site for us, and we would like to be involved more with co-management of that site. We have been talking to the Nez Perce National Forest about that. We want to find out a way to protect that site better. We think the best way to do that is for them to work with us on making decisions that affect those types of resources.

6.5.4 TRIBAL LIAISON

Tribal members suggest they have a special interest in the natural and cultural resources in their backyard:

Most of the issues for us are on the Clearwater and Nez Perce because that is in our backyard. They are much closer than the other forests. When you have so many national forests in your territory, there are lots of issues. We have a lot of tribal members who use those forests. It just depends on what resources and families are associated with those forests. All the issues, from resources, recreation, and tourism and things along the Lolo Trail.

The Nez Perce people have a rich and complex relationship with these resources. Understanding and managing these resources is acknowledged as a challenge as well as a responsibility for the Forest Service. The Nez Perce Tribe positively evaluates the Memorandum of Understanding with the five national forests as a step toward addressing both the challenge and the responsibility. However, discussants expressed a desire to have the Tribal Liaison position filled. This position is perceived as a means for more effective communication about tribal interests, more efficient consultation, and a commitment of the

Forest Service to meaningful consideration of tribal perspectives about resource management issues. Although discussants acknowledged this may not be a topic for Plan revision, they also stressed the process of Plan revision would be more meaningful and effective with the reinstatement of the Tribal Liaison position.

6.6 Summary and Implications

This chapter summarizes desires and expectations for consultation and particular issues for Plan revision among the Nez Perce Tribe and the Coeur d'Alene Tribe. Limited information was collected from discussions with the Coeur d'Alene Tribe. However, Tribal staff suggested that cultural resource issues are a particular concern for Plan revision. There is a desire to identify the range of sites of interest, to map those sites, and understand the overlap with lands managed by the Clearwater National Forest. The focus of this chapter is on the findings from discussions with members of the Nez Perce Tribe.

The Nez Perce treaty rights and the trust relationship between the tribe and the U.S. Government is the basis for consultations. These consultations occur within the context of the political structure of the tribe and its administrative procedures and preferences for interactions with the Federal Government. With the Forest Service, the tribe prefers to be involved early in the consideration of its concerns about management actions, especially Forest Plan revision. Asking for input after decisions are made and plans developed is perceived inconsistent with the spirit of the trust responsibility or the tribe's treaty rights. The tribe prefers to have a role as co-managers or co-decision makers or at least a role in providing input before alternatives are formulated. Most of the key management issues of concern for the tribe begin with concerns about the maintenance of treaty rights and fulfillment of the government's trust responsibility. Specific concerns include, maintaining measurable standards, protection and enhancement of water quality and fish habitat, access to and protection of treaty resources, and a funding of the Tribal Liaison position instituted by the Memorandum of Understanding between the tribe and the United States Forest Service.

7 PUBLIC INVOLVEMENT

The Plan Revision Team requested information about stakeholder assessments of existing methods for public involvement. This information may be used to inform alternative approaches for including publics in Plan revision. This section summarizes themes in the discussion data regarding stakeholder assessments of existing methods of public involvement and desires for gathering input for Plan revision. In discussions with stakeholders, four general topics were examined:

- Are there sufficient opportunities for publics to provide input about forest management issues?
- How are existing techniques evaluated as methods for gathering public input?
- How do stakeholders evaluate the outcome of the public input process?
- What other methods for public involvement might be used for gathering input for Plan revision?

To interpret the information from these discussions, the community context of public involvement was also a topic for discussion. These topics were discussed with government officials and leaders of organizations involved in community development activities. These discussions were intended to provide information to assess if public responses to USFS public involvement programs differed from other governmental and community efforts to involve publics. In general, the information from these discussions suggests public involvement for local, state, and federal government agencies is a difficult process. The general public appears to have limited participation in events such as City Council and County Commissioners meetings and other venues where publics might express their concerns. Similarly, efforts to involve publics for gathering input about project specific management actions by federal and other government agencies also appears to result in limited response. When asked for an interpretation of these circumstances, discussants suggest the general public does not participate unless “their ox is being gored.” In other words, if a particular management action may influence a resource or issue of concern to particular individuals, then they are more likely to participate. Various explanations are offered for this pattern of public involvement:

- Rural lifestyles are ones with high demands on personal free time. Decisions about time allocation favor attending to the family, recreation, and community priorities.
- Meetings are held at inconvenient times for the lifestyles of community residents.
- Public involvement appears to have no effect on the decision-making process.
- Forest management planning is perceived as a topic of low interest and the consequence is limited participation by the general public.

Although there may be substance to these stakeholder assessments, other social processes may also affect patterns of involvement by the general public. One such process can be termed the “sentinel” process. This process is one in which the general public defers to individuals or groups who have a special interest in forest management. These sentinels monitor forest management issues and participate in meetings or public involvement activities as required. Sentinels provide feedback and information to their social networks. Sentinels bear the load of gathering information, attending meetings, and assessing the importance of issues, and then communicating this information to others in their social networks. The channels for communicating this information are various including informal gatherings such as coffee clatches, newsletters, special gatherings, or through email.

Regardless of the channel used, sentinels are recognized sources who influence opinions about when issues rise to a level of concern that may require more broad-based response or involvement.

Examples of sentinel groups include Moscow based environmental groups, the Watchmen on the Wall, the Clearwater Resource Coalition, and other special interest entities. Individual sentinels cannot be identified by name, but they are persons who regularly participate in a range of natural resource collaborative working groups, and as attendees at other venues for public involvement. A noteworthy sentinel group is the North Central Idaho Resource Advisory Committee (RAC). Resource Advisory Committees were mandated as part of the Secure Rural Schools and Community Self Determination Act H.R. 2389 (P 106-393). Section 205 of H.R. 2389 provides for the establishment of a 15 member Resource Advisory Committee. The purpose of the RAC as described in Section 204 (a) (2) is: "The purpose of a Resource Advisory Committee shall be to improve collaborative relationships and to provide advice and recommendations to the land management agencies consistent with the purposes of this Act." A USFS Departmental Regulation number 1042-141 prescribes the duties for the Idaho RACs as follows:

- (a) The RAC shall review projects proposed under Title II of the Act by participating counties and other persons.
- (b) The RAC shall propose projects and funding to the Secretary of Agriculture under section 203 of the Act.
- (c) The RAC shall provide early and continuous coordination with appropriate Forest Service officials in recommending projects consistent with Title II of the Act.
- (d) The RAC shall provide frequent opportunities for citizens, organizations, tribes, land management agencies, and other interested parties to participate openly and meaningfully, beginning at the early stages of the project development process under Title II of the Act.
- (e) The RAC may create and operate subcommittees recommended by a majority of the committee members and approved by the Secretary or the DFO.
- (f) Consistent with applicable laws and Departmental Regulations, each RAC may adopt such by-laws or rules of operation as it deems advisable (USFS 2003).⁶

The 15 members of the RAC apply for positions that have a three-year term. Interested readers can find details about the terms, functions, and activities of the RAC from USFS and other sources⁷, but the important point for this discussion concerns the composition and operation of the RAC. The North Central Idaho RAC is composed of members representing diverse views about resource management issues. The group and the participating individuals illustrate this sentinel function, in which forest management issues are monitored by interested parties and then information is communicated to a wider audience.

7.1 Evaluations and Expectations Regarding Public Involvement

Discussants were asked questions about their assessments of opportunity, process, and outcomes for existing public involvement techniques, such as public meetings and open houses. Additionally, discussions addressed alternative methods for public involvement and

⁶ <http://www.usda.gov/directives/files/dr/DR1042-141.htm>

⁷ <http://www.fs.fed.us/r1/clearwater/rac/rac.shtml>

desires for public involvement for Plan revision. While there were some very strong themes in the discussions about public involvement, these themes are about the types of process issues discussed in chapter 5. Stakeholders did express assessments of particular techniques for gathering public input and these are summarized in this discussion. However, views about forums, times, places, or other details appear to be of less concern to stakeholder than their assessments of the validity of the process itself. While it is important to consider venue and new techniques to involve publics, the information collected for this work suggests it is also important to consider other assessments of the meaning and value of public involvement.

7.1.1 PROCESS ASSESSMENTS

There are two noteworthy assessments of the process of public involvement that can be summarized as (1) “They already have their mind made up” and (2) “Providing input shows no results.” These process assessments are socially significant because they indicate the reasons regarding the limited participation in public involvement, regardless of the particular technique employed. Publics, as well as sentinels, also are reluctant to participate because they do not believe in the foundations of the process. The substance of each of these process assessments requires some brief illustration and elaboration.

“They have already made their mind up” was one of the most strongly expressed themes about public involvement. It is expressed in the following statement by a stakeholder with environmental interests:

I think they need to ask people here who know things about how the forest works. They will not get people to attend meetings. I don't know when the last time was that I even thought about attending a meeting about forest management. Those meetings are really set up. They (Forest Service) have their own science. They are going to tell us what their science is telling them. The reason they are having the meeting is not to get my input. They are trying to convince me that their science is better than my knowledge. If I was an old Idaho County logger and I came to that meeting and stood up and said that I have been in the timber all my life and the forest is the worse it has ever been. Well, they would just say this report here says our trees are healthy. It says we are doing everything right. They don't really want my input. They want to make me feel more comfortable with the rules they have already made up.

This statement expresses the sentiment that meetings to gather public input are “set-up” to persuade publics about an existing solution, and not to gather public input. This same sentiment is expressed in the following statement by a timber industry stakeholder:

I have been to so many meetings and they are such a waste of time. Part of the problem is the way they are set up. You go to these meetings and you know they have already made their decision and they are just going through the hoops. It is just window dressing. I don't know how to change that other than to make the Ranger the last guy. He makes the decisions and if you cannot support your schools and repair your roads, then he has to live with the people who are affected by that.

Another timber industry stakeholder expressed a similar point of view:

If people thought they would be heard, then they would participate more. People here think that they are not being heard, they think they are not being treated fairly. They think, 'they (USFS) are just playing with us' and that the decision has been made already, before they ever go to a meeting, so they don't see the reason to go. My friends feel that the Forest Service has a process they have to go through, they are just playing with us and they don't really want to hear what we have to say. I can't just let it go the way some of my friends do. I am doing this (public involvement) for my friends, for my family, for my grandchildren, because I believe you have to keep trying. I just wish somebody would really hear us. What it is going to take is that they will have to build the public's trust. They will have to start small and convince some people here they are serious about listening to us.

These three statements illustrate stakeholder assessments of public involvement efforts as problematic because the Forest Service is only “jumping through hoops” and not seriously considering public needs and desires. Regardless of the validity of this perception, it appears to be a strongly felt sentiment among diverse stakeholders. Stakeholders place the responsibility to address this issue with the Forest Service.

The second process assessment influencing participation in public involvement is expressed in the following comment:

A lot of people do not appreciate the importance of public input in the policy arena. The ones I talk with seem to think that what they have to say does not count, that there are pre-conceived ideas and that they do not see any effect from their input. Worse, they say that they don't get an answer as to why their input was not implemented. It makes them frustrated. It makes them think there isn't any use when they see no results.

Providing input is perceived as a frustrating process because there appears to be no action based on input; and, there is at best, limited feedback about the relationship of the decision outcome and the input provided.

Some high visibility efforts such as collaborative working groups have also been evaluated as lacking in observable results. For example, a participant in one of these efforts suggests both the nature of the problem and some of its consequences for public involvement:

We have worn out the public with collaborative groups, with false starting the Forest Plan revision process five or six times. We have had all these issues with these collaborative processes with elk recovery and a collaborative process to reintroduce grizzly bear, I mean there have been tons of public involvement, but we have never implemented anything when we have gone through these collaborative processes. So, how do you energize a public that is worn out in a broken system? That is going to be very, very, very, difficult. And as the process becomes more complex, how do you get the public to understand the complexity?

High visibility efforts that are evaluated as non productive exemplify the problems with a perceived disconnect between public involvement and decision making, or the lack of it. The perceived effect is to undermine public confidence in the process and thereby restrain future involvement. Again, regardless of the validity of such assessments, publics perceive the public involvement process is “broken” because of an absence of observable outcomes from other efforts.

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After this sentiment was expressed by various stakeholders early in the data collection process, the topic was developed in more detail in subsequent interviews. When the issue emerged, an observation was made to discussants that given the diversity and potential conflicts in stakeholder input, it seemed impossible for the Forest Service to implement the needs of all stakeholders. In responding to this observation, stakeholders acknowledged the complexity of considering diverse views and needs. Most also suggested they value the opportunity to express their needs and opinions regardless of the outcome. However, what appears to be frustrating is the absence of feedback about the relationship of input provided to decisions made or not made.

Despite frustrations with the public input process, it is apparent that many of the stakeholders participating in discussions did attend meetings and other public involvement activities. Since some of these individuals are “sentinels”, this can explain what appears to be a contradiction between “what people say” and “what people do.” However, there were other individuals who were clearly not sentinels, and who also appeared to maintain some guarded faith in the viability of the public input process. For example, in one small group interview, a scenario was presented to the participants about an imaginary land management action that would restrict access to valued recreational areas. Discussants were asked about how they would respond to this potential action. The following reply is typical of the sentiments expressed by others:

We would go to all those fruitless meetings. That is what we would do. We would go through all the steps they make us do, but you would go to those meetings and they would not pay any attention to us, but we would go anyway. They are going to do what they want any way, but then you write letters to your Congressman, get other people involved, and try to change it.

Similar responses were offered in other discussions. This expresses some contradiction and some hope about the public involvement process: it may be a flawed and frustrating process, but there is some willingness to participate in the hope it will be meaningful or it can be made meaningful.

7.1.2 TECHNIQUE ASSESSMENTS AND DESIRES FOR PLAN REVISION

Discussions about public involvement also addressed assessments of existing techniques and desires for alternate methods for gathering public input for Plan revision. As noted at the beginning of this chapter, discussions focused on stakeholder views about opportunity, particular techniques and methods, the conduct and outcome of those techniques, and alternate approaches to increase public participation. Information about opportunity directly addresses perceived barriers that inhibit stakeholder participation in public involvement efforts. Discussions about particular techniques were intended to develop possible social influences on participation in one method or another. Similarly, discussions about outcomes were intended to develop information about the perceived effectiveness of these techniques in communicating public desires and needs about forest management. Gathering information about stakeholder desires for alternate methods for Plan revision was intended to develop information useful for improving the effectiveness of future public involvement efforts. The findings about each of these topics were developed by a content analysis of the themes in the discussion data. These findings, discussed in the following sections, indicate some contradictions in stakeholder assessments of the public input process. Some of the contradictions can be accounted for as differences in preferences among stakeholders. Other contradictions are more difficult to resolve.

7.1.2.1 OPPORTUNITY

Stakeholders uniformly agreed there is sufficient opportunity to provide comment or participate in public involvement efforts. In general, publics expressed praise for the effort of each forest to provide venues and information about planned management actions. Some stakeholders suggest public meetings are held at inconvenient times or places. However, most stakeholders indicate each of the forests is meeting or exceeding its obligations to provide opportunity for public input. Discussions also focused on the accessibility of the District Rangers and the Forest Supervisors as providing the opportunity to express views and discuss issues about forest management. In general, stakeholders assessed the District Rangers and Forest Supervisors as accessible. Some stakeholders expressed a desire for both Supervisors to have higher visibility in community activities, as a means to increase their accessibility. Stakeholder comments about opportunity indicate no apparent barriers to participation in public involvement activities other than a desire to consider the schedules of working persons and other ongoing community activities.

7.1.2.2 TECHNIQUES

Discussants were asked open ended questions about the various techniques for public involvement such as public meetings, open houses, field trips, collaborative working groups, written comments, the Internet, and hearings. Several themes were identified when the content of the comments about all techniques were examined:

- Stakeholders expressed a need for an open process of public involvement in which the opportunity exists to hear supporting and opposing view points about management issues. One source of this expressed need appears to be related to concerns among diverse stakeholders about a perception of “managing for special interests.” Environmental interests are concerned about the influence of timber and other industry advocates. Timber stakeholders suggest environmentalists are “leveraging” the public involvement process, to the disadvantage of those who do not have the time or resources to participate in public meetings or other venues for public input. Venues that provide the opportunity to hear the range of input about an issue are highly desirable.
- The public input process is “out of balance.” This sentiment is related to the previous theme regarding an open process for public involvement. The central idea in this theme is expressed in the metaphor of a pendulum, or in the phrase that identifies the theme: “things are out of balance.” This idea was expressed primarily by stakeholders of the timber industry or related interests. Another assessment about public input is expressed in the following comment:

Ninety-nine percent of the input is coming from ten percent of the public.
It is just too much public input from only one side.

There is also a perception of an imbalance among stakeholders who attend public involvement efforts. As one stakeholder observed:

It seems like the only people that show up to the meetings are those who are opposed to doing anything for managing the forest. The pendulum has swung too far in their direction and it has to come back.

- Agency-centered, rather than community-centered techniques for public involvement characterize how both forests gather public input. Discussants commented that most

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techniques to gather input rely on publics coming to venues structured by the agency. For purposes of this discussion these are termed “agency-centered” techniques. Stakeholders contrast this with techniques such as Rangers and Forest Supervisors attending community events and activities where informal socializing provides accessibility to the decision makers. This assessment is related to a desire for more outreach activities as discussed in section 7.1.2.3.

- Some stakeholders also suggest there appears to be only limited formal recording of their input or points of view about management issues. Discussants also suggest this lack of recording indicates they are “not heard” and their input is not put into the record for consideration in decision-making. This also expresses a need for more formal recording and feedback about public input. This topic is also discussed in section 7.1.2.3.
- Some stakeholders value opportunities for first hand observation of issues, whereas others perceive such venues as favoring those who have the time to invest in “all –day trips”. A range of stakeholders commented on the value of seeing management issues first-hand with the decision makers and IDT members. Using field trips and site visits as a means to gather input was described as preferable to attending meetings or other venues. On the other hand, some stakeholders also suggest “working people” have few opportunities to invest the time in these types of trips, and believe these venues therefore favor the “paid special interests.”
- Feedback is missing in the public input process. This theme is also discussed as a process issue in section 7.1.1. It is repeated here to emphasize its apparent significance among diverse stakeholders. It is also a commentary on the techniques used for public involvement and the value publics place on receiving responses to their comments and other participation efforts.
- County governments have a special status for communicating with and providing comment to the Forest Service. Commissioners from all five counties were asked about the public input process and their working relationships with the Forest Service. In general, Commissioner’s comments suggest they are informed about the activities and decisions of direct interest to county government. As one Commissioner observed,

They are doing a good job in a very complex process and they keep us informed about the issues we need to know about.

Some Commissioners also expressed some frustration about receipt of “Dear Interested Party” letters, in the same way that tribal interests believe such letters violate their unique status with the Forest Service. These Commissioners emphasize the need to recognize their special status in communications and activities of interest to county government.

Discussants also commented on other public involvement methods such as public meetings; hearings; internet web sites, and collaborative working groups. Comments about these particular techniques were over-shadowed by the “process” issues previously discussed.

Community meetings to gather public input were both praised and panned. Those who positively evaluate this mode for gathering public input perceive it as the essential “open” process that allows all concerned parties to voice their opinion and offer their input. Those who pan such meetings perceive these as venues for public performance of well-established positions rather than as opportunities for meaningful dialogue and public involvement. Some discussants also suggest these public performances can be intimidating and restrict public involvement. For example, recent letters to the editor in the Lewiston Morning Tribune express this same point of view:

On April 1 I attended the public meeting held by the water board to hear comments on the revised South Fork of the Clearwater Comprehensive State Water Plan. While reports on this hearing were made in the local papers, the tone of the hearing was generally unreported.

The meeting was largely dominated by Watchmen on the Wall (who had canceled their weekly meeting so all their members could attend the Grangeville hearing) and their sympathizers. As we have come to expect from this group, they were rude, belligerent, intimidating and disrespectful to both the water board and anyone who dared to disagree with their viewpoint.

When the first person got up to rant (I can't call it "speak") the water board chair reminded people that they were there to hear comments on the revision of the plan. People started yelling at him that this was a public meeting and they could say whatever they wanted, which they proceeded to do.

There were rants about wolves, the U.N., "guvmint" taking away our guns, road decommissioning, humans as an endangered species, TMDLs, RARE I and RARE II, and God, but very few comments about the plan except that they didn't like it. It was pretty obvious that few had ever read it. All rants were cheered. Anyone in favor of the plan was booed, and at least one proponent of the plan was threatened with violence.

I realize that by speaking up against this behavior I leave myself open to more belligerent actions by these people. Everyone has a right to their own opinions, but I am tired of being bullied for mine. If I remained silent I would be condoning unacceptable behavior (Letters to the Editor 2004 April 18).

A public meeting in which there is perceived intimidation undermines participation by other citizens as well as the effectiveness of agencies in gathering public input from diverse perspectives.

Open-houses were singled out as both a useful way for publics to engage Forest Service staff and discuss positions, and also as concealing the lobbying efforts of special interests. The support for using a hearing approach to gathering public input emphasizes how this technique results in a record of comment and a controlled process for providing input. Those who objected, emphasize many individuals are inhibited by microphones as well as the "spotlight" nature of the hearing format. As one City Council member observed,

We hardly ever get people to come to the microphone because they just don't like to be in the limelight that way. I don't think it is a very effective way to find out what people think.

Forest Service efforts to provide information through Internet web sites were praised as innovative and forward-looking by some stakeholders. Others suggested Internet methods of communicating with publics are flawed because not everyone has or uses a computer. Internet techniques can exclude some individuals if the Forest Service favors these methods over others. Stakeholders also commented on collaborative efforts such as the Meadow Face Stewardship Project. In general, publics evaluate collaborative efforts such as this as useful

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and meaningful. Others suggest these collaborative efforts result in high demands for public involvement with limited outcomes. As one stakeholder observed,

For months and months you drive over snow-covered roads to go to meetings rather than be at home with your family. And what happens? Nothing happens. It makes you wonder about if it is worth all the time and effort put into it.

These types of collaborative efforts are complex social and political efforts that were beyond what could be examined in the context of this work. However, the Meadow Face Stewardship Project is the subject of several ongoing research projects that provide detail about the issues, successes, and outcomes of this method for public involvement (Warren and Rollins 2003). These other studies suggest the social characteristics and ideologies of some local groups actively seek to undermine collaborative efforts and other forms of consensus building. This has direct implications for the venues and processes for any public involvement efforts for Plan revision.

7.1.2.3 DESIRES FOR PLAN REVISION

Discussants were also asked about their desires for a public input process for Forest Plan revision. The following topics organize the majority of discussant responses. Some of these themes repeat or elaborate ideas previously discussed. However, since they were presented in the context of discussions about desires for Plan revision, they are included in this summary of issues.

- Address the perceived differences among Forest Service personnel about critical topics such as timber harvesting, OHV use, roadless and wilderness areas, and other potentially divisive issues. Stakeholders suggest this can be accomplished by leadership establishing the direction for Plan revision and following through to ensure the leadership and planning teams are following that direction.
- Involve the public early in the process. Stakeholders stressed the need to involve publics early in the process to ensure meaningful public input is incorporated before alternatives are formulated. The suggested forums for this involvement vary, but the common thread is a desire for a “partnership” with the agency in addressing Plan revision. Stakeholders emphasize a partnership with the Forest Service to develop the issues is more desirable than only responding to alternatives.
- In developing a public involvement process, ensure the full spectrum of interests is considered and the process does not favor any one group over another. Some stakeholders suggest a useful way to accomplish this is to conduct focus groups, composed of different interest groups, to identify “bottom line” issues and solutions acceptable to diverse interests. Focus groups were also suggested as a means to ensure the details about key topics and the “bottom line” compromises are considered in a non-contentious forum.
- Keep the process focused, concise, and timely. Discussants perceive publics are “exhausted” from the demands for involvement in a range of complex natural resources issues in this region. Efforts to limit the process to a set number of meetings, with focused agenda, and conducted in a timely fashion are suggestions for responding to “process exhaustion.”
- Conduct more outreach venues where publics gather and socialize such as Chamber of Commerce and other community-specific gatherings. Using more outreach or “community-based” venues as opposed to “agency-based” venues is desired by diverse

stakeholder groups. Outreach efforts are perceived to be “community-friendly” and offer publics new opportunities to provide input about Plan revision.

- Communicate openly and often about the steps, issues, and timelines for Plan revision. This is perceived as an important effort to provide information to publics who may or may not be aware of the nature of the process and the types of issues addressed. Stakeholders suggest this is proactive communication that can assist in focusing discussions on meaningful issues and provide publics with the information needed to offer meaningful input. It is also perceived as an opportunity to address the complexity of the Plan revision issues and processes in a way publics can be informed about the issues about which they will be asked for comment.
- Clarify the side-bars framing what can and cannot be done in Plan revision. The side bars issues include the Endangered Species Act and other laws or regulations that affect Plan revision, but they are not usually addressed by the planning mandates of the National Forest Management Act. Keeping the public input process focused within the sidebars is perceived as assisting with providing meaningful input rather than venting about topics that cannot be addressed by Plan revision. This illustrates how the public input process can be enhanced by increased communication about the process and its steps.
- Consider local knowledge. A strong theme in the discussions is how the Forest Service can benefit from local knowledge about ecological processes. Stakeholders acknowledge local knowledge may not be “scientific,” but it has value because it is based on intensive contact with the land and its resources. This “local knowledge” is believed to be a compliment to and not a replacement of the scientific knowledge of the Forest Service. There is a minority theme in these data suggesting such local knowledge is inherently biased in favor of supporting timber harvesting and economic development over ecosystem health. From this perspective, local knowledge is suspect because it is biased.

These points organize most of the diversity within the comments about the process of public involvement for Plan revision.

7.2 Summary and Implications

This final chapter reviews stakeholder expectations and desires regarding public involvement for Forest Plan revision. Stakeholders appear to have a high level of interest in Plan revision. Initially, this interest is likely to be expressed primarily by community and interest group sentinels. These are individuals who desire to be involved in natural resource issues, they are relatively informed about some if not most of the key management topics, and they are acknowledged by others in their social networks as the ones who can identify problems or issues that need more broad-based support. Sentinels are also likely to frame the issues for others in their networks, and they will also interpret the positions of the Forest Service and other entities. Involving sentinels through outreach and diverse strategies for public comment can ensure they have relevant information to communicate to others in their social networks.

Based on the information collected for this work, engaging a wider public is likely to be difficult in the early stages of any public involvement process. Sentinels are likely to carry the load. However, outreach and proactive communication may provide incentive to engage a wider audience. Using only agency-centered approaches (asking publics to come to the agency) is likely to reduce overall participation. Given the diversity of opinions about various techniques, it will be necessary to employ diverse methods (public meetings, open houses,

field trips, focus groups, etc.) to provide the opportunity for input publics will be evaluated as meeting local needs.

Despite skepticism about a variety of process issues, leadership concerns, and anticipated conflicts over specific issues, stakeholders also expect and hope for a successful Plan revision process in which the Forest Service takes a firm lead while engaging concerned publics. As one stakeholder observed,

I want them to be the heroes in this process. I want them to throw off all the political maneuvering by outside folks and for them to use their expertise, and they have plenty of excellent scientists, to develop a Plan based on good science. I know they can do that. I want them to be successful and for them to be the heroes I know they can be.

This sentiment expressed hopefulness and some basic trust that the difficulties of the process can be overcome to develop a revised Plan that meets the needs of various stakeholders as well as maintain forest health.

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APPENDIX

Treaty with the Nez Perces, 1855

Articles of agreement and convention made and concluded at the treaty ground, Camp Stevens, in the Walla-Walla Valley this eleventh day of June, in the year one thousand eight hundred and fifty-five by and between Isaac I. Stevens, governor and superintendent of Indian affairs for the Territory of Washington and Joel Palmer, superintendent of Indian affairs for Oregon Territory on the part of the United States, and the undersigned chiefs, headmen, and delegates of the Nez Perce tribe of Indians occupying lands lying partly in Oregon and partly in Washington Territories, between the Cascade and Bitter Root Mountains, on behalf of, and acting for said tribe, and being duly authorized thereto by them, it being understood that Superintendent Isaac I. Stevens assumes to treat only with those of the above-named tribe of Indians residing within the Territory of Washington, and Superintendent Palmer with those residing exclusively in Oregon Territory.

ARTICLE 1.

The said Nez Perce tribe of Indians hereby cede, relinquish and convey to the United States all their right, title, and interest in and to the country occupied or claimed by them, bounded and described as follows, to wit: Commencing at the source of the Wo-na-ne-she or southern tributary of the Palouse River; thence down that river to the main Palouse; thence in a southerly direction to the Snake River, at the mouth of the Tucanon River; thence up the Tucanon to its source in the Blue Mountains; thence southerly along the ridge of the Blue Mountains; thence to a point on Grand Ronde River, midway between Grand Ronde and the mouth of the Woll-low-how River; thence along the divide between the waters of the Woll-low-how and Powder River; thence to the crossing of Snake River, at the mouth of Powder River; thence to the Salmon River, fifty miles above the place known [as] the " crossing of the Salmon River;" thence due north to the summit of the Bitter Root Mountains; thence along the crest of the Bitter Root Mountains to the place of beginning.

ARTICLE 2.

There is, however, reserved from the lands above ceded for the use and occupation of the said tribe, and as a general reservation for other friendly tribes and bands of Indians in Washington Territory, not to exceed the present numbers of the Spokane, Walla-Walla, Cayuse, and Umatilla tribes and bands of Indians, the tract of land included within the following boundaries, to wit: Commencing where the Moh ha-na-she or southern tributary of the Palouse River flows from the spurs of the Bitter Root Mountains; thence down said tributary to the mouth of the Ti-nat-pan-up Creek; thence southerly to the crossing of the Snake River ten miles below the mouth of the AI-po-wa-wi River; thence to the source of the Al-po-wa-wi River in the Blue Mountains; thence along the crest of the Blue Mountains; thence to the crossing of the Grand Ronde River, midway between the Grand Ronde and the mouth of the Woll-low-how River; thence along the divide between the waters of the Woll-low-how and Powder Rivers; thence to the crossing of the Snake River fifteen miles below the mouth of the Powder River; thence to the Salmon River above the crossing; thence by the spurs; of the Bitter Root Mountains to the place of beginning.

All which tract shall be set apart, and, so far as necessary, surveyed and marked out for the exclusive use and benefit of said tribe; as an Indian reservation; nor shall any white man, excepting those in the employment of the Indian Department, be permitted to reside upon the said reservation without permission of the tribe and the superintendent and agent; and the said tribe agrees to remove to and settle upon the same within one year after the ratification of this treaty. In the mean time it shall be lawful for them to reside upon any ground not in the actual claim and occupation of citizens of the United States and upon any ground claimed or occupied, if with the permission of the owner or claimant, guarantying,

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however, the right to all citizens of the United States to enter upon and occupy as settlers any lands not actually occupied and cultivated by said Indians at this time. and not included in the reservation above named. And provided that any substantial improvement heretofore made by any Indian, such as fields enclosed and cultivated, and houses erected upon the lands hereby ceded, and which he may be compelled to abandon in consequence of this treaty, shall be valued under the direction of the President of the United States, and payment made therefore in money, or improvements of an equal value be made for said Indian upon the reservation and no Indian will be required to abandon the improvements afore- said, now occupied by him, until their value in money or improvements of equal value shall be furnished him as aforesaid.

ARTICLE 3.

And provided that, if necessary for the public convenience, roads may be run through the said reservation, and, on the other hand, the right of way, with free access from the same to the nearest public highway, is secured to them, as also the right, in common with citizens of the United States, to travel upon all public highways. The use of the Clear Water and other streams flowing through the reservation is also secured to citizens of the United States for rafting purposes, and as public highways.

The exclusive right of taking fish in all the streams where running through or bordering said reservation is further secured to said Indians: as also the right of taking fish at all usual and accustomed places in common with citizens of the territory, and of erecting temporary buildings for curing, together with the privilege of hunting, gathering roots and berries, and pasturing their horses and cattle upon open and unclaimed land.

ARTICLE 4.

In consideration of the above cession, the United States agree to pay to the said tribe in addition to the goods and provisions distributed to them at the time of signing this treaty, the sum of two hundred thousand dollars, in the following manner, that is to say, sixty thousand dollars, to be expended under the direction of the President of the United States, the first year after the ratification of this treaty. In providing for their removal to the reserve, breaking up and fencing farms, building houses, supplying them with provisions and a suitable outfit, and for such other objects as he may deem necessary. and the remainder in annuities, as follows: for the first five years after the ratification of this treaty, ten thousand dollars each year, commencing September 1, 1856; for the next five years, eight thousand dollars each year; for the next five years, six thousand each year, and for the next five years, four thousand dollars each year.

All which said sums of money shall be applied to the use and benefit of the said Indians, under the direction of the President of the United States, who may from time to time determine, at his discretion, upon what beneficial objects to expend the same for them. And the superintendent of Indian affairs, or other proper officer, shall each year inform the President of the wishes of the Indians in relation thereto.

ARTICLE 5.

The United States further agree to establish, at suitable points within said reservation, within one year after the ratification hereof, two schools, erecting the necessary buildings, keeping the same in repair, and providing them with furniture, books, and stationery, one of which shall be an agricultural and industrial school, to be located at the agency, and to be free to the children of said tribe, and to employ one superintendent of teaching and two teachers; to build two blacksmiths' shops, to one of which shall be attached a tinshop and to the other a gunsmith's shop; one carpenter's shop, one wagon and plough maker's shop, and to keep the same in repair, and furnished with the necessary tools; to employ one

superintendent of farming and two farmers, two blacksmiths, one tinner, one gunsmith, one carpenter, one wagon and plough maker, for the instruction of the Indians in trades, and to assist them in the same; to erect one saw-mill and one flouring-mill, keeping the same in repair, and furnished with the necessary tools and fixtures, and to employ two millers; to erect a hospital, keeping the same in repair, and provided with the necessary medicines and furniture, and to employ a physician; and to erect, keep in repair, and provide with the necessary furniture the buildings required for the accommodation of the said employees. The said buildings and establishments to be maintained and kept in repair as aforesaid, and the employees to be kept in service for the period of twenty years.

And in view of the fact that the head chief of the tribe is expected, and will be called upon, to perform many services of a public character, occupying much of his time, the United States further agrees to pay to the Nez Perce tribe five hundred dollars per year for the term of twenty years, after the ratification hereof, as a salary for such person as the tribe may select to be its head chief. To build for him, at a suitable point on the reservation, a comfortable house, and properly furnish the same, and to plough and fence for his use ten acres of land. The said salary to be paid to, and the said house to be occupied by, such head chief so long as he may be elected to that position by his tribe, and no longer.

And all the expenditures and expenses contemplated in this fifth article of this treaty shall be defrayed by the United States, and shall not be deducted from the annuities agreed to be paid to said tribes nor shall the cost of transporting the goods for the annuity-payments be a charge upon the annuities, but shall be defrayed by the United States.

ARTICLE 6.

The President may from time to time, at his discretion, cause the whole, or such portions of such reservation as he may think proper, to be surveyed into lots, and assign the same to such individuals or families of the said tribe as are willing to avail themselves of the privilege, and will locate on the same as a permanent home, on the same terms and subject to the same regulations as are provided in the sixth article of the treaty with the Omahas in the year 1854, so far as the same may be applicable.

ARTICLE 7.

The annuities of the aforesaid tribe shall not be taken to pay the debts of individuals.

ARTICLE 8.

The aforesaid tribe acknowledge their dependence upon the Government of the United States, and promise to be friendly with all citizens thereof, and pledge themselves to commit no depredations on the property of such citizens; and should any one or more of them violate this pledge, and the fact be satisfactorily proved before the agent, the property taken shall be returned, or in default thereof, or if injured or destroyed, compensation may be made by the Government out of the annuities. Nor will they make war on any other tribe except in self-defense, but will submit all matters of difference between them and the other Indians to the Government of the United States, or its agent, for decision, and abide thereby and if any of the said Indians commit any depredations on any other Indians within the Territory of Washington, the same rule shall prevail as that prescribed in this article in cases of depredations against citizens. And the said tribe agrees not to shelter or conceal offenders against the laws of the United States, but to deliver them up to the authorities for trial.

ARTICLE 9.

The Nez Percés desire to exclude from their reservation the use of ardent spirits, and to prevent their people from drinking the same; and therefore it is provided that any Indian

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belonging to said tribe who is guilty of bringing liquor into said reservation, or who drinks liquor, may have his or her proportion of the annuities withheld from him or her for such time as the President may determine.

ARTICLE 10.

The Nez Perce Indians having expressed in council a desire that William Craig should continue to live with them, he having uniformly shown himself their friend, it is further agreed that the tract of land now occupied by him and described in his notice to the register and receiver of the land-office of the Territory of Washington, on the fourth day of June last, shall not be considered a part of the reservation provided for in this treaty, except that it shall be subject in common with the lands of the reservation to the operations of the intercourse act.

ARTICLE 11.

This treaty shall be obligatory upon the contracting parties as soon as the same shall be ratified by the President and Senate of the United States.

In testimony whereof, the said Isaac I. Stevens governor and superintendent of Indian affairs for the Territory of Washington, and Joel Palmer, superintendent of Indian affairs for Oregon Territory, and the chiefs, headmen, and delegates of the aforesaid Nez Perce tribe of Indians, have hereunto set their hands and seals, at the place, and on the day and year herein before written.

Isaac I. Stevens, [L. S.]
Governor and Superintendent of Washington Territory

Joel Palmer, [L. S.]
Superintendent Indian Affairs.

Aleiya, or Lawyer, Head-chief of, the Nez Perces, [L. S.]

Tippelanecbupoo, his x mark. [L. S.]

Hah-hah-stilpilp, his x mark. [L. S.]

Appushwa-hite, or Looking-glass, his x mark. [L. S.]

Cool-cool-shua-nin, his x mark. [L. S.]

Silish, his x mark. [L. S.]

Joseph, his x mark. [L. S.]

Toh-toh-molewit, his x mark. [L. S.]

James, his x mark. [L. S.]

Tuky-in-lik-it, his x mark. [L. S.]

Red Wolf, his x mark. [L. S.]

Te-hole-hole-soot, his x mark. [L. S.]

Timothy, his x mark. [L. S.]

Ish-coh-tim, his x mark. [L. S.]

U-ute-sin-male-cun, his x mark. [L. S.]

Wee-as-cus, his x mark. [L. S.]

Spotted Eagle, his x mark. [L. S.]

Hah-hah-stoore-tee, his x mark. [L. S.]

Stoop-toop-nin or Cut-hair, his x mark. [L. S.]

Eee maht-sin-pooh, his x mark. [L. S.]

Tow-wish-au-il-pilp, his x mark. [L. S.]

Tah-moh-moh-kin, his x mark. [L. S.]

Kay-kay-mass, his x mark. [L. S.]

Speaking Eagle, his x mark. [L. S.]

Kole-kole-til-ky, his x mark. [L. S.]

Wat-ti-wat-ti-wah-hi, his x mark. [L. S.]
In-mat-tute-kah-ky, his x mark. [L. S.]
Howh-no-tah-kun, his x mark. [L. S.]
Moh-see-chee, his x mark. [L. S.]
Tow-wish-wane, his x mark. [L. S.]
George, his x mark. [L. S.]
Wahpt-tah-shooshe, his x mark. [L. S.]
Nicke-el-it-may-ho, his x mark. [L. S.]
Bead Necklace, his x mark. [L. S.]
Say-i-ee-ouse, his x mark. [L. S.]
Koos-koos-tas-kut, his x mark. [L. S.]
Wis-tasse-cut, his x mark. [L. S.]
Levi, his x mark. [L. S.]
Ky-ky-soo-te-lum, his x mark. [L. S.]
Pee-oo-pe-whi-hi, his x mark. [L. S.]
Ko-ko-whay-nee, his x mark. [L. S.]
Pee-oo-pee-iecteim, his x mark. [L. S.]
Kwin-to-kow, his x mark. [L. S.]
Pee-poome-kah, his x mark. [L. S.]
Pee-wee-au-ap-tah, his x mark. [L. S.]
Hah-hah-stlil-at-me, his x mark. [L. S.]
Wee-at-tenat-il-pilp, his x mark. [L. S.]
Wee-yoke-sin-ate, his x mark. [L. S.]
Pee-oo-pee-u-il-pilp, his x mark. [L. S.]
Wee-ah-ki, his x mark. [L. S.]
Wah-tass-tum-manee, his x mark. [L. S.]
Necalahsin, his x mark. [L. S.]
Tu-wesi-ce, his x mark. [L. S.]
Suck-on-tie, his x mark. [L. S.]
Lu-ee sin-kah-koose-sin, his x mark. [L. S.]
Ip-nat-tam-moose, his x mark. [L. S.]
Hah-tal-ee-kin, his x mark. [L. S.]
Jason, his x mark. [L. S.]

Signed and sealed in presence of us-
James Doty, secretary of treaties, W.T.
Wm. McBean,
Geo. C. Bomford.
Wm. C. McKay, secretary of treaties, O.T.
C. Chirouse, O.M.T.
Mie. Cles. Pandosy,
W.H. Tappan, sub-Indian agent,
Lawrence Kip,
William Craig, interpreter,
W.H. Pearson.
A.D. Pamburn, interpreter

Treaty with the Nez Perces, 1863

ANDREW JOHNSON,

PRESIDENT OF THE UNITED STATES OF AMERICA,

TO ALL AND SINGULAR TO WHOM THESE PRESENTS SHALL COME, GREETING:

Whereas a treaty was made and concluded at the Council Ground, in the valley of the Lapwai, in the Territory of Washington, on the ninth day of June, in the year of our Lord one thousand eight hundred and sixty-three, by and between Calvin H. Hale, Charles Hutchins, and S. D. Howe, Commissioners, on the part of the United States, and Lawyer, Ute-sin-male-cum, Ha-harch-tuesta, and other Chiefs and Headmen of the Nez Perce tribe of Indians on the part of said Indians, and duly authorized thereto by them, which Treaty is in the words and figures following, to wit:

Treaty between the United States of America and the Nez Perce Indians, concluded at the Council Ground, in the Valley of the Lapwai, June ninth, 1863.

Articles of agreement made and concluded at the Council Ground, in the valley of the Lapwai, W. T., on the ninth day of June, one thousand Eight hundred and sixty-three, between the United States of America, by C. H. Hale, superintendent of Indian Affairs, and Charles Hutchins and S. D. Howe, U. S. Indian agents, for the Territory of Washington, acting on the part and in behalf of the United States, and the Nez Perce Indians, by the chiefs, headmen, and delegates of said tribe, such articles being supplementary and amendatory to the treaty made between the United States and said tribe on the 11th day of June, 1855.

Article I. The said Nez Perce tribe agree to relinquish, and do hereby relinquish, to the United States the lands heretofore reserved for the use and occupation of the said tribe, saving and excepting so much thereof as is described in article II. for a new reservation.

Article II. The United States agree to reserve for a home, and for the sole use and occupation of said tribe, the tract of land included within the following boundaries, to wit: Commencing at the N.E. corner of Lake Wa-ha, and running thence, northerly, to a point on the north bank of the Clearwater river, three miles below the mouth of the Lapwai, thence down the north bank of the Clearwater to the mouth of the Hatwai creek; thence, due north, to a point seven miles distant; thence, eastwardly, to a point on the north fork of the Clearwater, seven miles distant from its mouth; thence to a point on Oro Fino Creek, five miles above its mouth; thence to a point on the north fork of the south fork of the Clearwater, five miles above its mouth; thence to a point on the south fork of the Clearwater, one mile above the bridge, on the road leading to Elk City, (so as to include all the Indian farms within the forks;) thence in a straight line, westwardly, to the place of beginning.

All of which tract shall be set apart, and the above-described boundaries shall be surveyed and marked out for the exclusive use and benefit of said tribe as an Indian reservation, nor shall any white man, excepting those in the employment of the Indian department, be permitted to reside upon the said reservation without permission of the tribe and the superintendent and agent; and the said tribe agrees that so soon after the United States shall make the necessary provision for fulfilling the stipulations of this instrument as they can conveniently arrange their affairs, and not to exceed one year from its ratification, they will vacate the country hereby relinquished, and remove to and settle upon the lands herein

reserved for them, (except as may be hereinafter provided.) In the mean time it shall be lawful for them to reside upon any ground now occupied or under cultivation by said Indians at this time, and not included in the reservation above named. And it is provided, that any substantial improvement heretofore made by any Indian, such as fields enclosed and cultivated, or houses erected upon the lands hereby relinquished, and which he may be compelled to abandon in consequence of this treaty, shall be valued under the direction of the President of the United States, and payment therefor shall be made in stock or in improvements of an equal value for said Indian upon the lot which may be assigned to him within the bounds of the reservation, as he may choose, and no Indian will be required to abandon the improvements aforesaid, now occupied by him, until said payment or improvement shall have been made. And it is further provided, that if any Indian living on any of the land hereby relinquished should prefer to sell his improvements to any white man, being a loyal citizen of the United States, prior to the same being valued as aforesaid, he shall be allowed so to do, but the sale or transfer of said improvements shall be made in the presence of, and with the consent and approval of, the agent or superintendent, by whom a certificate of sale shall be issued to the party purchasing, which shall set forth the amount of the consideration in kind. Before the issue of said certificate, the agent or superintendent shall be satisfied that a valuable consideration is paid, and that the party purchasing is of undoubted loyalty to the United States government. No settlement or claim made upon the improved lands of any Indian will be permitted, except as herein provided, prior to the time specified for their removal. Any sale or transfer thus made shall be in the stead of payment for improvements from the United States.

Article III. The President shall, immediately after the ratification of this treaty, cause the boundary lines to be surveyed, and properly marked and established; after which, so much of the lands hereby reserved as may be suitable for cultivation shall be surveyed into lots of twenty acres each, and every male person of the tribe who shall have attained the age of twenty-one years, or is the head of a family, shall have the privilege of locating upon one lot as a permanent home for such person, and the lands so surveyed shall be allotted under such rules and regulations as the President shall prescribe, having such reference to their settlement as may secure adjoining each other the location of the different families pertaining to each band, so far as the same may be practicable. Such rules and regulations shall be prescribed by the President, or under his direction, as will insure to the family, in case of the death of the head thereof, the possession and enjoyment of such permanent home, and the improvements thereon. When the assignments as above shall have been completed, certificates shall be issued by the Commissioner of Indian Affairs, or under his direction, for the tracts assigned in severalty, specifying the names of the individuals to whom they have been assigned respectively, and that said tracts are set apart for the perpetual and exclusive use and benefit of such assignees and their heirs. Until otherwise provided by law, such tracts shall be exempt from levy, taxation, or sale, and shall be alienable in fee, or leased, or otherwise disposed of, only to the United States, or to persons then being members of the Nez Perce tribe, and of Indian blood, with the permission of the President, and under such regulations as the Secretary of the Interior or the Commissioner of Indian Affairs shall prescribe; and if any such person or family shall at any time neglect or refuse to occupy and till a portion of the land so assigned, and on which they have located, or shall rove from place to place, the President may cancel the assignment, and may also withhold from such person or family their proportion of the annuities or other payments due them until they shall have returned to such permanent home, and resumed the pursuits of industry; and in default of their return, the tract may be declared abandoned, and thereafter assigned to some other person or family of such tribe. The residue of the land hereby reserved shall be held in common for pasturage for the sole use and benefit of the Indians: *Provided, however,* That from time to time, as members of the tribe may come upon the

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reservation, or may become of proper age, after the expiration of the time of one year after the ratification of this treaty, as aforesaid, and claim the privileges granted under this article, lots may be assigned from the lands thus held in common, where-ever the same may be suitable for cultivation. No State or territorial legislature shall remove the restriction herein provided for, without the consent of Congress, and no State or territorial law to that end shall be deemed valid until the same has been specially submitted to Congress for its approval.

Article IV. In consideration of the relinquishment herein made the United States agree to pay to the said tribe, in addition to the annuities provided by the treaty of June 11th, 1855, and the goods and provisions distributed to them at the time of signing this treaty, the sum of two hundred and sixty-two thousand and five hundred dollars, in manner following, to wit:

First. One hundred and fifty thousand dollars, to enable the Indians to remove and locate upon the reservation, to be expended in the ploughing of land, and the fencing of the several lots, which may be assigned to those individual members of the tribe who will accept the same in accordance with the provisions of the preceding article, which said sum shall be divided into four annual instalments, as follows: For the first year after the ratification of this treaty, seventy thousand dollars; for the second year, forty thousand dollars; for the third year, twenty-five thousand dollars; and for the fourth year, fifteen thousand dollars.

Second. Fifty thousand dollars to be paid the first year after the ratification of this treaty in agricultural implements, to include wagons or carts, harness, and cattle, sheep, or other stock, as may be deemed most beneficial by the superintendent of Indian affairs, or agent, after ascertaining the wishes of the Indians in relation thereto.

Third. Ten thousand dollars for the erection of a saw and flouring mill, to be located at Kamia, the same to be erected within one year after the ratification hereof.

Fourth. Fifty thousand dollars for the boarding and clothing of the children who shall attend the schools, in accordance with such rules or regulations as the Commissioner of Indian Affairs may prescribe, providing the schools and boarding-houses with necessary furniture, the purchase of necessary wagons, teams, agricultural implements, tools, &c., for their use, and for the fencing of such lands as may be needed for gardening and farming purposes, for the use and benefit of the schools, to be expended as follows: The first year after the ratification of this treaty six thousand dollars; for the next fourteen years, three thousand dollars each year; and for the succeeding year, being the sixteenth and last instalment, two thousand dollars.

Fifth. A further sum of two thousand five hundred dollars shall be paid within one year after the ratification hereof, to enable the Indians to build two churches, one of which is to be located at some suitable point on the Kamia, and the other on the Lapwai.

Article V. The United States further agree, that in addition to a head chief the tribe shall elect two subordinate chiefs, who shall assist him in the performance of his public services, and each subordinate chief shall have the same amount of land ploughed and fenced, with comfortable house and necessary furniture, and to whom the same salary shall be paid as is already provided for the head chief in art. 5th of the treaty of June 11th, 1855, the salary to be paid and the houses and land to be occupied during the same period and under like restrictions as therein mentioned.

And for the purpose of enabling the agent to erect said buildings, and to plough and fence the land, as well as to procure the necessary furniture, and to complete and furnish the house, &c., of the head chief, as heretofore provided, there shall be appropriated, to be

expended within the first year after the ratification hereof, the sum of two thousand five hundred dollars.

And inasmuch as several of the provisions of said art. 5th of the treaty of June 11th, 1855, pertaining to the erection of school-houses, hospital, shops, necessary buildings for employe[e]s and for the agency, as well as providing the same with necessary furniture, tools, &c., have not yet been complied with, it is hereby stipulated that there shall be appropriated, to be expended for the purposes herein specified during the first year after the ratification hereof, the following sums, to wit:

First. Ten thousand dollars for the erection of the two schools, including boarding-houses and the necessary outbuildings; said schools to be conducted on the manual-labor system as far as practicable.

Second. Twelve hundred dollars for the erection of the hospital, and providing the necessary furniture for the same.

Third. Two thousand dollars for the erection of a blacksmith's shop, to be located at Kamia, to aid in the completion of the smith's shop at the agency, and to purchase the necessary tools, iron, steel &c.; and to keep the same in repair and properly stocked with necessary tools and materials, there shall be appropriated thereafter, for the fifteen years next succeeding, the sum of five hundred dollars each year.

Fourth. Three thousand dollars for erection of houses for employe[e]s, repairs of mills, shops, &c., and providing necessary furniture, tools, and materials. For the same purpose, and to procure from year to year the necessary articles --- that is to say, saw-logs, nails, glass, hardware, &c. --- there shall be appropriated thereafter, for the twelve years next succeeding, the sum of two thousand dollars each year; and for the next three years, one thousand dollars each year.

And it is further agreed that the United States shall employ, in addition to those already mentioned in art. 5th of the treaty of June 11th, 1855, two matrons to take charge of the boarding-schools, two assistant teachers, one farmer, one carpenter, and two millers.

All the expenditures and expenses contemplated in this treaty, and not otherwise provided for, shall be defrayed by the United States.

Article VI. In consideration of the past services and faithfulness of the Indian chief, Timothy, it is agreed that the United States shall appropriate the sum of six hundred dollars, to aid him in the erection of a house upon the lot of land which may be assigned to him, in accordance with the provisions of the third article of this treaty.

Article VII. The United States further agree, that the claims of certain members of the Nez Perce tribe against the government for services rendered and for horses furnished by them to the Oregon mounted volnuteers, as appears by certificates issued by W. H. Fauntleroy, A. R. Qr. M. and Com. Oregon volunteers, on the 6th of March, 1856, at Camp Cornelius, and amounting to the sum of four thousand six hundred and sixty-five dollars, shall be paid to them in full, in gold coin.

Article VIII. It is also understood that the aforesaid tribe do hereby renew their acknowledgments of dependence upon the government of the United States, their promises of friendship, and other pledges, as set forth in the eighth article of the treaty of June 11th, 1855; and further, that all the provisions of said treaty which are not abrogated or specifically changed by any article herein contained, shall remain the same to all intents and purposes as formerly, --- the same obligations resting upon the United States, the same privileges continued to the Indians outside of the reservation, and the same rights secured to

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citizens of the U. S. as to right of way upon the streams and over the roads which may run through said reservation, as are therein set forth.

But it is further provided, that the United States is the only competent authority to declare and establish such necessary roads and highways, and that no other right is intended to be hereby granted to citizens of the United States than the right of way upon or over such roads as may thus be legally established: *Provided, however,* That the roads now usually travelled shall, in the mean time, be taken and deemed as within the meaning of this article, until otherwise enacted by act of Congress, or by the authority of the Indian department.

And the said tribe hereby consent, that upon the public roads which may run across the reservation there may be established, at such points as shall be necessary for public convenience, hotels or stage stands, of the number and necessity of which the agent or superintendent shall be the sole judge, who shall be competent to license the same, with the privilege of using such amount of land for pasturage and other purposes connected with such establishment as the agent or superintendent shall deem necessary, it being understood that such lands for pasturage are to be enclosed, and the boundaries thereof described in the license.

And it is further understood and agreed that all ferries and bridges within the reservation shall be held and managed for the benefit of said tribe.

Such rules and regulations shall be made by the Commissioner of Indian Affairs, with the approval of the Secretary of the Interior, as shall regulate the travel on the highways, the management of the ferries and bridges, the licensing of public houses, and the leasing of lands, as herein provided, so that the rents, profits, and issues thereof shall inure to the benefit of said tribe, and so that the persons thus licensed, or necessarily employed in any of the above relations, shall be subject to the control of the Indian department, and to the provisions of the act of Congress `` to regulate trade and intercourse with the Indian tribes, and to preserve peace on the frontiers."

All timber within the bounds of the reservation is exclusively the property of the tribe, excepting that the U. S. government shall be permitted to use thereof for any purpose connected with its affairs, either in carrying out any of the provisions of this treaty, or in the maintaining of its necessary forts or garrisons.

The United States also agree to reserve all springs or fountains not adjacent to, or directly connected with, the streams or rivers within the lands hereby relinquished, and to keep back from settlement or entry so much of the surrounding land as may be necessary to prevent the said springs or fountains being enclosed; and, further, to preserve a perpetual right of way to and from the same, as watering places, for the use in common of both whites and Indians.

Article IX. Inasmuch as the Indians in council have expressed their desire that Robert Newell should have confirmed to him a piece of land lying between Snake and Clearwater rivers, the same having been given to him on the 9th day of June, 1861, and described in an instrument of writing bearing that date, and signed by several chiefs of the tribe, it is hereby agreed that the said Robert Newell shall receive from the United States a patent for the said tract of land.

Article X. This treaty shall be obligatory upon the contracting parties as soon as the same shall be ratified by the President and Senate of the United States.

In testimony whereof the said C. H. Hale, superintendent of Indian affairs, and Charles Hutchins and S. D. Howe, United States Indian agents in the Territory of Washington, and

the chiefs, headmen, and delegates of the aforesaid Nez Perce tribe of Indians, have hereunto set their hands and seals at the place and on the day and year hereinbefore written.

CALVIN H. HALE, [seal.] *Supt. Ind. Affairs, Wash. Ter.*

CHAS. HUTCHINS, [seal.] *U. S. Ind. Agent, Wash. Ter.*

S. D. HOWE, [seal.] *U. S. Ind. Agent, Wash. Ter.*

FA-IND-7-1803 LAWYER, [seal.] *Head Chief Nez Percés Nation.*

UTE-SIN-MALE-E-CUM, x [seal.]

HA-HARCH-TUESTA x [seal.]

TIP-ULANIA-TIMECCA, x [seal.]

ES-COAT UM, x [seal.]

TIMOTHY, x [seal.]

LEVI, x [seal.]

JASON, x [seal.]

IP-SHE-NE-WISH-KIN, (CAPT. JOHN,) x [seal.]

WEPTAS-JUMP-KI, x [seal.]

WE-AS-CUS, x [seal.]

PEP-HOOM-KAN, (NOAH,) x [seal.]

SHIN-MA-SHA-HO-SOOT, x [seal.]

NIE-KI-LIL-MEH-HOOM, (JACOB,) x [seal.]

STOOP-TOOP-NIN, x [seal.]

SU-WE-CUS, x [seal.]

WAL-LA-TA-MANA, x [seal.]

HE-KAIKT-IL-PILP, x [seal.]

WHIS-TAS-KET, x [seal.]

NEUS-NE-KEUN, x [seal.]

KUL-LOU-O-HAIKT, x [seal.]

WOW-EN-AM-ASH-IL-PILP, x [seal.]

KAN-POW-E-EEN, x [seal.]

WATAI-WATAI-WA-HAIKT, x [seal.]

KUP-KUP-PELLIA, x [seal.]

WAP-TAS-TA-MANA, x [seal.]

PEO-PEO-IP-SE-WAT, x [seal.]

LOUIS-IN-HA-CUSH-NIM, x [seal.]

LAM-LIM-SI-LILP-NIM, x [seal.]

TU-KI-LAI-KISH, x [seal.]

SAH-KAN-TAI, (EAGLE,) x [seal.]

WE-AH-SE-NAT, x [seal.]

HIN-MIA-TUN-PIN, x [seal.]

MA-HI-A-KIM, x [seal.]

SHOCK-LO-TURN-WA-HAIKT, (JONAH,) x [seal.]

KUNNESS-TAK-MAL, x [seal.]

TU-LAT-SY-WAT-KIN, x [seal.]

TUCE-E-TU-ET-AS, x [seal.]

NIC-A-LAS-IN, x [seal.]

WAS-ATIS-IL-PILP, x [seal.]

WOW-ES-EN-AT-IM, x [seal.]

HIRAM, x [seal.]

HOWLISH-WAMPUM, x [seal.]

WAT-SKA-LEEKS, x [seal.]

WA-LAI-TUS, x [seal.]

KY-E-WEE-PUS, x [seal.]

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KO-KO-IL-PILP, x [seal.]
REUBEN, TIP-IA-LA-NA-UY-KALA-TSEKIN, x [seal.]
WISH-LA-NA-KA-NIN, x [seal.]
ME-TAT-UEPTAS, (THREE FEATHERS,) x [seal.]
RAY-KAY-MASS, x [seal.]

Signed and sealed in presence of ---

George F. Whitworth, *Secretary*.
Justus Steinberger, *Col. U. S. Vols.*
R. F. Malloy, *Col. Cavly, O. V.*
J. S. Rinearson, *Maj. 1st Cav. Ogn. Vols.*
William Kapus, *1st Lieut. & Adj. 1st. W. T. Inf. U. S. V.*
Harrison Olmsted.
Jno. Owen, (Bitter Root.)
James O'Neill.
J. B. Buker, M. D.
George W. Elber.
A. A. Spalding, *Asst. Interpreter*.
Perrin B. Whitman, *Interpreter for the Council*.

And whereas, the said Treaty having been submitted to the Senate of the United States for its constitutional action thereon, the Senate did, on the seventeenth day of April, one thousand eight hundred and sixty-seven, recede from certain amendments which it had made to the said Treaty on the twenty-sixth day of June, one thousand eight hundred and sixty-six, and did advise and consent to the ratification of the said Treaty as originally concluded, by a resolution in the words and figures following, to wit:

In Executive Session, Senate of the United States.

April 17, 1867.

Resolved, (two-thirds of the Senators present concurring,) That the Senate recede from its amendments to the treaty between the United States and the Nez Perce Indians, concluded at the Council Ground, in the valley of the Lapwai, June 9, 1863, which amendments were agreed to by the Senate, June 26, 1866; and that the Senate do advise and consent to the ratification of the said treaty as concluded June 9, 1863.

Attest: J. W. FORNEY,

Secretary.

Now, therefore, be it known that I, Andrew Johnson, President of the United States of America, do, in pursuance of the advice and consent of the Senate, as expressed in its resolution of the seventeenth of April, one thousand eight hundred and sixty-seven, accept, ratify, and confirm the said Treaty.

In testimony whereof I have hereto signed my name, and caused the seal of the United States to be affixed.

Done at the city of Washington this twentieth day of April, in the year of our Lord one thousand eight hundred and sixty-seven, and of the Independence of the United States of America the ninety-first.

[seal.]

ANDREW JOHNSON.

By the President:

William H. Seward,
Secretary of State.

Treaty between the United States of America and the Nez Perce Tribe of Indians. Concluded,
June 9, 1863 ; Ratification advised, April 17, 1867 ; Proclaimed April 20, 1867.

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The Dawes Act

An Act to Provide for the Allotment of Lands in Severalty to Indians on the Various Reservations, and to Extend the Protection of the Laws of the United States and the Territories over the Indians, and for Other Purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in all cases where any tribe or band of Indians has been, or shall hereafter be, located upon any reservation created for their use, either by treaty stipulation or by virtue of an act of Congress or executive order setting apart the same for their use, the President of the United States be, and he hereby is, authorized, whenever in his opinion any reservation or any part thereof of such Indians is advantageous for agricultural and grazing purposes, to cause said reservation, or any part thereof, to be surveyed, or resurveyed if necessary, and to allot the lands in said reservation in severalty to any Indian located thereon in quantities as follows:

To each head of a family, one-quarter of a section;

To each single person over eighteen years of age, one-eighth of a section;

To each orphan child under eighteen years of age, one-eighth of a section; and

To each other single person under eighteen years now living, or who may be born prior to the date of the order of the President directing an allotment of the lands embraced in any reservation, one-sixteenth of a section:

Provided, That in case there is not sufficient land in any of said reservations to allot lands to each individual of the classes above named in quantities as above provided, the lands embraced in such reservation or reservations shall be allotted to each individual of each of said classes pro rata in accordance with the provisions of this act: And provided further, That where the treaty or act of Congress setting apart such reservation provides the allotment of lands in severalty in quantities in excess of those herein provided, the President, in making allotments upon such reservation, shall allot the lands to each individual Indian belonging thereon in quantity as specified in such treaty or act: And provided further, That when the lands allotted are only valuable for grazing purposes, an additional allotment of such grazing lands, in quantities as above provided, shall be made to each individual.

SEC. 2. That all allotments set apart under the provisions of this act shall be selected by the Indians, heads of families selecting for their minor children, and the agents shall select for each orphan child, and in such manner as to embrace the improvements of the Indians making the selection, where the improvements of two or more Indians have been made on the same legal subdivision of land, unless they shall otherwise agree, a provisional line may be run dividing said lands between them, and the amount to which each is entitled shall be equalized in the assignment of the remainder of the land to which they are entitled under his act: Provided, That if any one entitled to an allotment shall fail to make a selection within four years after the President shall direct that allotments may be made on a particular reservation, the Secretary of the Interior may direct the agent of such tribe or band, if such there be, and if there be no agent, then a special agent appointed for that purpose, to make a selection for such Indian, which selection shall be allotted as in cases where selections are made by the Indians, and patents shall issue in like manner.

SEC. 3. That the allotments provided for in this act shall be made by special agents appointed by the President for such purpose, and the agents in charge of the respective reservations on which the allotments are directed to be made, under such rules and

regulations as the Secretary of the Interior may from time to time prescribe, and shall be certified by such agents to the Commissioner of Indian Affairs, in duplicate, one copy to be retained in the Indian Office and the other to be transmitted to the Secretary of the Interior for his action, and to be deposited in the General Land Office.

SEC. 4. That where any Indian not residing upon a reservation, or for whose tribe no reservation has been provided by treaty, act of Congress, or executive order, shall make settlement upon any surveyed or unsurveyed lands of the United States not otherwise appropriated, he or she shall be entitled, upon application to the local land-office for the district in which the lands are located, to have the same allotted to him or her, and to his or her children, in quantities and manner as provided in this act for Indians residing upon reservations; and when such settlement is made upon unsurveyed lands, the grant to such Indians shall be adjusted upon the survey of the lands so as to conform thereto; and patents shall be issued to them for such lands in the manner and with the restrictions as herein provided. And the fees to which the officers of such local land-office would have been entitled had such lands been entered under the general laws for the disposition of the public lands shall be paid to them, from any moneys in the Treasury of the United States not otherwise appropriated, upon a statement of an account in their behalf for such fees by the Commissioner of the General Land Office, and a certification of such account to the Secretary of the Treasury by the Secretary of the Interior.

SEC. 5. That upon the approval of the allotments provided for in this act by the Secretary of the Interior, he shall cause patents to issue therefor in the name of the allottees, which patents shall be of the legal effect, and declare that the United States does and will hold the land thus allotted, for the period of twenty-five years, in trust for the sole use and benefit of the Indian to whom such allotment shall have been made, or, in case of his decease, of his heirs according to the laws of the State or Territory where such land is located, and that at the expiration of said period the United States will convey the same by patent to said Indian, or his heirs as aforesaid, in fee, discharged of said trust and free of all charge or encumbrance whatsoever: Provided, That the President of the United States may in any case in his discretion extend the period. And if any conveyance shall be made of the lands set apart and allotted as herein provided, or any contract made touching the same, before the expiration of the time above mentioned, such conveyance or contract shall be absolutely null and void: Provided, That the law of descent and partition in force in the State or Territory where such lands are situated shall apply thereto after patents therefor have been executed and delivered, except as herein otherwise provided; and the laws of the State of Kansas regulating the descent and partition of real estate shall, so far as practicable, apply to all lands in the Indian Territory which may be allotted in severalty under the provisions of this act: And provided further, That at any time after lands have been allotted to all the Indians of any tribe as herein provided, or sooner if in the opinion of the President it shall be for the best interests of said tribe, it shall be lawful for the Secretary of the Interior to negotiate with such Indian tribe for the purchase and release by said tribe, in conformity with the treaty or statute under which such reservation is held, of such portions of its reservation not allotted as such tribe shall, from time to time, consent to sell, on such terms and conditions as shall be considered just and equitable between the United States and said tribe of Indians, which purchase shall not be complete until ratified by Congress, and the form and manner of executing such release prescribed by Congress: Provided however, That all lands adapted to agriculture, with or without irrigation so sold or released to the United States by any Indian tribe shall be held by the United States for the sole purpose of securing homes to actual settlers and shall be disposed of by the United States to actual and bona fide settlers only tracts not exceeding one hundred and sixty acres to any one person, on such terms as Congress shall prescribe, subject to grants which Congress may make in aid of education:

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And provided further, That no patents shall issue therefor except to the person so taking the same as and homestead, or his heirs, and after the expiration of five years occupancy thereof as such homestead; and any conveyance of said lands taken as a homestead, or any contract touching the same, or lieu thereon, created prior to the date of such patent, shall be null and void. And the sums agreed to be paid by the United States as purchase money for any portion of any such reservation shall be held in the Treasury of the United States for the sole use of the tribe or tribes Indians; to whom such reservations belonged; and the same, with interest thereon at three per cent per annum, shall be at all times subject to appropriation by Congress for the education and civilization of such tribe or tribes of Indians or the members thereof. The patents aforesaid shall be recorded in the General Land Office, and afterward delivered, free of charge, to the allottee entitled thereto. And if any religious society or other organization is now occupying any of the public lands to which this act is applicable, for religious or educational work among the Indians, the Secretary of the Interior is hereby authorized to confirm such occupation to such society or organization, in quantity not exceeding one hundred and sixty acres in any one tract, so long as the same shall be so occupied, on such terms as he shall deem just; but nothing herein contained shall change or alter any claim of such society for religious or educational purposes heretofore granted by law. And hereafter in the employment of Indian police, or any other employees in the public service among any of the Indian tribes or bands affected by this act, and where Indians can perform the duties required, those Indians who have availed themselves of the provisions of this act and become citizens of the United States shall be preferred.

SEC. 6. That upon the completion of said allotments and the patenting of the lands to said allottees, each and every member of the respective bands or tribes of Indians to whom allotments have been made shall have the benefit of and be subject to the laws, both civil and criminal, of the State or Territory in which they may reside; and no Territory shall pass or enforce any law denying any such Indian within its jurisdiction the equal protection of the law. And every Indian born within the territorial limits of the United States to whom allotments shall have been made under the provisions of this act, or under any law or treaty, and every Indian born within the territorial limits of the United States who has voluntarily taken up, within said limits, his residence separate and apart from any tribe of Indians therein, and has adopted the habits of civilized life, is hereby declared to be a citizen of the United States, and is entitled to all the rights, privileges, and immunities of such citizens, whether said Indian has been or not, by birth or otherwise, a member of any tribe of Indians within the territorial limits of the United States without in any manner affecting the right of any such Indian to tribal or other property.

SEC. 7. That in cases where the use of water for irrigation is necessary to render the lands within any Indian reservation available for agricultural purposes, the Secretary of the Interior be, and he is hereby, authorized to prescribe such rules and regulations as he may deem necessary to secure a just and equal distribution thereof among the Indians residing upon any such reservation; and no other appropriation or grant of water by any riparian proprietor shall be permitted to the damage of any other riparian proprietor.

SEC. 8. That the provisions of this act shall not extend to the territory occupied by the Cherokees, Creeks, Choctaws, Chickasaws, Seminoles, and Osage, Miamies and Peorias, and Sacs and Foxes, in the Indian Territory, nor to any of the reservations of the Seneca Nation of New York Indians in the State of New York, nor to that strip of territory in the State of Nebraska adjoining the Sioux Nation on the south added by executive order.

SEC. 9. That for the purpose of making the surveys and resurveys mentioned in section two of this act, there be, and hereby is, appropriated, out of any moneys in the Treasury not otherwise appropriated, the sum of one hundred thousand dollars, to be repaid

proportionately out of the proceeds of the sales of such land as may be acquired from the Indians under the provisions of this act.

SEC. 10. That nothing in this act contained shall be so construed to affect the right and power of Congress to grant the right of way through any lands granted to an Indian, or a tribe of Indians, for railroads or other highways, or telegraph lines, for the public use, or condemn such lands to public uses, upon making just compensation.

SEC. 11. That nothing in this act shall be so construed as to prevent the removal of the Southern Ute Indians from their present reservation in Southwestern Colorado to a new reservation by and with consent of a majority of the adult male members of said tribe.

Approved, February 8, 1887.

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