

**SOCIAL & ECONOMIC ASSESSMENT OF DOUGLAS COUNTY**  
**RELATING TO**  
**THE LITTLE RIVER ADAPTIVE MANAGEMENT AREA**

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# INTRODUCTION

The Little River Adaptive Management Area (AMA) is one of ten AMAs designated by the Northwest Forest Plan in the range of the northern spotted owl in Washington, Oregon and northern California (USDA & USDI 1994). AMAs are associated with locations that are impacted socially and economically by reduced federal timber harvest. The overall objective of these areas is to learn how to manage on an ecosystem basis in terms of both technical and social challenges. Specific emphasis for the Little River AMA is the development and testing of approaches to integration of intensive timber production with restoration and maintenance of high quality riparian habitat.

## Objectives

Under the Northwest Forest Plan Standards and Guidelines for Adaptive Management Areas, agencies are directed to base planning on information about historical, current, and desired future conditions of the biophysical, social, and economic aspects of the area, relying largely on existing information. The Area Assessment is the compilation of this information into a concise working document. A watershed analysis of the Little River drainage primarily addresses the biophysical requirement of the Assessment for the Little River AMA. The social and economic aspects are dealt with separately in this paper.

Existing work, such as the Coos, Curry, Douglas Development Report and Plan (CCD 1994), An Analysis of Socioeconomic Effects of Bureau of Land Management Resource Management Plans in Western Oregon (USDI 1993), and Oregonians, Forest Issues and the Forest Products Industry (OFRI 1994) are extensively quoted. Much of the current economic data was gathered from the Oregon Department of Employment. Additionally, community opinion leaders were personally interviewed to arrive at the predominate issues related to AMA management. Douglas County, with emphasis on the Umpqua National Forest and Roseburg District Bureau of Land Management (BLM), is the primary geographic focus of this report.

## History

Five Indian groups from four different language families occupied the Umpqua watershed historically: the Umpqua, the Southern Molalla, the Yoncalla, the Cow Creek Band of the Umpqua and the Lower Umpqua. These peoples practiced a seasonal migration pattern of fishing, gathering, and hunting that allowed them to utilize the resources of their homeland effectively. They possessed a political system of village autonomy or, at best, a band organization. These cultures were disrupted

between 1824 and 1856 by Euro-American introduced disease and settlement. The vast majority of the Indians who survived disease were removed to distant reservations and never returned to their homelands (Beckham and Minor 1992).

The Southern Molalla were most closely associated with the Little River basin. Their principle homeland was probably along the North Umpqua, Little River, and the South Umpqua. Their territory extended south into the Rogue River drainage. Early information suggests that these Indians left the main Cascades during the winter and resided in villages in the river canyons or foothills. When the weather warmed, however, they returned to the higher elevations to hunt for deer, elk, and bear and to pick berries and dig roots. They also fished for salmon, steelhead, trout, and eels (Beckham and Minor 1992). Archeological evidence, including quarries, cairns, rock shelters, lithic scatter, and a village site, documents Native American use of the Little River drainage.

Pioneer settlement commenced in 1849 and proceeded rapidly in the 1850s. Driven by generous land laws enacted by Congress, settlers spread across the valleys, up the river corridors. Under the Homestead Act, they filed on forested areas and the marginal agricultural lands. Settlers established farms and livestock ranches in the lowlands of Little River watershed about this time. The communities of Glide, Peel, and No Fog (no longer existent) were settled during this period (Barner 1995). The initial economy of agriculture and mining persisted for decades, but development of rail transportation in 1872 spurred the advance of logging (Beckham and Minor 1992).

Initially, agriculture was subsistence oriented. Settlers raised vegetables, tilled a few acres for cereal crops, especially corn, and kept a medley of animals: milk cows, hogs, chickens, turkeys, ducks, and a horse or two. In spite of their labors, they were not able to produce all they needed and thus engaged in a hunting-gathering economy, living not too differently from the Indians. By the turn of the century, some who were nominally engaged in agriculture found additional seasonal employment, working for the General Land Office in the new Cascade Range Forest Reserve. The 1890s and early 1900s brought a shift from cereal crops to prunes and hops that lasted for about 20 years. In the 1920s turkey farming became another mainstay of the county's economy and for more than a century the area has been recognized as a prime area for sheep raising (Beckham and Minor 1992). More recently, horticultural specialty crops have become a larger component of the agricultural sector (USDA Forest Service 1990).

As early as 1852, placer gold caught the attention of miners on the Lower Cow Creek. Two other placers developed in the nineteenth century were those on Myrtle Creek and Steamboat Creek. The Myrtle Creek placers attracted hardworking Chinese laborers who constructed the monumental "China Ditch." The ditch carried water for miles along sidehills, through tunnels, and in flumes to the gravels they washed on North Myrtle. Discoveries in 1863 drew enthusiastic lode mining prospectors to the Bohemia District, which became the site of major mining activity until the early 1900s. Until 1961, mercury mining contributed to Douglas County's economy. Nickel mining and smelting emerged as the most significant mineral economic activity in the Umpqua region (Beckham

and Minor 1992). Despite the attention given to metallic mining, rock quarrying has been more important to the economy (Weasma 1995).

The timber industry has been very important to Douglas County. On a non-commercial basis, the native trees were used by the early trappers, miners, and settlers for shelter and other structures. By the early 1850s, sawmills were scattered throughout the area and a commercial effort became somewhat profitable. Many townsites were established near the mills and transportation systems. New technology evolved, from simple whipsaw operations to more sophisticated steam-powered mills. By the early 1900s the lumber industry began to develop a substantial market outside the area, relying on the railroad system for transportation of lumber products. Today, the timber base is comparatively strong, with centralization, computer technology, and an integrated trucking system assisting the industry (USDA Forest Service 1990).

In the fall of 1893, the first forest lands were withdrawn in Oregon from the public domain for use as Forest Reserve (later called National Forests). After several expansions, the Umpqua National Forest was created in 1908 (USDA Forest Service 1990). In 1916 Congress revoked title to more than 2 million acres of the 3.7 million acres granted to the Oregon and California (O&C) Railroad Company. The land grant was an incentive for building a rail line from Portland to the California border. The company and its successors had ignored the conditions of the 1866 grant that required them to sell 160 acre tracts to settlers for no more than \$2.50 per acre. Administration of these lands became the responsibility of the General Land Office and eventually the USDI Bureau of Land Management and the USDA Forest Service (USDI BLM 1988). O&C land payments, in lieu of taxes, contribute greatly to the economic base for the county.

Transportation systems proved to be important to the development and continued survival of the local communities. The mid-1880s brought the Oregon and California (O&C) Railroad, which boosted the economic potential of the area. The railroad linked the region to new market areas for products. The Southern Pacific Railroad, which purchased the Oregon and California Railroad Company, provided some stimulus to help draw immigrants, by selling their federal land grant lands (USDA Forest Service 1990).

The highway system in the region developed slowly. Before 1920 it relied on many local farm roads and a few county assisted roads. By the mid-1920s, the State of Oregon began to fund a modern highway system, enabling the construction and paving of the Pacific Highway (U.S. 99). This highway connects many of the county's population centers. The latest major highway improvement has been the construction of Interstate 5 during the 1960s. The all-weather I-5 corridor is the major transportation route, commercial zone, and recreational access for all of Oregon, including southwestern Oregon. It also links Oregon to markets and people in California and Washington (USDA Forest Service 1990). The North Umpqua highway, completed in 13 phases from 1940 to 1960, provides paved access from Roseburg to the Glide area and beyond to Highway 97 (an important north-south route on the east side of the Cascades).

Recreation is another component of the area's economy that has gradually expanded. Initially, hot springs, hunting, fishing, and camping were the principle forest attractions to residents and tourists. By the 1920s, remote resorts and lakes, especially Diamond Lake, attracted venturesome tourist expeditions. During the 1930s, federal and state actions, often assisted by Civilian Conservation Corps enrollees, enhanced the recreation potential by establishing campground facilities throughout southwestern Oregon. The largest increase in forest recreation use came after World War II (USDA Forest Service 1990). A period of expansion and construction of campgrounds in the 1960s was associated with many of the recreation facilities in the North Umpqua corridor and Little River existing today. As funding is made available, facilities are currently being upgraded to accommodate an approximate 3% annual increase in local recreation participation (Morgan 1995). Many of these old camp grounds have deteriorating facilities due to limited funds available to upgrade or modernize.

## **Political Geography**

Today, approximately 46% of Douglas County is privately owned forest and farm land. The remaining 54% of the county is public land administered primarily by the US Forest Service and the BLM. Approximately 88% of Douglas County's acreage is designated forest land with agricultural grazing coming in a distant second, using 8.1% of the county's total land base. Of the 2,843,235 acres of commercial forest land in Douglas County, approximately 59.1% is public, while the remaining 40.9% is in private ownership (CCD 1994).

The 132,000-acre Little River Basin (Figure 1) lies entirely within the Little River drainage east of Roseburg. Federally managed lands of the Umpqua National Forest and Roseburg District BLM make up 63% of the watershed. The remainder is private, of which 35,000 acres (26%) is industrial forest land. While the Little River AMA has attracted interest in Roseburg and Douglas County, the set of local communities directly associated with the AMA is small. The west end of the watershed is adjacent to the unincorporated community of Glide. There is also a small but distinctly separate community (Peel) in the west end of the watershed between Glide and Cavitt Creek. Small acreage ownerships and homesites along the lower Little River and Cavitt Creek comprise the majority of the estimated twelve hundred people who live in the watershed.

## **Glide**

The largest community directly associated with the Little River watershed is Glide, situated at the mouth of Little River along the North Umpqua. Settled in 1852, Glide was named by the first postmistress (post office established in 1890), Mrs. John Laird, from the song "The River Goes

Gliding Along," (DCHS 1982). Glide services those who live in the watershed and is home to an indeterminate population who are tied geographically to activities in the watershed. Some of Glide's citizenry work in Roseburg but prefer the rural character of the town.

The economy of the community is linked to area businesses, recreation and tourism. The largest employers in Glide include Caddock Electronics, Glide Lumber, the Glide Schools, and the USDA Forest Service. Glide is an important food and fuel stop for recreationists to the Little River watershed and the North Umpqua River. The community is home to a bike shop, a mountain bike and rafting outfitter, and a source of recreational information at the Umpqua National Forest's North Umpqua Ranger District. A viewpoint at Colliding Rivers, where the North Umpqua crashes head-on into the Little River, is an attraction for travelers to the area. Another important draw is the Glide Wildflower show which has been held on and off since 1965.

The character of the community is shaped by the roots and beliefs of its people. Some families in the Glide and Little River area claim ancestry with the indigenous Native American tribes. Others of European decent have relatives that were settlers during the land grant period. The Glide Community Club and the Glide Rural Volunteer Fire District are evidence of involved residents. Several local churches provide structure for involvement at a more personal level. The Glide area is primarily protestant Christian among those professing specific beliefs. Also represented are Catholic, Jewish, Jehovah Witness, and Mormon faiths.

# SOCIAL & ECONOMIC OVERVIEW

## Population

The population in Douglas County (97,100 in 1994) (Angle 1995) is characterized by a rapidly growing county seat (Roseburg), smaller communities adjacent to main transportation routes, and rural families and farms. A population density of 20 people per square mile is mostly confined to urban areas. Cities in central Douglas County, including Roseburg, Winston, Sutherlin, and Oakland, are important population centers along I-5. The largest concentration is Roseburg, with a population of 18,610 in 1993 (CPR 1993). There are no large cities or incorporated towns within the Little River watershed boundaries.

As Table 1 shows, population growth in Douglas County differed greatly between the 1970s and the 1980s. While the increase from 1970 to 1980 was over 30%, from 1980 to 1990, the increase was only 1%. From 1980 to 1983, 5000 more people left Douglas County than moved in, the result of a severe economic recession. From 1984 to 1990, the county population grew slowly, with most of the growth concentrated in Roseburg, Sutherlin, and Winston. Census data from 1990 showed that 23% of the population moved into the county since 1985. The towns of Canyonville, Drain, Glendale, Myrtle Creek, Oakland, Reedsport, and Riddle still had fewer residents in 1990 than they did in 1980. Population of unincorporated areas, e.g., Glide, rose slightly from 54,577 in 1980 to 54,950 in 1990 (USDI 1993). Population growth continues to be slow. Total population growth from July 1, 1990 to July 1, 1994 has been estimated at 2,500, making Douglas County the sixth slowest growing county in the state (CPR 1995). Portland State University's center for Population Research and Census projects Douglas County's population will increase to more than 101,000 by the year 2000.

Table 1. - Demographic data for Douglas County from USDC, Bureau of Census (USDI 1993). Percentages are percent of total population.

Demographic measure	1970	1980	1990
Total population	71,743	93,748	94,649
Urban population	33.9%	42.9%	52.0%
Population 65+	9.1%	10.8%	15.4%
Persons below poverty level	13.3%	11.1%	14.9%

Net migration data support the opinion that retirees have been moving in to Douglas County. Estimates by the Center for Population Research and Census suggest that the 65 and older age group accounted for 88% of all net in-migrants to Douglas County and 53% of the county's total population growth between 1990 and 1994 (Angle 1995). According to a recent Oregon Employment Department survey (OED 1994), the most cited reasons for individuals relocating to Douglas County were family, livability, retirement, and cost of living. While numbers of retirees are growing, increases in this sector's economic resources have created a significant decline in retiree poverty rates, which now approximate the rate for non-retirement Oregonians (CCD 1994, OSU 1994). According to Coos, Curry, Douglas Business Development Corporation (CCD 1994), economic analysts increasingly recognize that this combination of growth in numbers of retirees and the associated growth in economic resources of this group has created a new "basic" economic sector in the county. This new sector provides diversity to the economy, which along with growth in tourism, may lessen the negative effects of declines in timber harvests.

At the same time, the mean population age has increased as a consequence of substantial outmigration of young people during the 1980s. About a third of those aged 10 to 19 in 1980 had left the county by 1990. Analysts attribute this outflow to the economic recession (see Business and Industry). The median age in Douglas County in 1990 was 36.0 years, compared with the median age of 34.5 for all Oregon residents (USDI 1993).

Minority composition (Hispanic, Black, Native American, Asian, etc.) of Douglas County from the 1990 federal census was 4,453 persons (4.7%) (Table 2) (USDC 1990). Douglas County's Asian population grew by nearly 60% from 1980 to 1990, the fastest of any minority group over this period (OED 1993). The largest racial minority in the county was Native Americans, who made up 1.6% of the county's population. At least five Native American tribes have interests in Douglas County: the Cow Creek Band of the Umpqua Indians; the Confederated Tribes of Coos; Lower Umpqua, and Siuslaw; the Coquille Indian Tribe; the Confederated Tribes of Siletz Indians; and the Confederated Tribes of the Grand Ronde (Barner 1985).

Increases in average age, population, and ethnic diversity, is accompanied by an increase in Douglas County's level of education. Each decade, the proportion of the county's population (aged 25 or older) with less than a high school education has declined dramatically. Similarly the share of Douglas County's residents with four or more years of college education has shown growth, particularly in the last two decades. As a result, the total number of residents with less than a high school education declined from 18,466 in 1950 to 15,806 in 1990. Over this same period, Douglas County's total population aged 25 and older grew by over 33,000. Educational attainment will continue to increase as wage levels and employment opportunities depend increasingly upon skills, knowledge, and training of the workforce. Data from the 2000 Census should find Douglas County with more college graduates than high school dropouts (OED 1993).

Table 2. - Ethnic/Gender Population for Douglas County and Oregon for 1990 from USDC, Bureau of the Census (CCD 1994)

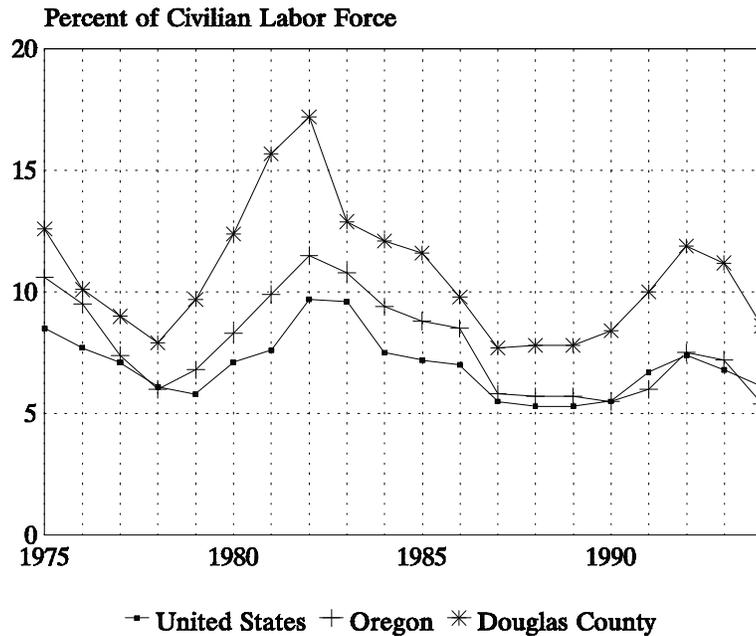
Race	Douglas		Oregon	
	Total	Percent	Total	Percent
White	*	*	*	*
Non-Hispanic	90,196	95.3	2,579,732	90.8
Hispanic	1,522	1.6	57,055	2.0
Black	143	0.2	46,178	1.6
Native American	1,479	1.6	38,496	1.4
Asian/Pacific Island	673	0.7	69,269	2.4
Other	636	0.7	51,591	1.8
Total	94,649	100.0	2,842,321	100.0
Total Minorities	4,453	4.7	262,589	9.2
Total Female	47,779	50.5	1,445,248	50.8

## Employment & Income

Recession-driven unemployment peaked in Douglas County in December 1981 at 22.9%. It fell to 7.6% by 1987 and changed little for the next several years. An increase occurred again in the early 1990s, a consequence of a national recession that began in mid-1990. In November 1991, it was 10.6%; the communities of Reedsport, Glendale, Drain, and Sutherlin were particularly hard hit. Douglas County's unemployment rate rose sharply in early 1992 in response to cutbacks in the wood products and manufacturing industries. Rates have dropped steadily since then, dropping below 7% during the summer months of 1995 (Figure 2) (Angle 1995). The unemployment rate in Douglas County has been consistently higher than state and national rates since 1975 (USDI 1993).

Periods of high unemployment have been led by job losses in the county's lumber and wood products sector, which is among sectors most sensitive to national economic changes. Lumber and wood products experienced a net loss of 2460 jobs or 29% between 1979 and 1994. These losses were followed by construction and mining (27% loss, 420 jobs), finance, insurance, and real estate (23% loss, 280 jobs), food products (40% loss, 100 jobs), and government (1% loss, 100 jobs)

Figure 2. - Unemployment Rates for Douglas County (Bureau of Labor Statistics and Brad Angle).



(OED 1995). Even with recent losses in lumber and wood products manufacturing, the industry still represents the most significant component of the manufacturing sector.

Net growth in employment from 1979 to 1994 was led by nonmanufacturing sectors, including services (54% growth, 2420 jobs), retail trade (26% growth, 1490 jobs), and transportation, communications, and utilities (11% growth, 150 jobs). In manufacturing, durable goods other than forest products grew by 300 jobs (43% growth) and nondurable goods other than food products grew by 800 jobs (54% growth). Occupationally, employment growth was largest in service occupations, sales, and professional specialty (doctors, engineers, lawyers, etc.) (OED 1994).

Employment growth for the last three years has been due entirely to the non-manufacturing sector, with total county non-farm employment reaching 32,640 in 1994. Employment levels in manufacturing dropped slightly, although employment in the lumber and wood products sector rose by 60 persons. Other sectors grew much more. Services added 680 jobs; retail and wholesale trade added 470; and construction and mining grew by 140 jobs. Employment in transportation, communication, and utilities and finance, insurance, and real estate industry groups dropped slightly. Employment levels in the government sector dropped 180 jobs, with most of those job losses coming from layoffs at federal agencies (Angle 1995).

In 1992, the Oregon Economic Development Department designated 9 counties and 69 additional unincorporated cities and unincorporated places as "severely affected communities." Douglas County was included on this list. Designations were based on 1) decline in timber industry employment, 2) a high rate of unemployment compared with the state, and 3) a community's demonstration that it had suffered or was likely to suffer economic decline. Designated counties and communities are targeted for a variety of economic development efforts.

In 1994, the average annual pay was \$29,200 in lumber and wood products; \$27,200 in government; \$25,300 in transportation, communications and utilities; \$24,800 in construction; \$18,600 in services; and \$12,200 in retail trade (OED 1994).

As in other counties, transfer payments, e.g., retirement and disability, medical, income maintenance, unemployment insurance benefits, and veteran benefits, comprise an increasing portion of total personal income in Douglas County (Table 3). Transfer payments increased 880% and earnings increased 412% from 1970 to 1990. Analysts note that much of the increase has come in medical payments, which increased 2300% during the same period (USDI 1993).

Table 3. - Income Data for Douglas County from USDC Bureau of Economic Analysis (USDI 1993). Percentages are percent of total personal income.

Income measure	1970	1980	1990
Total personal income (millions of 1987 dollars)	\$688.7	\$1,152.7	\$1,224.7
Per capita income (1987 dollars)	\$9,545	\$12,308	\$12,870
Income from transfer payments	12.0%	16.6%	20.9%
Income from lumber and wood products sector	29.9%	24.1%	19.1%

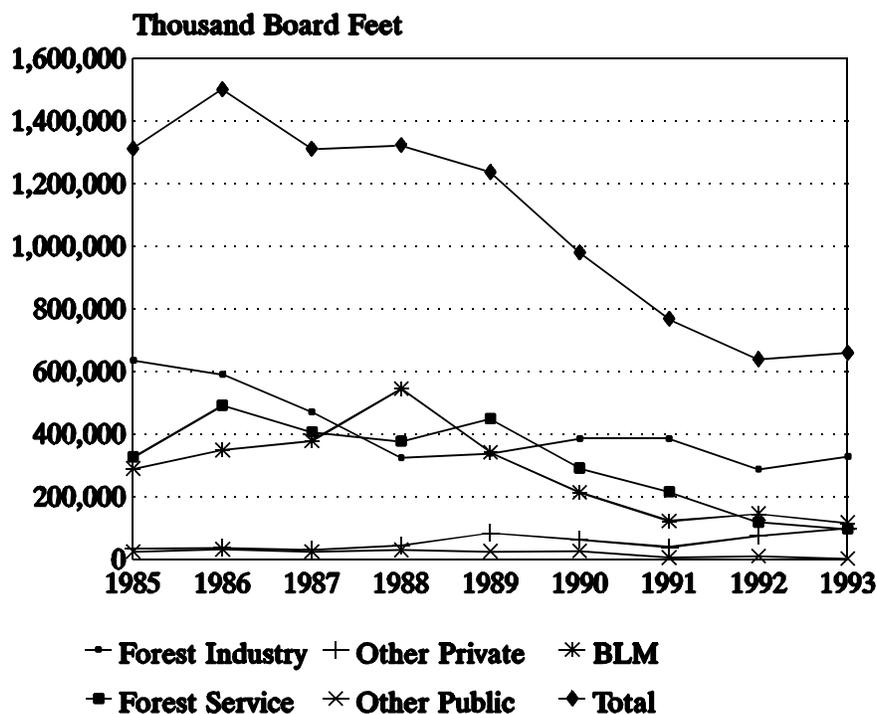
While per capita income has continued to increase, it has done so at a slower rate in Douglas County than in the state and the nation during the 1980s. The per capita personal income rose to \$16,131 in 1993 (\$12,771 in 1987 dollars). That compares with \$19,400 for Oregon and \$20,700 for the U.S. Douglas County's per capita personal income as a percent of Oregon's, has fallen steadily from 90% in 1983 to 83% in 1993. Average wages in the county also lag behind other areas. The 1993 average wage in Douglas County was \$21,591, or 90% of Oregon's average (Angle 1995). As in other counties, the poverty rate also increased in the 1980s (Table 1) (USDI 1993).

# Business & Industry

## wood products industries

The total County timber harvest declined 51% from 1985 to 1992 (Figure 3) (ODF 1993). Economists predicted decline in timber harvests and industry employment prior to the recent rounds of policy-induced timber harvest reductions (Sessions et.al. 1991). The proportion of harvest from federally managed lands declined from 49% in 1985 to 33% in 1993. Of the dozen mills that closed in Douglas County from 1980 to May 1993, two-thirds closed in the 1990-1992 period. Three mills closed in 1981-1982, and another in 1988. In 1990, a sawmill closed in Roseburg, and two plywood mills closed in Sutherlin and Yoncalla. The next year, two sawmills closed in Glendale and Dillard, while a plywood mill closed in Drain. In 1992, one plywood mill closed in Roseburg, as well as a sawmill in Gardiner. The number of jobs affected (615) by these two 1992

Figure 3 - Douglas County Timber Harvest: 1985 to 1993 (Oregon Department of Forestry)



closures in the county was the most of any year in the period 1980-1992 (USDI 1993). Of Western Oregon counties, Douglas County shows the highest portion of total personal income from the lumber and wood products sector (Table 3). At 19.1% in 1990, this was more than double the figure for many other counties in which lumber was an important component of the local economy, and well above the next highest proportion of 13.5% in Klamath County.

Although the wood products industry is still susceptible to a downturn due to continued restrictions in the timber supply from public lands, the anticipated and much-feared fall-off in employment levels seemed to have been mitigated by a combination of events. These factors include an increase in harvest from private lands, a reduction in total mill demand due to mill closures, and a reduction in exports resulting from slacking world demand. Whether or not these trends will continue is uncertain. Several innovative wood products firms have grown over the last year or two, thanks to the development of niche markets, use of alternate fiber sources, the creation of intensely engineered higher value-added products, and/or better management (OED 1994).

### **economic diversity and development**

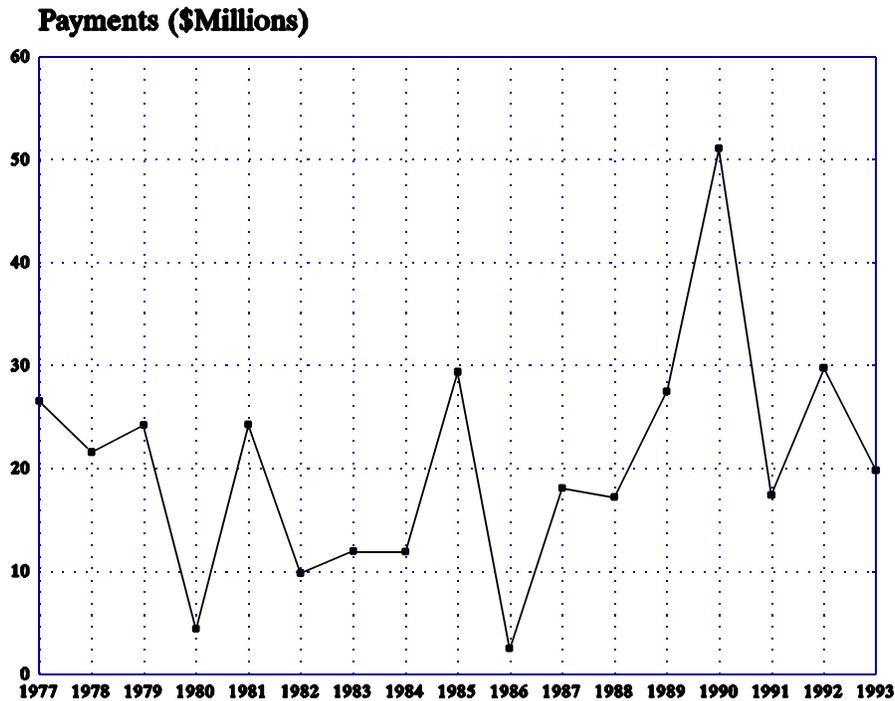
In 1993, earnings from durable goods manufacturing (mostly lumber and wood products) made up 27% of all earnings in Douglas County. The next most important sectors in the county economy were government, which contributed 20% of all earnings, services (19%), retail trade (11%), transportation and utilities (6%), construction (4%) and farming (4%)(OED 1993). Both employment and unemployment data indicate that, while the economy has suffered in recent years, economic conditions are considerably more stable than during the recession of 1980-82. OED suggests that other sources of income may be partially offsetting loss of timber payroll. The addition of Bayliner, Alcan Cable, and Ingram Books during the late 1980s and early 1990s provides part of the answer. It is also clear that in-migration of retirees with their own source of income, as evidenced by the effects on construction, retail trade, and services, has also had an offsetting effect.

In the past 20 years, retail trade and services together have grown more than enough to account for all growth in wage and salary employment. Job growth in the services industry in particular has averaged 4.3 % per year from 1972 to 1992, nearly four times as fast as the average growth for all industries. Contrary to common understanding of the term, "services" includes highly paid professional and technical workers such as health, engineering, accounting, legal, and software services (OED 1993).

## **County Revenues**

Douglas County collects 50% of O&C timber receipts (Figure 4) and 25% of US Forest Service timber income in lieu of tax revenues. In 1991, it received the most federal forest receipts of any western Oregon county and had the highest proportion of federal receipts to county expenditures.

Figure 4. - O&C Receipts to Douglas County (USDI, 1977-1983)



These receipts were evenly divided between the Forest Service and the BLM in 1991, but in 1990 and 1989, O&C receipts exceeded National Forest receipts by five to ten million dollars (USDI 1993). Douglas County receives over a quarter of all the O&C revenues paid to Oregon counties, the most of any Oregon county (Association of Oregon Counties).

## Adaptive Management Area Role

Social and economic objectives for Adaptive Management Areas stress providing opportunities for land managing and regulatory agencies, other government entities, nongovernmental organizations, local groups, landowners, communities, and citizens to work together to develop innovative management approaches. The Northwest Forest Plan asks agencies to facilitate collaborative efforts, partnerships, mutual learning, and innovation, working with local communities in setting objectives, developing plans, educating and training a workforce, implementing projects, and monitoring accomplishments. Although the agencies have a facilitation role, the land management agencies retain the authority and responsibility to make decisions and the regulatory agencies retain the authority and responsibility to regulate (USDA & USDI 1994).

The Federal Advisory Committee Act (FACA) regulates the interactions between federal and nonfederal entities, and the manner in which federal decision makers obtain advice from nonfederal entities to insure equitable access by all parties. The purpose of the act was to avoid special treatment of groups or individuals by the federal government. In spite of its laudable intent, FACA presents a challenge to federal agencies attempting to more fully involve the public in the decision making process. This most recently came to light in Northwest Forest Resources Council vs Espy, March 21, 1994 where the court found that the unchartered Forest Ecosystem Management Assessment Team (FEMAT) was in violation of FACA for taking advice and recommendations from nonfederal members. No injunctive relief or remedy was granted in this case however, because of adequate opportunity for public involvement prior to the Northwest Forest Plan Record of Decision.

The public involvement recommendations provided by FEMAT and the subsequent Record of Decision were developed prior to the court decision, leaving AMAs with a vision that is difficult to implement. Occasional meetings can be organized but must be open to all individuals and the federal agencies can receive no consensual advice. Federal officials can also attend meetings conducted by other groups, meet one-on-one with individuals on an ad-hoc basis, or exchange information through mailings or other media. Regular participation beyond information exchange requires chartering of local groups which could stifle local initiative and enthusiasm. (Chartering requires Cabinet level approval; approval by GSA and OMB; and filing in the Federal Register, the Library of Congress and the appropriate Senate and House standing committees; with review every two years). Other avenues for public involvement under FACA include contracting and certain kinds of partnerships.

# PUBLIC OPINION & ISSUES

Understanding and responding to public opinion is an important requirement for implementation of ecosystem management. Without a human dimension, the reason for management disappears. Forest management and human systems are intertwined to the extent that science alone cannot provide a complete solution to all problems. A knowledge of public opinion helps clarify issues and points to public involvement opportunities.

What follows is an attempt to describe how people relate to ecosystem management related issues, particularly as they concern the Little River AMA. Regional studies related to values, perceptions, and public opinion are first considered to provide a frame of reference. Douglas County issues are examined more in depth through a socio-economic study conducted for the BLM (USDI 1993) and interviews with local opinion leaders.

## Values

The Oregon Business Council released results from an extensive survey of Oregonian's values and beliefs in May 1993 (OBS 1993). This study showed more commonalities than differences between the core values of urban and rural residents of the state. All demographic groups identified "participation in family" as their most important value; "career or job opportunity" came in a distant, but still strong second in a set of ten personal values. Overall, Oregonians rated concern for the environment third in their set of personal values.

The FEMAT team reviewed a number of surveys that focused specifically on environmental values (FEMAT 1993, Steel 1993, USDI 1993). These surveys showed:

- 1) Environmental concern has been increasing in all parts of the world in the past 20 years, including among rural residents of the Pacific Northwest.
- 2) Urban residents in the Pacific Northwest generally express stronger environmental values and concerns than rural residents, but this is a matter of degree, not of presence or absence of concern.
- 3) At present, generational differences in environmental values and concerns appear much greater than urban-rural differences; the younger the age, the greater the concern.

## **Perceptions**

People have different values about the natural environment based on where they live, where they work, education level, age, etc. In one study, Richardson (1993) found that the most fundamental difference in the ways people thought about environmental processes was whether they perceived humans to be a part of or separate from nature. Farmers, loggers, their families, and others who depend on the land for their livelihood appear much more likely to consider humans and human activity a part of natural processes, especially when several generations have lived and worked on the same land. In contrast, people from urban backgrounds are likely to perceive humans separate from nature and natural processes.

## **Public Opinion**

The Oregon Forest Resources Institute conducts an annual survey of Oregonians on forest resource issues (OFRI 1994). What they have learned is that while forest issues are not the most important concern of Oregonians, when asked about environmental issues, forest management was the leading issue followed by water quality, garbage and solid waste disposal, and air quality. Despite this concern about forest management, most Oregonians (89%) believe it is possible to maintain a healthy forest products industry, while at the same time keeping the state an attractive place to live.

Forests were most likely to be considered important as a "source of clean water." The use of forests as a "source" of water was apparently associated with water for people rather than fish habitat. Following water, forests were considered important for fish and wildlife habitat and as a source of jobs for loggers and mill workers.

While six-in-ten said they were comfortable with their use of wood and paper products, just over one third felt alternatives should be used because "we are depleting the forests." At the same time, almost three-in-four believe we should look for alternatives rather than "relying on wood for all the products we use it for now." The report's authors believe that the public's comfort with wood and paper products usage has the potential to increase, as they become more aware of the renewability of wood and paper, and the environmental benefits of wood and paper compared to the potential alternatives.

Oregonians, proportionally, are more comfortable with forest management activities; 54% approve and 37% disapprove. (Survey percentages don't show the degree of polarization discussed earlier). Almost three-in-four agreed that harvesting keeps forests healthy, and more than six-in-ten believe that timber harvest and wildlife are compatible in the same areas, and that proper harvesting techniques do not damage the environment or harm water quality. The public also believes that managed forests can provide many of the same benefits as unmanaged forests. At the same time they do not always like what they see, calling managed forests "too planned," "uniform," or "isn't enough

diversity."

Three broad themes surfaced as the public's most dominant concerns about on-the-ground forest management. These include the need to sustain the resource, protect streams, and maintain natural diversity, with sustainability being the most dominant of these concerns.

## **Douglas County Issues**

### **political climate**

Northern spotted owl research in the late 1960s and early 1970s was the beginning of a series of events that led to an unprecedented interagency planning effort resulting in a region-wide ecosystem management plan for public lands. Douglas County was a prominent participant in the debates over old-growth versus timber that became a magnet for public and political attention at a national scale. In fact, in 1990, Time magazine identified Douglas County as "ground zero" in the struggle, interviewing residents for a cover story.

Starting in 1989, yellow ribbons worn by individuals and displayed on vehicles throughout the county symbolized the support for timber industry by many of its citizens. Local labor representatives, the County Commissioners, Douglas Timber Operators (DTO), Workers of Oregon Development (WOOD), Oregon Lands Coalition (OLC), Roseburg Forest Product's TREES, Douglas County Small Woodland Owners, and later some school boards, were involved in proposing legislation and filing lawsuits over government actions. Numerous trips to Washington D.C. were made by county representatives on behalf of critical habitat designation on public and private lands and the Northwest Forest Plan, oftentimes involving personal conversations with key administration and congressional officials. The Douglas Project, proposed as an alternative to critical habitat designation in the county, was moved through Congress resulting in D.E.M.O. (Demonstration of Ecosystem Management Options) which includes research in the Little River AMA. Several bus trips to hearings in Portland and two rallies at the fairgrounds, complete with log truck parades, and petitions, were some of the outlets for general citizen involvement. Two county representatives chosen to be part of the Forest Conference called by President Clinton in April 1993 were associated with Umpqua Audubon Society and Oregon Trout.

The Northwest Forest Plan, which resulted from the Forest Conference, broke the gridlock of injunctions and lawsuits, but has not ended the controversy surrounding natural resource management. Timber sales are slowly being released, but the polarization and activism continues. Federal agencies are criticized by timber interests for slowly responding to the plan and recent enabling legislation; some environmental groups in surrounding counties are engaging in civil disobedience in attempts to block timber sales; and related to the AMA, organized disruptions of

public meetings by states rights proponents resulted in a discontinuation of agency sponsored public meetings for the project.

Although advocates for traditional timber harvest are still involved, local environmental interests, who were mostly absent from local media attention in the past, have begun to receive more attention. Where once the quotes from environmentalists primarily emanated from groups like ONRC in Eugene or the Wilderness Society in Portland, it is now more likely to hear reaction from Umpqua Audubon, or the relatively new Umpqua Watersheds. Another new organization, the Little River Committee, is a group of area residents concerned about forest management and actively involved in collecting water quality data in the Little River watershed.

The Douglas County Advisory Council (DCAC), a group seeking more local control and influence through strict interpretation of the constitution, came into the political scene early in 1994. Recently, an affiliated committee was successful in pushing through a local ballot measure which was intended to challenge the authority of the federal government to hold lands in the county. Though Oregon's Attorney General calls similar measures unconstitutional and the Douglas County Commissioners said they wouldn't enforce it, the passage of the measure is an indication of where county political opinion lies. In a somewhat related effort, Douglas County is co-sponsoring a proposal to convert O&C lands to state ownership.

Significant declines in wild salmon populations throughout the Northwest has recently become a primary environmental concern with the public. The salmon issue has had the positive effect of bringing diverse interests to the table across the region and in the county. Douglas County has responded with creation of the Umpqua Basin Fisheries Restoration Initiative, a forum for dialog and coordination among government agencies and diverse interests, with a common goal of improving salmon habitat. The group has played a key role in public/private partnership efforts and is facilitating an assessment of Umpqua Basin.

### **other studies**

The Coos Curry Douglas Development Corporation produces an annual Development Report and Plan that includes a discussion of environmental issues (CCD 1994). One issue raised in the 1994 report is surface or subsurface water sources. There is a recognition that most of the watershed areas located in their district consists of forest lands and that management can affect "water quality by influencing sedimentation and water temperatures." The report also says that "road construction in forested areas can be a major source of sedimentation." Their concern is for water quality effects on estuarine environments, municipal water supplies, and fish habitat. Threatened and endangered species was another issue mentioned in the report. The concern was related to timber volume reductions with consequent job losses and reductions in county receipts.

In her Analysis of the Socioeconomic Effects of Bureau of Land Management Resource Management Plans (RMPs) In Western Oregon (USDI 1993), Richardson relies on several sources, including personal interviews with county residents to assess some of their concerns. Issues she identified relate to the changes in federal forest management policy.

One concern mentioned was the effect of unemployment on the community. Divorce, broken families, family violence and the increase of single women on welfare were associated with the recession of the early 1980s. The lack of alternate high paying jobs, loss of health insurance, inability to continue assisting elderly relatives and increased incidence of suicides were cited as other consequences of unemployment.

Related to the wood products industry specifically, interviewees were aware of previous downturns. One individual commented that the type of timber the BLM offers for sale can be as important as the quantity in determining the effects on the timber industry. Among private, nonindustrial landowners, high rates of harvest of all ages of trees were noted with concern.

People interviewed considered reductions in federal timber receipts to be a serious concern for county residents. In addition to the loss of county timber revenues, people mentioned the loss of tax revenues from individuals as they lost their jobs and from mills as they closed as consequences of BLM's proposed RMP. They were also concerned about the negative effects of any additional acquisition of private land by the BLM on the county tax base.

## **local stakeholders**

The following discussion of stakeholders is drawn from a focus group of Roseburg District BLM employees in July 1993 and from public comment letters sent to the District Office about the Draft RMP by December 1992. This summary provides "best guesses" about people who are most directly affected by BLM, and by inference, National Forest land management.

*recreation* Local residents are the main users of public forest lands for a variety of day-use recreational activities such as hiking, mountain biking, picnicking, swimming, off-road vehicle use, hunting, and bird watching. They are joined by people from outside the area in sightseeing and photography, camping, rafting, and fishing.

*forest products* Most harvesting, commercial thinning, and processing of timber from public forest lands is conducted by loggers and mill workers within the county; Douglas County is a net importer of logs. Smaller logging companies tend to work on salvage sales. Local loggers and high school students work on preparing sites for planting. Local collectors harvest cedar boughs, burls, greenery, and firewood commercially. Residents also collect firewood for their personal use. Public comment letters from a local hardwood mill and the Specialty Wood Products Cooperative of Southwest Oregon noted interest in Pacific yew and

hardwoods such as maple, myrtle, chinkapin, and oak as commercially valuable species that could support secondary processing industries in the area. Local contractors work in road building and maintenance associated with timber management.

*other* A November 1992 letter from the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians noted cultural and archaeological resources on Roseburg BLM District. They also noted concerns about any transfer of federal lands to private ownership or other BLM actions that could affect their aboriginal lands or their abilities to protect cultural resources and other interests.

A few residents mine gold or graze animals on public lands, which provide them small amounts of income. Commercial mining of silver and nickel and a nickel smelter in the south half of the county provide employment and good income when the market is strong, but not when prices are low.

## **regional stakeholders**

*recreation* Rafting, camping, and fishing draw people from outside the county. Rafting and fishing outfitters benefit from out-of-area visitors, and anglers also support local stores, services, and resorts.

*forest products* In contrast to all other timber management work, which is carried out by local residents, migrant crews from the Salem area work on tree planting and precommercial thinning. Beargrass and mushrooms are collected commercially by people from outside of the county, including Southeast Asians from Washington and migrant mushroom pickers.

## **community assessment**

Interviews were conducted with 24 opinion leaders to take a closer look at how the community views issues related to management of the Little River AMA. This qualitative study is intended to supplement statistical and survey data that is already available and to provide the basis for an in-depth survey if the need presents itself. Individuals who participated in one-on-one discussion were Little River basin landowners, business owners, interest group leaders, and various community leaders. Initial sampling was stratified to insure that all groups with forest-related concerns were represented. Interviewees then recommended other opinion leaders.

Occupations of those interviewed included retired individuals with different backgrounds, ranchers, business owners, administrators, attorneys, a social worker, educators and those associated with the forest industry. Some of those interviewed to are involved with different interest groups. Each

person was classified according to the degree they were tied to the area in order to assess apparent relationships. "Natives" were either born and raised in the area or moved to the area as children, "locals" are rooted in the community having lived in the community over ten years, and "new-comers" are those who have moved to the area within the last ten years. Personal interviews were held with six natives, eight locals, and ten new-comers. With the exception of the forest management issue, length of residency did not seem to be related to opinions on issues.

### *major issues*

While area opinion leaders shared a concern for issues that rated the highest in the Oregon Forest Resources Institute survey such as unemployment, schools, domestic violence, and the need for diversification, most cited the changes in forest management/timber supply/timber receipts as the leading concern. Most other issues were seen from the timber economy framework. Diversification was recognized by many as an inevitable need.

"(The largest issue facing Douglas County is the) transition from a forest economy to new jobs." [4]<sup>1</sup>

"The county assumed a defensive posture (regarding the evolving economic structure) and ignored the potential for this more substantial problem (growth)." [8]

"Do we want to move on or hang onto the past? The timber crisis forced our hand into a diversification of the economy that needed to happen for a long time." [20]

One concern that was voiced frequently was related to new-comer values and understanding of forestry.

"The retirement community has no sensitivity to natural resource issues. They are a new population with a new set of values." [12]

"New people are not identifying with logging, so the environmental movement is increasing." [17]

Domestic water and the contribution of agricultural lands to fisheries habitat were cited as future issues by some of the interviewees..

### *forest management*

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<sup>1</sup>Interviewees were identified by [#] in order to protect their privacy.

Many related to the topic of forest management in terms of timber management, i.e., harvest. Besides the issues of product availability and loss of county revenues, there was a concern for forest health and fire hazards associated with reserved stands. Others were concerned about sustainability of the resource, recreation, and aesthetics.

More than one individual cited fisheries as the number one forest resource management issue. One interviewee was uncomfortable with exporting Douglas County timber abroad. This person felt that dollars should be kept local by banning exports and encouraging the development of secondary manufacturing.

Forest management opinions seemed to be more closely tied to individual political preferences rather than length of residency. One difference, though, was that while most natives recognized some past abuses, they generally shared a view that timber production was necessary. Views that deemphasized logging were found only in the local and newcomer groups.

There were several concerns related to private lands, including the impact of federal management and property rights.

"The move from resource management to ecosystem management is not based on hard science. Private landowners are being forced into a type of management that they can't deal with." [11]

"By limiting harvest (on public land) you set up private lands for ecosystem impacts." [17]

"The increase in stumpage and the fear of being regulated have increased harvest on private lands." [21]

Also mentioned, was the need to find a balance among different uses of the forest.

"One significant issue (related to forest resource management) is how to balance all the pressures/opportunities we have now for the present and the future." [8]

"We need jobs, wood, and habitat." [16]

"We need to find a way to get people to agree on some common goals." [9]

"We need neutral groups like the Umpqua Basin Fisheries Restoration Initiative." [12]

A couple of Little River natives and a timber buyer who were generally in favor of cutting trees and felt that the level of cut in the Northwest Forest Plan was too low, expressed a concern for past practices.

"The Cavitt Creek area should have never been logged. The soil is like soup. It got into the river and turned it into gravy."[1]

"Canton Creek is a disaster. So is Steamboat and Little River. We should call a spade a spade, this is what we did and admit it."[6]

"We are still suffering from the 40s and 50s when loggers made a hell of a mess."[21]

### *the Northwest Forest Plan*

Comfort level with the Northwest Forest Plan varied. Comfort level was assessed irrespective of knowledge level. Some were supportive, others against, and a few were neutral in their position about the plan. As with forest management in general, interviewees often reacted to the plan with regard to the level of harvest associated with it. Many felt that politics played too large a role in its inception and is still an impediment to progress.

"The forest plan is too environmental."[1]

"There was too great of a concession to keep timber alive. We need to take into consideration the cumulative effects of all past practices by man in forests, both locally and globally."[2]

"The ASQ is too low; it is overly complex and contaminated by politicians. If anything does squirt out the other end, it won't be significant. Federal and state management are better than anywhere else in the world. Politicians don't know what they are talking about. I never thought it was that out of whack."[3]

"The Northwest Forest Plan gives others the tools to derail progress."[17]

"I like Option 9 compared with what we had before. It has a science and systems based approach and people are a part of the equation."[13]

"I would like to give Option 9 a chance for three to five years and see what happens. There is too much impatience on the part of many to monkey with the plan. There is a lot of energy going into not making it work by environmentalists, timber industry, and agency people."[8]

### *timber production and riparian protection*

Most of the people interviewed felt that simultaneous intensive timber production and riparian habitat

restoration and maintenance were possible if neither one was carried to an extreme. Some though said, "absolutely not," that too much had already been cut. It appeared that some difference of opinion may be related to definitions of intensive. Intensive seemed to mean quantity to some and quality to others. One individual said that in the case of Little River AMA that the question was moot, since the Northwest Forest Plan made timber production a primary objective (refer to page one for Little River AMA's specific emphasis).

"The environmentalists may not even let us try even though it is possible."[1]

"Yes. Intensive doesn't mean cutting a lot of trees."[11]

"Maybe not simultaneously, though we could work towards this in the future. May need to hold up for awhile due to damage from the past."[13]

"Intensive management is a means to introduce structure to the riparian areas."[19]

"The mission of the AMA is really intensive practices; riparian emphasis is only secondary."[17]

### *roads*

While it was generally recognized that roads could be a source of environmentally related problems, opinion varied as to the degree that existing and new roads contribute to impacts. Many people could live with some road closures if decisions were well justified. Connector roads that provided through access for hunting, recreation, and fire were more of a concern than dead end spurs. Some were adamantly opposed to building new roads, yet most felt that justification of the need held the key for new construction.

"The total mileage on public lands is way too high. Never build another road."[2]

"It is important to have well designed systems to minimize impacts to streams. If they aren't needed, close them. Public and private usage should continue, however."[10]

"Road closure is an effective tool for wildlife management. There are too many doggone roads now, too much access. Road closures bring elk lower (in elevation)."[14]

"Roads are a capital improvement. They do contribute to erosion but unless it is an extreme situation they shouldn't be taken out of use."[15]

"The federal agencies have not done a very good job of selling road closures. The connectors

need to remain intact. We need to make sure we are removing sediment problems and addressing fire access before closing."[17]

"The form of closure needs to be defined. Barriers are OK but I'm generally opposed to ripping roads."[19]

### *public involvement*

Although an array of legislative requirements exists for public involvement in resource management and planning, well-established programs and policies that integrate public input into decision making remain elusive (FEMAT 1993). The National Environmental Policy Act (1969), The National Forest Management Act (1976), and The Federal Land Policy and Management Act (1976) have all mandated communication with the public. The Northwest Forest Plan increases the level of commitment to public involvement.

Interviewees were asked what they felt was a realistic role for the public in public lands management. Nearly everyone struggled with what was referred to a "tough" question. Some expressed the concern that their opinions do not really make a difference anyway. While a small group felt that all Americans should have a say about management of public lands, most felt that the general public lacks adequate knowledge and that local input and expertise should have the most influence. Societal consensus was viewed as impossible, and it was expressed that the most popular idea may not be the best. The difficulties associated with finding people with enough time to commit to citizen/agency efforts was generally recognized.

Solutions were offered to address some public involvement problems. Some expressed the need to explore common ground among conflicting opinions. Education was viewed as really important, not only for adults but beginning with children. Working with established groups was generally encouraged, yet some recommended that opportunities need to be made available for all interested publics. Most were willing to entrust local agency people with ultimate decision making authority.

"You can't lose sight of what the rest of the United States thinks should happen on public lands."[2]

"Sometimes people voice opinions and don't see the results and wonder what the use is."[5]

"There is a problem with people on salary participating. One way to deal with this would be to pay people a small amount like jury duty. You need to keep taking the show on the road as much as possible, so that the public involvement is not only limited to interest groups."[8]

"Seek input from organizations and individuals and then you (agencies) are free to make

decisions."[10]

"Offer a reasonable opportunity, taking information and treating it as valuable. Ultimately we need to let land management agencies make the decision. You can't allow the system to be run by special interest groups."[11]

"Public involvement can be a real time drain on volunteers. Education starting at the school level is needed. People are allergic to reading, so maybe TV would be one approach."[13]

Getting everyone to agree is not possible. Just because it is public land does not mean that everyone should have a say."[16]

"The forest planning effort has polarized communities; they have been sidetracked into advocacy. Use the County Commissioners more, use the School Boards; let them take the heat. That's why they were elected."[17]

"The public wouldn't necessarily do the best thing if left to do it on their own. You need to have overriding management by agencies."[18]

Too bad we can't leave forest management up to the foresters and not the politicians. I'm worried about letting public opinion manage the forests."[21]

"Communities in the area should have the most say. The government closest to the people should be the strongest. It is socialistic to try and accommodate everyone equally."[6]

"The Northwest Forest Plan already tells you what to do, so why even ask? It is irrelevant, because Washington bureaucratic public involvement is only symbolic, politically correct."[23]

### *public lands*

A range of opinions concerning administration of public lands was revealed through the interviews. Typical of most of the interviewees is a conservative bent toward less federal control. The differences were in the degree to which control needs to reside with local interests. There were those with conservative views who still feel there is a place for federally managed lands. Others favor the concept of state control. At the other end of the spectrum are those who feel that even the state is too far removed from the people and support privatization. Assessment of these views were elicited by asking interviewees how they felt about current land exchange proposals.

The **Umpqua Pilot** is a project initiated by Aaron Jones of Seneca/Jones Timber Company and

staffed by former Oregon Governor, Neil Goldschmidt. A study team is currently examining land ownership patterns to arrive at public/private exchange potential. Some were outright opposed to the concept, viewing it as nothing more than a trade of cutover for old-growth. It was also pointed out that trades could take public wood away from companies that depend on that supply. Those opposed to federal management of public lands oppose the Umpqua pilot on that basis. Many, though, were intrigued by the concept, feeling that it had some potential; so that it was worth pursuing with caution. Those that supported going forward with the proposal, however, recognized the magnitude of problems that would have to be resolved.

"Let Aaron keep his logged over lands. Leave the public lands federally managed."[6]

"I am comfortable with the Aaron Jones proposal. It would be an interesting experiment."[20]

"The Aaron Jones proposal is disturbing. It would take wood out of the public wood supply for companies dependent on public timber."[19]

"It has a lot of potential but I'm skeptical."[23]

The Association of O&C counties has proposed transferring O&C lands to the state under the assumption that timber supply and receipts could be increased. The **O&C Proposal** while not always favored directly, is supported in concept. Many feel that the Northwest Forest Plan has not solved the timber supply and tax receipts situation and that state ownership may provide a solution, depending on how it is orchestrated. Others are comfortable with federal management, not seeing an easing of the regulatory burden with state management and wondering if the state can financially afford it.

"I support the O&C county's proposal because the purpose of the O&C lands are not being honored."[15]

"There are dangers, but overall the local people are in better positions to make decisions."[19]

"The O&C should stay federal. The state is too heavily influenced."[2]

"The O&C proposal is utterly ridiculous. Inappropriate. Public lands are here to protect us from ourselves. A heritage for the whole nation."[13]

**Privatization** of federal lands appears to receive only limited support in Douglas County. It is felt

that big companies would ultimately be the recipients of federal land sales, squeezing out those less economically advantaged. Many felt that privatization would result in resource exploitation and restricted access for recreation. At least one vocal interviewee believes that the local community needs to control the resource base.

"Never, never sell public lands." [2]

"The current administration is fine. Don't let the fox into the chicken house." [9]

"Privatization movements are pretty radical. The arguments don't hold water." [18]

"I like the idea of the lands being owned by the people of the U.S., as a heritage. Some feel the government is the enemy." [20]

"I'm not so sure that privatization shouldn't be tried. The government acts independently when they control the land." [22]

#### *future community*

While some preferred to see no growth, most recognized the inevitable and offered their vision of a future community. Most everyone wants to retain the rural character of the area with its roots. Economic and social diversification was viewed by most as a beneficial objective. Tourism, recreation, high tech industries, and secondary wood products were cited as areas to emphasize. Families, education, and crime were recognized as problems that needed attention. There was a concern for the outmigration of the young and the amenities available for the retirement community, particularly maintenance of quality health care and housing. More than one individual expressed a desire for a more physically attractive Roseburg.

"The Roseburg area has tremendous potential with I-5, the climate and the setting. We need to take a methodically progressive course, branching out and taking control of our destiny." [18]

#### *forest workers of the future*

Interviewees agreed on many characteristics of future forest workers in contrast to today. Consensus was that they would be fewer, higher paid, more specialized, and better educated. Communications, technological skills and versatility were emphasized.

"Forest workers of the future need to be more highly educated. They need to be resource managers rather than just workers. There will be a need for specialists in riparian management, endangered species, inventories, etc. Training programs should include training in entrepreneurship, so that they can hire others." [11]

"We need contracts in the woods, not retraining." [17]

"The saddest part of the layoffs that occurred was the quality of the workforce. In the past, broad skills didn't exist. Illiteracy was high. We can't allow the workforce to remain fallow like before. We need employer programs and schools more aware of changing needs. We all have a responsibility to see it happens." [20]

### *Little River AMA*

General knowledge about the Little River AMA is not widespread. Even among a group of opinion leaders where the knowledge level would be expected to be higher, there were many who did not know much about the allocation and were vague about its purpose. Of those who had a grasp on AMA objectives, the degree of comprehension varied and political perspective colored their response. Timber harvest was an expectation of many: timber industry saw it in terms of short-term timber relief while environmentalists feared the consequences of harvesting. Many recognized the experimental nature of AMA ecosystem management objectives and the community involvement aspects. With the exception of those who live in the Little River watershed, most spent little time in the basin except for some hunting, fishing, and hiking activity. When asked about areas special to them, recreational sites like Lake in the Woods, Hemlock Lake, and Wolf Creek Falls, were the only specific areas cited.

"AMAs were a concession to industry to keep them happy." [2]

"An intellectual playground." [8]

"An opportunity for the community to develop a plan that would meet multiple objectives." [12]

# RECOMMENDATIONS

According to the Presidents' Plan (USDA and USDI, 1994), "Adaptive Management Areas are landscape units designed to encourage the development and testing of technical and social approaches to achieving desired ecological, economic, and other social objectives." The general emphasis of ecosystem management is framed by this charge. Development and evaluation of innovative management practices, particularly how to integrate intensive timber production with restoration and maintenance of riparian areas, constitutes Little River AMA management direction. Joint learning and collaboration with other agencies, adjoining ownerships, and community entities are the means to address adverse impacts of reduced federal timber harvest. Community education in ecosystem management concepts and training a workforce for employment in management programs are also stressed in the Northwest Forest Plan.

The Socio-Economic Assessment provides information necessary to apply Adaptive Management Area objectives within the context of locally identified needs. While clear sideboards are established for management direction, local needs and preferences can refine areas of emphasis. The recommendations that follow were based on a qualitative evaluation of this Assessment with regards to the following areas: 1) land management objectives, 2) community involvement and education, 3) forestry training and employment, and 4) timber supply and county revenues. In many cases, they directly reflect feedback received in interviews. The purpose of the recommendations are to provide emphasis or ideas for the implementation of established guidance or management preferences. They will be used in conjunction with recommendations developed through watershed analysis for these purposes. The land management agencies will utilize NEPA and decision authority to gauge the appropriateness of any given recommendation.

## Land Management

Four priority areas of emphasis should be water quality, wildlife habitat, timber supply, and jobs.

Maintain and promote the development of natural looking, diverse forest stands.

Clearly justify and communicate timber management and engineering decisions.

Test the assumptions of the Northwest Forest Plan, where appropriate, managing riparian areas and late successional reserves.

More fully develop a special forest products program in coordination with adjoining landowners.

Attend to existing and potential forest health problems.

Reduce wildfire potential using harvest and prescribed burning.

Link all projects to monitoring.

## **Community Involvement and Education**

Improve working relationships with other agencies (federal, state, and local).

Seek opportunities to partner on specific projects with government and private interests. Formalize partnerships where appropriate to provide accountability.

Actively participate in other related efforts, attending meetings and networking with groups and individuals.

Use tours, newsletters, and the media to describe on-going work and to report learning.

Set up signed demonstration areas where appropriate.

Find ways to use the AMA to communicate ecosystem concepts to the local community with special emphasis on schools and newcomers to the area. Emphasize the human-environment connection and the renewability of timber.

Target private landowners (forest, agriculture, and residential) in the watershed for ecosystem management education.

## **Forestry Training and Employment**

Use Northwest Economic Adjustment Initiative dollars through Jobs in the Woods training programs to equip displaced timber workers for ecosystem management work. Make entrepreneurship instruction a component of each training.

Identify projects that have the potential to employ local contractors. Make riparian restoration a high priority, particularly along Cavitt Creek. Some projects should be accessible to small business owners.

Explore hardwood management opportunities and facilitate the expansion of secondary wood products

manufacturing when appropriate.

Develop school-to-work transition programs in cooperation with local schools and the Job Corps.

## **Timber Supply and County Revenues**

Model the watershed as a whole, cooperating with private landowners when possible, to determine sustainable harvest level.

Provide for a dependable and sustainable harvest level from the watershed.

Seek grant dollars to supplement or replace agency funding.

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