



**Achieving the Social Component of Productive Harmony as Required
by NEPA in Developing the Forest Service Planning Rule**

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Enhancing Productive Harmony between Human and Natural Environments

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Enhancing Productive Harmony between Human and Natural Environments

Proposal Background

In December 2009 representatives from James Kent Associates (JKA), James A. Kent, Lyle Laverty, Kevin Preister, Richard Stem and Gary Severson met with Undersecretary of Agriculture Harris Sherman, Deputy Undersecretary of Agriculture Jay Jensen, and staff from the Undersecretary's office as well as the Planning Director and staff of the Washington Office, USFS. The JKA team also met with Senators Udall, Bennet and Congressmen John Salazar and Jared Polis on this trip. In February 2010 JKA was invited back by the Undersecretary for a follow-up meeting with the same people from the Undersecretary's office with the addition of the Chief of the Forest Service, Tom Tidwell and various members from the Planning Office of the USFS to discuss the development by JKA of a "social component" for the new Forest Planning Rule (FPR) as required by NEPA.

The focus of our briefing was to discuss an informal cultural approach to developing the FPR that would balance the human and social ecosystem function with the natural ecosystem. The central question that guided the JKA discussion was: "How do we restore natural processes in forest ecosystems while creating more resilient communities that share the landscape?" (See Appendix A: The Model of Social Ecology: Science of Community).

To answer that question JKA distinguished two types of collaboration **(1) place based (informal/cultural) and (2) interest groups (formal/technical)**. We recognize that formal meetings can satisfy the interest group level of input to the FPR and that those meetings are already underway. Our concern is to insure that "place based" communities and ecosystems, not represented by formal groups or at formal meetings, have an equal chance of contributing to the creation of the FPR.

This proposal addresses ensuring **place based contributions** to the development of the social component of the FPR. The JKA process brings to the table the ability to incorporate into the rule the tools necessary for line officers in the future to collaborate consistently in all future management and planning efforts. It will also provide the line officers with a way to do credible social and economic assessments.

In fact carrying out this place placed development of the social component for the FPR can also substantially assist with clarifying and implementing the goals of Title IV: Community Forest Landscape and Restoration of the Omnibus Public Land Management Act of 2009 as well as the Rural Economic Development program of the USDA. All three goals rely on accomplishing the Secretary's Four Pillars through collaboration in our placed based communities.

This will be critical for execution of the intent of the Secretary's 4th pillar of collaboration and ensure that all future plans of the 150 National Forests will follow a "public collaboration template" thereby avoiding any inconsistency and the likely litigation that would follow.

Executive Summary

The National Environmental Policy Act of 1969, states in Sec. 101 [42 USC § 4331], that “...it is the continuing policy of the Federal Government, in cooperation with State and local governments, and other concerned public and private organizations, to use all practicable means and measures...to create and maintain conditions under which man and nature can exist in **productive harmony**, and fulfill the **social, economic**, and other requirements of present and future generations of Americans.” [Emphasis added]

The dominance of lands owned by the people of the United States and managed by the USDA Forest Service, especially in the West, directly influences the social and economic environments of not only adjacent communities, but entire watershed regions. In turn, the policies concerning non-federal lands, promulgated by State and local governments within those regions exert pressure and influence on the federal lands. This often competing and disharmonious influence of diverse land policy that transcends jurisdictional boundaries brings into clear focus the need to make paramount the NEPA goal of productive harmony among the ecological components of the social, economic and natural environment in preparing the federal Forest Planning Rule.

James Kent Associates (JKA), with four decades of experience as practitioners in **place-based collaboration**, proposes to assist the USDA Forest Service to attain productive harmony in national forest management through forest plans by:

1. Creating an all-lands, cross-boundary, multi-jurisdictional scope of analysis in forest planning to assess the social, economic, and environmental influence of management decisions made by lands of different jurisdictions on one another, to ensure that local, regional, and national concerns and opportunities are considered in forest plan development.
2. Implementing time tested processes for collaborative data collection, analysis, evaluation and monitoring in achieving mutually accepted desired social, economic, and environmental future conditions leading to durable, resilient, and sustainable forest plans.
3. Draft the appropriate sections of the forest planning rule, based on our proven experience, to ensure that line officers will implement the new rule by integration of social, economic, and environmental data analysis and evaluation in the forest planning process. This will be critical for execution of the intent of the Secretary’s **4th pillar of collaboration** and ensure that all future plans of the 150 National Forests will follow a “**public collaboration template**” **thereby avoiding any inconsistency and the likely litigation that would follow.**
4. Assist the Forest Service in the development of the regulations that will guide the forest plan implementation.
5. Contributing to the development of the field guides and training components that will ensure the forest rule’s successful implementation.

Actions 1, 2 and 3 above of this JKA proposal are designed to insure that this effort is undertaken and delivered within the existing timeframes currently in place for the development of the Forest Planning Rule. Actions 4 and 5 would occur after the promulgation of the Forest Planning Rule and are therefore not negotiated or budgeted at this time.

The Rationale

“We have to show in plain and simple actions that the environment, the economy, and the community are compatible. Our citizens are tired of the judicial gridlock and they’re feeling left out of the process. They are willing and able to participate. Even the CEQ regulations very clearly cover the economic and community impact and the participation of the states; yet it’s not at all implemented at the local level” (Wyoming Governor Geringer).¹

The Forest Service has worked for two generations to realize the promise of NEPA, that community health is a legitimate and necessary component of ecological health that must be incorporated in managing for progress toward sustainability. As the Forest Service moves forward in completing a new Planning Rule, the quote from Wyoming’s governor still applies. It is time to move forward in the new generation of work that will realize the productive harmony requirements of NEPA.

This proposal is to assist the Forest Service in the development of the social component of the new Planning Rule which will be produced over the next two years. The social component is how the Forest Service engages communities in ecosystem management. The Planning Rule to date has not been able to be applied in the complete ecological environment that includes the social component, limiting the ability of the agency to fully implement plans undertaken through the current rule. The new rule has to be reliable and predictable in the total physical and social environment. It has to be constructed to be widely applied to the diversity represented by 155 national forests and approximately 450 district ranger offices, and it must be implementable. *The rule must not be developed and implemented without producing and incorporating a social component.*

A number of conditions and trends have set the stage for the importance of the social component:

- Current social and demographic trends indicate increasing pressure on public lands, increasing diversity of interests in public land decisions, continued controversies about proper use of public lands, continued reliance on the courts as arbiters of management decisions, and declining budget and resources of land management agencies. In addition to the desire of many line officers to undertake agency business through community-based collaboration, these trends have made it imperative to do so.

¹ House of Representatives, Committee on Resources, 105th Congress, Problems and Issues with the National Environmental Policy Act of 1969. Oversight hearing before House Committee on Resources, One Hundred Fifth Congress, Second Session, March 18, 1998. Washington D.C.: U.S. Government Printing Office, Serial No. 105-102.

- The professional capacity within the agency for community description, issue identification, citizen-based collaboration, and citizen based ecological stewardship has grown, but such capacity resides at the staff level, and needs additional support at the institutional level.
- While the Forest Service has shown success in incorporating the social component into project design including community-based collaboration, such treatment has been episodic, and not systematic, within the agency.
- NEPA, NFMA, RPA, and other laws governing the operation of the Forest Service, offer sufficient and adequate guidance to support a Planning Rule that fully integrates considerations of community health with considerations of bio-physical health. Again, this application has occurred within the agency, but it has been sporadic and not fully institutionalized.

In addition to the internal conditions and trends within the Forest Service that suggest the value of a comprehensive social component in the Planning Rule, the Secretary of Agriculture has instituted Four Pillars of focus for the Department of Agriculture in the current administration. **The Pillars are: 1) Rural wealth, 2) Sound and innovative forestry practices, 3) Children and nutrition, and 4) Bio-technology and agriculture.** The Secretary based the pillars on the importance of rural health for the rest of the nation, in terms of the wealth that is generated and the ecological benefits of clean air and water. Rural wealth supports livable and sustainable communities. Building on the stewardship tradition in rural areas, and dedicated to incentive-based approaches for encouraging stewardship, the Secretary has stated his commitment to engaging with American citizens in a **collaborative** manner that incorporates an “all lands approach” to management.

The Four Pillars relate to poverty reduction, job creation, individual and family enterprise development, children and youth, and stabilizing rural areas. The ideas contained in this proposal represent an implementation model for the Secretary’s vision. Application of the Four Pillars must foster increased health of the physical and social environments, and they must be derived locally by responding to local conditions. From that point, we must build from the landscape up and aggregate to promote national health as well.

This constellation of factors lends urgency for development of a Planning Rule that supports routine and systematic efforts to more fully understand community interests in planning processes for two reasons: 1) Through the analysis and evaluation process, to foster management decisions that are shaped in part around community health, and, 2) To support successful community-based collaboration efforts. ***In our view, the science of community represented by the Social Ecology model offers a powerful and adaptive means to meet these two goals.***(See Attachment A: *The Model of Social Ecology: Science of Community*)

Principles of Success

In the experience of the members of the Social Ecology Group, a number of Principles are already clear. The Work Plan below calls for the assessment of collaborative processes to refine and add to these Principles as guides within the social component of the Rule. **The social component:**

- A. Is flexible and incorporates a long-term perspective so as to increase the shelf life of the Planning Rule.
- B. Incorporates the Four Pillars of the Secretary of Agriculture by integrating the social and bio-physical dimensions through the EA and EIS phases of: a) description of current conditions; b) analysis of issues of significance; c) development of management alternatives.
- C. Is outcome oriented based on agreed upon future desired conditions. **Its application must demonstrate observable improvements in the bio-physical and social environments by addressing job creation, poverty reduction, unemployment, underemployment, children and youth development, senior volunteerism in knowledge areas, overall volunteerism in content areas, individual and family enterprise creation, rural health, wealth and well being, while being connected directly to the biological resource and forest health.**
- D. Is oriented to creating livable and sustainable local, regional and national communities.
- E. Builds upon the pronounced global trend of Citizen-based Ecological Stewardship, which has expressed itself in numerous ways in the management of public lands. From the days of political gridlock of the timber wars and the sagebrush rebellion, the partnership movement throughout the West has deepened and become part of the culture of how “things get done.” To understand and build upon this trend is critical for future success.
- F. Is based on early, direct contact between individual citizens and agency staff, incorporating organizational concerns but guarding against approaches which “formalize” the process and kill the action, by using old structures that in fact could do just that.
- G. Is process oriented. It must be able to ensure that the reading of the public interest does not only occur in interaction with organized groups with vested interests, or only through public meetings, but also through **interactions with individuals in informal settings which are comfortable for them. This is a re-vitalization of the lost cultural tradition within the Forest Service of “spit and whittle” with a system applied to it.**
- H. Expands the social ecological capacity to increase and broaden the skill base of line staff to manage in support of citizen-based ecological stewardship through a Ranger Academy or similar mechanism
- I. Supports the continued transition of the Forest Service management paradigm to one of facilitation of collaborative and shared approaches to decision-making.
- J. Is able to be implemented, offering a diverse and flexible framework oriented to desired future conditions, while relying on regulations and the field handbook to provide more definitive direction.

Work Plan

1. Interact with the rule writers of the Forest Service in a routine manner. Tap into agency personnel with expert knowledge as needed in order to do reality checks, refine the investigative process, and ensure that emerging direction is appropriate and feasible. We do not wish to be rule writers but to insert portions having to do with the social component. Close consultation is essential for an integrated final product.
2. Refine the work plan in consultation with Forest Service planning staff with responsibility for developing the Planning Rule. Our team is committed to maintaining the schedule of the planning staff so as not to slow the process down but to enhance it.
3. Provide an on-site assessment of a select number of success stories, learning from citizens and agency staff what worked and did not work, identifying principles of success in terms of process, ***and being mindful of the necessary distinctions between the Planning Rule, regulations, and the field handbook in developing a total strategy.***
4. Identify 40 best examples of collaborative success, defined as better outcomes on the ground related to healthy physical and social environments, from among federal agencies, particularly the U.S. Forest Service, the Bureau of Land Management (BLM), U.S. Fish and Wildlife (USFWS), and the National Park Service (NPS).
5. Visit with people of wisdom in local settings who have a long-term perspective and long-term experience in community/agency interaction, such as Señor Valdez in Truches, New Mexico, who understood the history of ancient families and their use of the land, returning the practice of wood gathering as a way of cleaning the forest and providing economic stimulus. People of wisdom include government workers as well, such as Gary McVicker, retired BLM Ecosystem Director from Colorado, who worked extensively throughout his career on citizen-based ecological approaches to public land management. The purpose of these visits is to collect tools for the Planning Rule, regulations and field handbook that incorporate the best experience.
6. Communicate with national organizations and advocacy groups to ensure they understand the place based perspective of the social component of the rule. Understand their insights related to transparency and accountability of local community-based collaboration efforts.
7. Develop critical elements of the social component which will assist the Forest Service to integrate considerations of community health along with considerations of bio-physical health. These critical elements are likely to be:
 - a. Community description: how to do a community assessment which addresses the various needs of the Forest Service and its partners, including:

- i. Current social and economic conditions for documentation purposes;
 - ii. Appropriate opportunities to foster a citizen-based collaborative process;
 - iii. Social and cultural criteria for more effective public participation, collaboration and decision-making;
 - iv. Local, regional, national and global trends that affect, or are affected by, natural resource decision-making;
 - v. This element is likely to include a GIS component in which social and economic information can be displayed spatially, in order to integrate with spatial displays of bio-physical information.
- b. Community process takes understanding of how people in a culturally-defined geographic setting function in everyday life to create culturally-appropriate communication strategies in order to sustain constructive dialogue throughout the planning and management cycle. This includes a deeper and more diverse set of strategies for “issue scoping” in order to avoid the polarizing nature of traditional scoping activities. In some cases, good community process also includes a true collaborative framework of diverse interests that extends over time
- c. Analysis addresses the documentation of current social and economic conditions and derives locally-appropriate indicators of community health, answering the question, ***“What are we managing for in terms of community health?”*** These “community health indicators” will include objective measures of progress toward desired outcomes and will explore approaches for fostering citizen ownership of them through collaboration. *Job creation, increased engagement of volunteers, individual and family enterprise development, workforce housing, and strategies to manage intrusions are examples of creating livable and sustainable communities.*

For example, Southern Oregon Small Diameter Collaborative has worked the last few years to develop a shared set of standards for social, economic and ecological aspects of small diameter harvest programs. Along with the ecological standards with which to evaluate and support such harvest, the group has identified social trends affecting community health to which harvest programs are addressed. Not only are economic measures of job and business creation and poverty reduction included in the framework, but social measures as well. In this case, information suggests that southern Oregon youth are becoming more obese and their knowledge of forest ecology is declining as the population urbanizes. Local communities have identified youth employment as a goal. The social ecological planning question then becomes, ***“How can we manage for forest health in small diameter harvest programs in a way that reduces youth obesity and fosters greater youth knowledge of forest ecology?”***

- d. Process for community-based alternatives and integrated management approaches creates greater room for citizen-based alternatives, which have been accepted in some cases by the Forest Service around the country, and which show great future potential. Management approaches under consideration in a collaborative framework must also integrate biophysical and community health considerations to reach holistic, truly ecological decisions based on the total bio-social ecosystem. For example, a new recreation trail can be developed and funded internally in traditional ways through the agency, but if there is a social capital benefit in having the Boy Scouts and their parents construct the trail, that opportunity is captured and utilized in the process to create ownership.
- e. Monitoring how the agency will measure progress toward social and cultural objectives.

In summary, a Planning Rule done well that incorporates the social component leads to the formulation of questions such as “How can we manage for the health of the bio-physical ecosystem in a way that also supports management for community health and wealth?” For example, Attachment B contains some success stories, one of which is the Building Bridges Project in Colorado. In this project, citizens helped create a collaborative framework to develop the Forest Plan for the White River National Forest that included community health concerns along with ecological health concerns.

In fact carrying out this place based development of the social component for the FPR can also substantially assist with clarifying and implementing the goals of Title IV: Community Forest Landscape and Restoration of the Omnibus Public Land Management Act of 2009 as well as the Rural Economic Development program of the USDA. All three goals of Title IV rely on accomplishing the Secretary of the Interior’s Four Pillars through collaboration in our place based communities.

JKA is a GSA Contract Holder: GS-10F-0168N

Attachment A The Model of Social Ecology: Science of Community

A Social Ecology approach to natural resource decision-making recognizes that people everywhere develop an attachment to a geographic place characterized by a set of natural boundaries created by physical, biological, social, cultural and economic systems (a ***bio-social*** ecosystem). Unique beliefs, traditions, and stories tie people to a specific place, to the land, and to social/kinship networks. Informal networks and caretaking systems form the social capital by which communities sustain themselves.

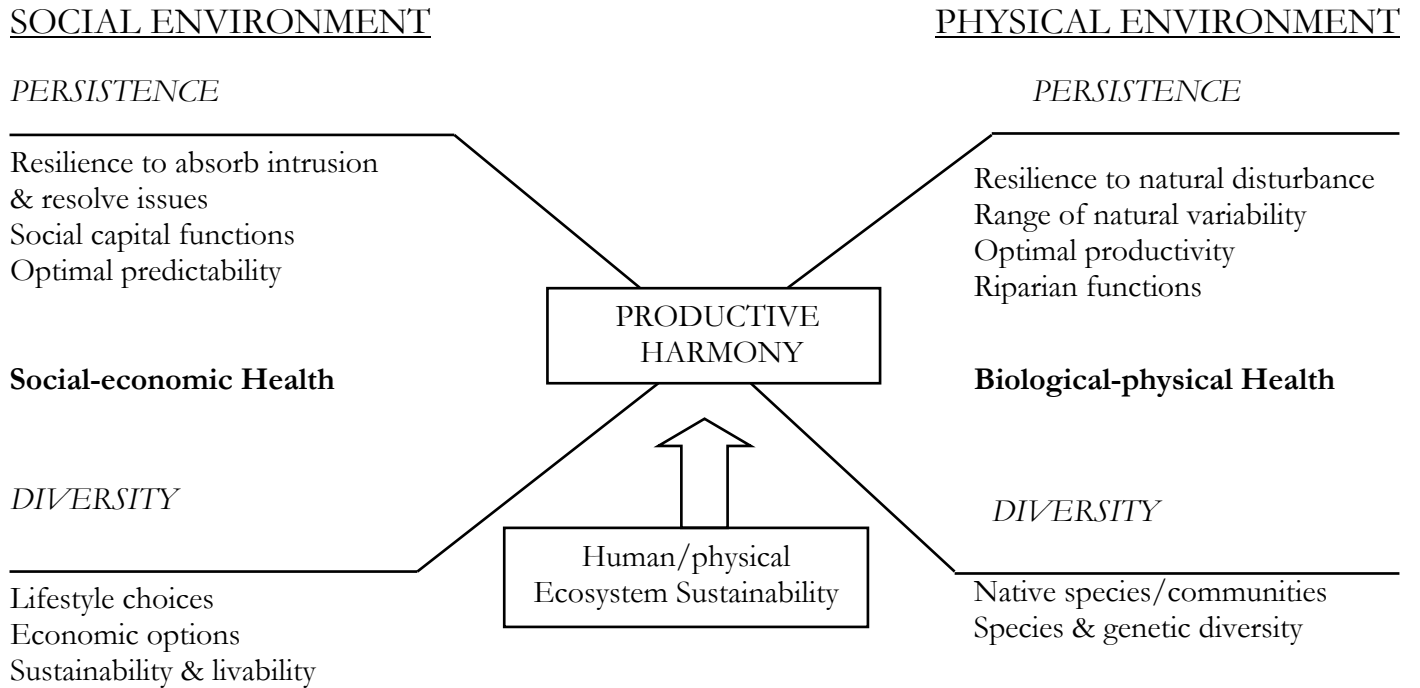
What this means is that every community has an informal system of social networks involved in caretaking, survival, and the maintenance of cultural systems. Truly incredible outcomes happen when informal community systems are accessed and people are related to within their own settings. Opportunity to create alignment between government institutions and everyday people is optimized when we understand what is actionable about the interests citizens express. This is a culturally-based approach to resource management, characterized by the “spit and whittle” tradition within the Forest Service. The process disciplines the political aspects by creating a middle ground (productive harmony). As interests from informal networks are brought in, the positions of extreme voices have less weight, and the agency has additional management options. When social ecology is applied, it leads directly to public policy formation that is responsive to diverse societal interests, and capable of being implemented with broad public support.

Since humans and nature rely on shared landscapes, the current status of “productive harmony” (the balance NEPA calls for between natural and human environments) has to be described (Figure One). Productive harmony is defined as a healthy, balanced state of an environment where both social and physical resources have high levels of persistence and diversity, enabling their sustainability. The value of the model is that it allows for the anticipation of changes throughout the bio-social ecosystem when a change occurs in any of the four legs. For example, persistence in the forest resource is desired by agency people for ecological reasons, and their choice of harvest methods has a direct bearing on persistence and diversity in the social environment. Local residents want diverse harvest methods to allow a greater distribution of economic benefits throughout the community, which leads to the enhancement of enterprise and job creation. The best opportunities for adaptive change are through this cultural alignment of the informal community systems and formal institutional systems in a community-based collaborative framework.

Social Ecology, as advanced in nearly forty years of application to natural resource decision-making is a model of responsive governance of watershed-based collaboration in a sustainability framework.² It allows the science of community to be applied to the planning and management of natural resources, with these salient features:

² Kevin Preister and James A. Kent, “Social Ecology: A New Pathway to Watershed Restoration.” In Watershed Restoration: Principles and Practices, by Jack E. Williams, Michael P. Dombeck and Christopher A. Wood, Editors. Bethesda, Md.: The American Fisheries Society, 1997.

Figure One:
The Productive Harmony Model of Bio-Social Ecosystem Management

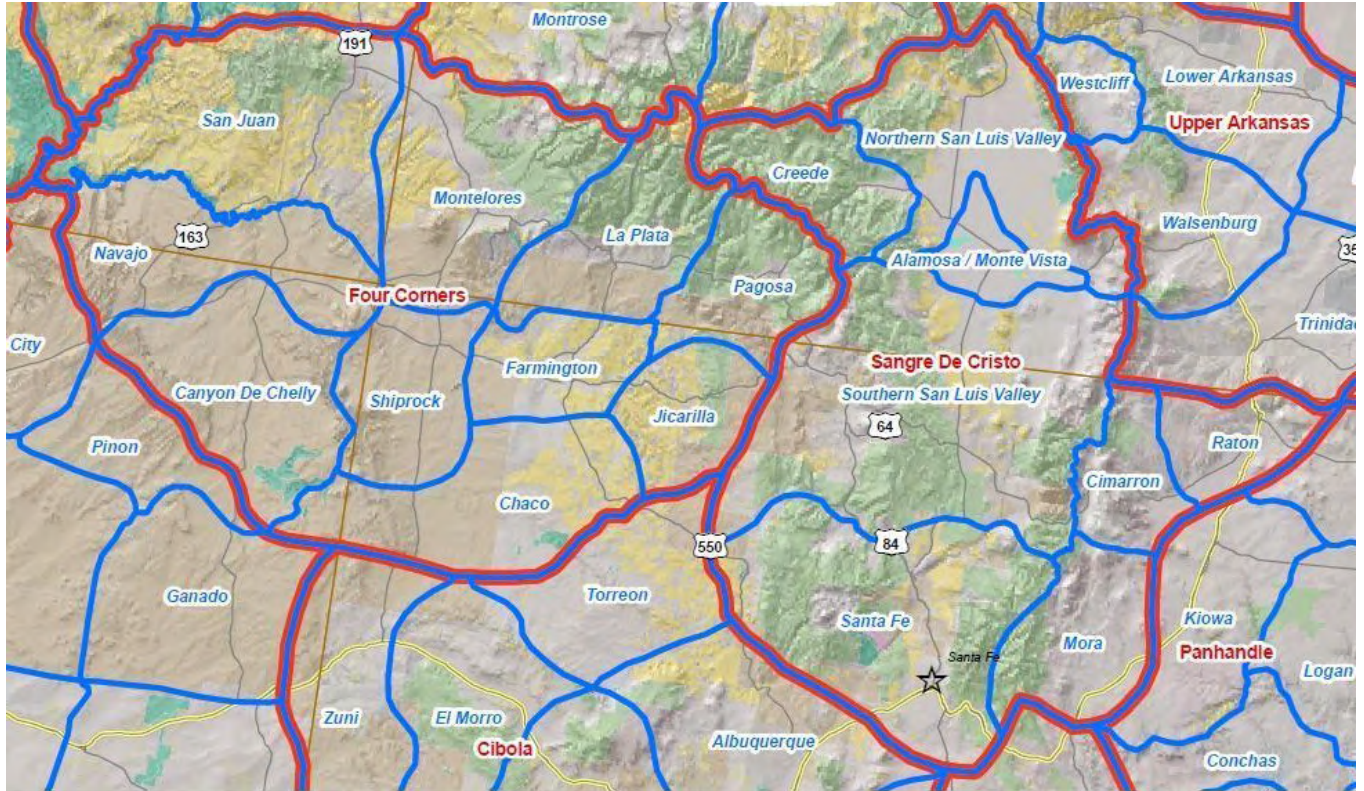


- Integrates a Bio-social Ecosystem Mapping system, which displays the social and ecological elements of human life in a spatial format, allowing for proactive and culturally grounded management. These units are natural units for watershed and landscape level collaboration.
- Acknowledges and uses informal networks for creative ideas, communication and project development;
- Stays actionable by being issue-based to avoid the ideological positional traps that block responsive management practices;
- Provides a means to address whether proposed action leads a bio-social ecosystem toward or away from the central intent of NEPA—productive harmony, the total ecology of physical, biological, social, cultural and economic elements;
- Recognizes a cadre of professional staff who have been trained in these methods and want administrative support to go forward; and,
- Creates benefits of having decisions which are supported and leverages resources to better manage public lands and enhance community sustainability.

Figure Two provides a sample map that shows two scales of bio-social ecosystems, the Social Resource Unit (SRU) and Human Resource Unit (HRU). The methodology for the

creation of these boundaries has been described elsewhere,³ and has been applied to natural resource planning

Figure Two: Bio-Social Ecosystem Units
The Four Corners and Sangre de Cristo Social Resource Units (SRUs—in red) with Human Resource Units (HRUs—in blue)



and management for about 35 years. Use of the maps has offered several advantages. The boundaries correspond fairly well with physical ecosystem boundaries, such as watersheds. They are able to offer a more robust interpretation of available social and economic information in a geographic area. And they are very useful in mobilizing citizens to participate in natural resource decision-making because they reflect the ways in which people relate to and actually use their landscape.

Bio-social ecosystem mapping suggests that the Forest Service, to fully engage in ecosystem management, cannot allow its administration to end at artificially-placed administrative boundaries. For example, years ago, the Forest Service wanted to integrate the management of the Rio Grande and San Juan National Forests. A cultural assessment revealed little social interaction between these areas because they straddled a cultural line

³ Kent, James A. and Kevin Preister, "Methods for the Development of Human Geographic Boundaries and Their Uses", in partial completion of Cooperative Agreement No. 1422-P850-A8-0015 between James Kent Associates and the U.S. Department of the Interior, Bureau of Land Management (BLM), Task Order No. 001, 1999.

at Wolf Creek Pass on the Continental Divide. JKA recommended instead that the Forest Service integrate management units along cultural lines. In this case, the San Juan NF would be linked to the Carson and Santa Fe National Forests, appropriately uniting the northern and southern San Luis Valleys in a management framework. The Forest Service chose not to follow the cultural boundaries but instead followed the regional administrative units where Region 2 and 3 divided at the state. The state line bifurcated the cultural unit, thus limiting ecosystem management which followed the Rio Grande water shed units. However, it did wisely withdraw its original decision when it became clear that a cultural line was breached. In any case, the map shows that there are four different national forests from three different Regions that are within the Four Corners Social Resource Unit.

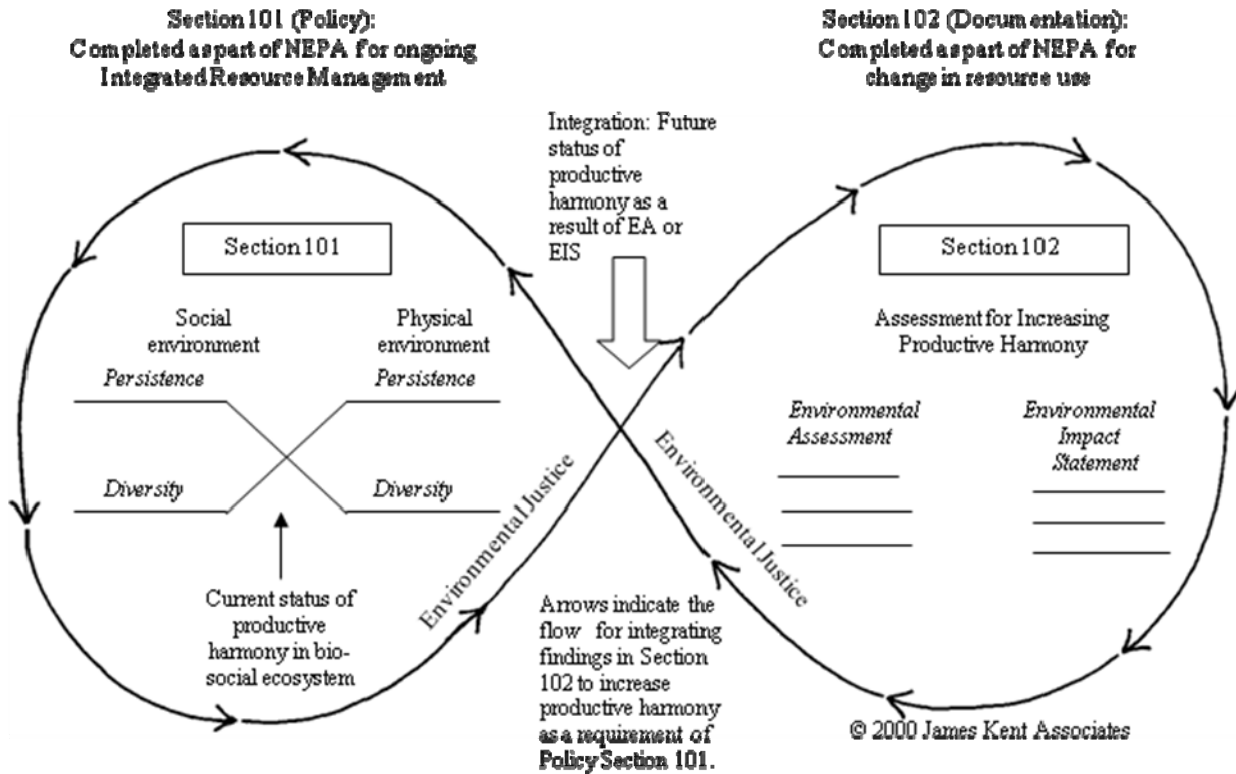
It is worth noting that the model of Social Ecology allows the central concept of NEPA, productive harmony, to be put into operation for the first time in a Forest Planning Rule, and fosters the ability of NEPA to be used as a collaborative tool during its implementation. Some land management offices have routinely begun to do what they refer to as “pre-NEPA work” which is fostering successful community-based collaboration before beginning the Section 102 NEPA process. This is precisely the focus on productive harmony envisioned in Section 101 of NEPA. In this way, the vision for the management of public lands becomes a shared process with citizen ownership. This dynamic is expressed in Figure Three.

In Figure Three, the figure eight suggests that if the documentation aspects of the NEPA process (Section 102) is driven by considerations of productive Harmony, based on the qualities of persistence and diversity in the social and physical environments, that the subsequent analysis is more focused and more efficiently applied. It lends itself to a collaborative process in which local knowledge is respected and utilized and in which science is integral to the operation and part of the collaborative process as well. Asking whether proposed actions lead a bio-social ecosystem toward or away from productive harmony is a good Planning Rule question, one which is focused on the policy intent of NEPA.⁴

⁴ Preister Kevin and James A. Kent, “Using Social Ecology to Meet the Productive Harmony Intent of the National Environmental Policy Act (NEPA),” Hastings West-Northwest Journal of Environmental Law and Policy, Volume 7, Issue 3, Spring, Berkeley, CA. Hastings College of the Law, 2001.

Figure Three

**The National Environmental Policy Act--
Optimizing Productive Harmony Between the
Social and Physical Environments**



Attachment B Success Stories

James Kent Associates was responsible for the program, Socially Responsive Management, in Region 2 of the Forest Service between 1976 and 1982, for which it was awarded the 75th Anniversary Gifford Pinchot Award. In 1995, it signed a five-year Assistance Agreement, and thirty-year map licensing agreement, with the Bureau of Land Management, to assist in the development of community-based management approaches. JKA participated in the development of and instruction in the Partnership Series suite of courses offered by BLM's National Training Center in Phoenix, Arizona covering "Learning Community," "Community-Based Ecosystem Stewardship," "Community Economic Assessment," "Place Based NEPA" and others still in the planning stages. These courses have brought us to over 50 different communities in the West that have led to well-grounded stewardship projects, new programs, and the formation of citizen-led stewardship groups. JKA assisted several BLM and Forest Service offices in project troubleshooting, land use planning, and management training. This has included the Field Offices of Phoenix (significant contribution in dealing with urban encroachment in rural areas through land use decisions), Yuma, Las Cruces, the Arizona Strip, the Central Oregon Initiative (Deschutes, Ochoco NF and Prineville BLM), and others. In 2002, we created a GIS product for the Willamette and Siuslaw National Forests, as well as the Eugene and Salem BLM Districts, in the southern Willamette Valley, Oregon (population: 800,000), with extensive community contact to identify trends, citizen issues, and opportunities. By making social and economic information visible through human geographic mapping, this information is now on equal terms with biophysical data in a manner that was not possible ten years ago. Our Human Geographic Mapping system has been adopted in land use plans in 15 different federal offices.⁵ Our natural resource work is summarized on our website.⁶

Building Bridges Project – In 1998, the White River National Forest began its revision of the forest plan. In examining the draft environmental impact statement it was discovered that there were no mechanisms in the stated forest goals and objectives or the standards and guidelines for collaboration with adjacent land owners, communities, or local governments. In light of the discrepancy, a local, state and federal intergovernmental cooperative was organized to develop workable processes for an all-lands approach to national forest management. The result of the two year collaboration was a management prescription called "Intermix" which addressed areas of the forest with a high percentage of mingled land ownerships in a multi-jurisdictional, cross-boundary, and shared decision making manner. In addition, special attention was given to cross-boundary impacts on adjacent lands flowing both ways across the national forest boundary. River restoration, community wildfire protection plans, and continuous trail systems were a few of the immediate successes. The primary success however, was the establishment of a collaborative all lands approach to forest management that served as the platform for the development of the Colorado Bark Beetle Cooperative in 2005 to address the unprecedented bark beetle outbreak that has affect over two and a half

⁵ Kent, James A. and Kevin Preister, "Methods for the Development of Human Geographic Boundaries and Their Uses", in partial completion of Cooperative Agreement No. 1422-P850-A8-0015 between James Kent Associates and the U.S. Department of the Interior, Bureau of Land Management (BLM), Task Order No. 001, 1999.

⁶ <http://www.jkagroup.com/clients/government.html>

million acres of Lodgepole pine in the region. The Chief of the USDA Forest Service presented the White River National Forest, the Northwest Colorado Council of Governments, and Colorado State University with the USDA's Rural Leadership Award for the project in building rural capacities and collaborative approaches to federal lands management.

Colorado Bark Beetle Cooperative is a place based, regional, multi-stakeholder collaborative addressing the impacts of the bark beetle outbreak in high elevation Lodgepole pine forests on lands of all ownerships and jurisdictions. Although the collaborative began in 2005 as a local, state and federal intergovernmental cooperative, it grew to be a true collaborative involving more than one hundred twenty-five organizations and individuals. The collaborative is comprised of citizen based interest groups, private industry, universities, private land owners, not-for-profit organizations in addition to the original governmental governing boards and agencies. Working collaboratively in a consensus environment, the Colorado Bark Beetle Cooperative has been effective in policy level accomplishments that facilitate on the ground actions. The accomplishments of the Colorado Bark Beetle Collaborative include state and federal legislation, local, state and federal budget allocations, generation of new funding sources, identification of priority acres for treatments across jurisdictional boundaries, removal of administrative barriers that hinder on the ground work, incentives for private industry, and public awareness that has led to acceptance of treatments. The four goals of the collaborative are protection of human life, public infrastructure, and water supplies and the development of more sustainable and resilient communities located in a disturbance driven ecosystem.

Community-Based Reform of Oil and Gas Production, BLM, Farmington, New Mexico (2001) - James Kent Associates worked for the Bureau of Land Management (BLM) office in Farmington, New Mexico throughout 2001. This area was experiencing intense pressure for greater oil and gas leasing, stimulated by market demand and administration directives. The Discovery Process showed extensive and widespread issues related to conditions created by current oil and gas leasing. While the drilling permits within the BLM office stipulated all the right things—reclamation within so many days, re-vegetation of disturbed areas, the fencing of toxic water from livestock, removal of equipment, and other features, the conditions on the ground did not correspond. Citizens had widespread issues related to the failure of revegetation and reclamation, noise, and wildlife impacts. Significant opportunities for improvement emerged because this information was identified early before widespread polarization, BLM leadership was attuned to the need for reform, and JKA helped them stay at the network level of communication. The local BLM manager negotiated agreement with industry to provide \$1000/acre for reclamation, of which ranchers could apply for half. Ranchers were much more successful in re-seeding efforts than the oil and gas companies, and they had interest in diversifying their income sources, so this approach worked in creating a shared approach to stewardship.⁷

⁷ For the project document, see to: <http://www.jkagroup.com/clients/farmington.pdf>.

Attachment C The Social Ecology Group—Team Background

Lyle Laverty is a natural resource professional with over four decades of practical experience as a field forester and senior executive leadership assignments at state and federal levels. Lyle brings practical experience, people skills and in-depth knowledge of agency statutes and policies. Confirmed by the Senate, he recently served as Assistant Secretary of the Interior for Fish and Wildlife and Parks. He has extensive experience in resource planning and project implementation. His diverse leadership assignments include timber management, recreation planning and management, tourism development, Wilderness management and wild land fire strategy and policy development. Lyle is a highly respected natural resource professional. He has been a member of the Society of American Foresters since 1973. In 2006 he was elected to represent Colorado, Wyoming, Montana, South Dakota, Utah, Arizona and New Mexico on the national SAF council. Lyle has served on the board of Directors of the National Association of State Park Directors and the National Recreation and Parks Association. He is a graduate of Humboldt State University with a BS in Forest Management, a Master of Public Administration from George Mason University, and Harvard University's John F. Kennedy School of Government Executive Leadership Program. He is a Registered Professional Forester in California and maintains a Certified Forester registration with the Society of American Foresters

James Kent is known internationally as a community organizer, a social ecologist, social activist, and an entrepreneur. He has successfully built three businesses that foster a crisis prevention social and cultural model for action. His first company, the JKA Group, trains and consults locally, regionally, nationally and internationally with private and public organizations. The non-profit organization, The Center for Social Ecology and Public Policy teaches policy formation through the lens of social ecological principles. Natural Borders, LLC is a human geographic mapping company using the overlay of human and cultural boundaries for mapping social landscapes within which people live and work and play. He developed a social, economic and ecological model for action, known as The Discovery Process. This process applies specific tools used to assist governments, businesses and individuals, to use their culture to gain participation, predictability and control of their lives. He lectures and teaches widely on the importance of the use of these informal systems. Jim Kent's work accelerated local acceptance of cell phones for international telecommunication companies entering Pacific Rim by designing pre-crisis management systems based on informal networks, a social mechanism for making decisions in Pacific cultures, as a core marketing strategy. He developed the hallmark Social Responsive Management system within the United States Forest Service, and was awarded the 75th Anniversary Gifford Pinchot Award. Mr. Kent assisted with the development and implementation of the Great Society Programs that included: Head Start, Neighborhood Health Centers, and Administration of Justice and Teacher Corps. He has worked 12 years with the Bureau of Land Management in assisting Field Offices to work with community based stewardship and adaptive management principles. The BLM has adopted his Human Geographic Mapping system.

Gary Severson has forty years of experience in collaborative community approaches addressing issues ranging from desegregation of public schools and the siting of industrial waste facilities to the sustainability and livability in mountain communities and multi-stakeholder partnerships concerning forest insect and disease. Working in both the public and private sectors, he has repeatedly and successfully applied the concepts of social ecology in the spirit of collaboration to craft workable solutions to complex issues affecting the physical, economic and social environments of individual communities and regions alike. In 2001, he was presented the USDA's Rural Leadership Award for his work in developing cross-boundary, collaborative approaches to land management in the revision of the White River National Forest Plan. In 2007 and 2008 he was one of two non-Forest Service persons selected to join a national cadre, representing communities, developing a collaborative approach to forest plan revisions. He is a co-organizer and the current chair of the Colorado Bark Beetle Cooperative, a place based stakeholder collaborative addressing the impacts of the current bark beetle outbreak on the social ecology of the high elevation Lodgepole pine region of the state. He holds a degree in social science and communications from Drake University.

Richard Stem is an experienced and highly respected professional forester with 28 years of resource management experience in government organizations. He is recognized as a versatile leader with the ability to develop and lead diverse external and governmental teams and organizations. Mr. Stem has broad experience in program management including engineering, biology, geology, archeology, construction, finance, administration and logistics, as well as developing external partnerships and conflict resolution. He is recognized for his unique ability to achieve quality and timely results, often under challenging conditions, by working effectively with and through the people involved. Additionally, his experience with the ICS system and its utilization on catastrophic events and restoration has been extensive. Mr. Stem currently possesses a Top Secret Sensitive clearance used with prior work in Homeland Security.

Kevin Preister has worked for 30 years to foster citizen empowerment in areas ranging from urban redevelopment to water and recreation development. In the last several years, he has focused on natural resource management and has worked extensively with key federal agencies, notably the Bureau of Land Management, the U.S. Forest Service and others, to institutionalize management practices that reflect and build upon cultural practices and local routines. In both project work and through management training programs, Kevin has assisted agencies in enhancing "productive harmony" between the human and physical environments by "working through the culture." Dr. Preister also has focused on human service delivery and poverty reduction, working on one of the first welfare reform projects in the State of Oregon in West Medford. He received his doctorate in economic anthropology in 1994 from the University of California at Davis and resides in Ashland, Oregon.