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COOPERATIVE ASSISTANCE, RESEARCH, AND
EXTENSION LEGISLATION

GOVERNMENT

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HEARING

BEFORE THE

SUBCOMMITTEE ON FORESTS

OF THE

COMMITTEE ON AGRICULTURE

HOUSE OF REPRESENTATIVES

NINETY-FIFTH CONGRESS

SECOND SESSION

ON

H.R. 8020, H.R. 8021, H.R. 8022, H.R. 8822,
and H.R. 10618

FEBRUARY 2, 1978

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COOPERATIVE ASSISTANCE, RESEARCH, AND EXTENSION LEGISLATION

THURSDAY, FEBRUARY 2, 1978

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON FORESTS OF THE
COMMITTEE ON AGRICULTURE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:08 a.m., in room 1301, Longworth House Office Building, Hon. James Weaver (chairman of the subcommittee) presiding.

Present: Representatives Ammerman, Krebs, and Symms.

Staff present: Fowler C. West, staff director; Eleanor Walsh, clerk; Dennis Le Master, Nick Ashmore, and Rita DeSimone.

Mr. WEAVER. The Subcommittee on Forests of the Committee on Agriculture will be in session.

Today the Subcommittee on Forests is holding a hearing on H.R. 8020, a bill concerning Federal cooperative assistance programs for States and private forest landowners; H.R. 8021, a bill concerning forest and rangeland renewable research by the Forest Service; H.R. 8022, the Forest Resources Extension Act; H.R. 8822, a bill which requires the Secretary of Agriculture to report periodically on the status, condition, and productive potential of private forest lands; and H.R. 10618, the Renewable Resources Extension Act, which supersedes H.R. 8022 and which was introduced on January 30, 1978 in the House of Representatives.

[These bills may be found on p. 117.]

Mr. WEAVER. We will begin with two administration witnesses. After they have testified, the remaining witnesses will each have 10 minutes to present their statements. Because we have 19 witnesses, I am going to have to make sure that this 10-minute limit is kept by myself, the witnesses, and other members of the subcommittee.

The statements themselves will be included in the hearing record.

As our first witness, I am privileged and honored to have my good friend and an excellent spokesman for the administration, Dr. J. Rupert Cutler, Assistant Secretary of Agriculture.

Dr. CUTLER. Thank you, Mr. Chairman, and members of the committee. It is good to be with you again.

Mr. WEAVER. Would you identify your associates, please?

Dr. CUTLER. With me are John McGuire, Chief of the Forest Service, and Dr. Neill Schaller, Deputy Director for Extension, Science and Education Administration, USDA.

[The prepared statement of Mr. Cutler follows:]

STATEMENT OF M. RUPERT CUTLER, ASSISTANT SECRETARY FOR CONSERVATION, RESEARCH, AND EDUCATION, UNITED STATES DEPARTMENT OF AGRICULTURE; ACCOMPANIED BY JOHN R. McGUIRE, CHIEF, UNITED STATES FOREST SERVICE, AND W. NEILL SCHALLER, ACTING DEPUTY DIRECTOR FOR EXTENSION OF THE SCIENCE AND EDUCATION ADMINISTRATION

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

Thank you for the opportunity to participate in your consideration of legislation to guide the Federal Government's role in non-Federal forest management, in forestry research, and in forestry extension.

The bills--H.R. 8020, 8021, and 8022--would consolidate, update, and strengthen the Department of Agriculture's present forestry programs. We support your efforts to accomplish this much needed revision. Nine separate authorities would be replaced by the three bills. These authorities date back to the early 1920's--they are landmark legislation in forestry. Each bill before you clearly states the policy of Congress with respect to the present need for programs directed to private forest lands, forestry extension, and forestry research. H.R. 8020 and H.R. 8021 would closely tie cooperative forestry and forestry research authorities to the Forest and Rangeland Renewable Resources Planning Act of 1974. As such, they would complement the National Forest Management Act of 1976. H.R. 8022 would complement the Smith-Lever Act which has guided the Department's extension education programs for 64 years. I would like to discuss each bill in more detail.

H.R. 8020--Cooperative Forest Resource Assistance

H.R. 8020 would provide forest resources assistance to States and others on a cooperative basis. The bill recognizes the importance to the Nation of the need to increase the productivity of forest lands in private, State, and local government ownerships, and to improve the utilization of these resources. Assistance provided would be consistent with the principles of multiple-purpose forest resources management and enhancement of environmental values. It provides for rural forestry assistance, forestry incentives, insect and disease control, urban and community forestry assistance, rural fire prevention and control, management and planning assistance, and cooperative technology implementation. It calls for consolidation of Federal payments to State forestry agencies. It strengthens the catalytic role of the Federal Government and the action role of the State forestry organizations.

We recommend enactment of H.R. 8020. However, we have a number of recommended amendments. We will discuss major amendments as we discuss the program elements contained in the bill. We have provided the Committee with our recommended amendments and will follow up with our Departmental report in the next few days.

Section 202--Rural Forestry Assistance combines three existing programs that now provide technical and financial assistance to States to help them carry out forest management activities on non-Federal forest lands. The "service forestry" program provides professional forestry advice to forest landowners. Landowners would be encouraged to implement recommended practices to improve productivity and to increase the flow of

goods and services from the lands. Tree seedling production assistance programs would continue. The tree improvement program would continue to aid States in developing and carrying out an effort to genetically improve tree seedlings.

Section 203--Forestry Incentives provide cost-sharing grants to nonindustrial private forest landowners to encourage the development, management, protection, and utilization of these lands. This program continues the effort begun under Title X of the Agriculture and Consumer Protection Act of 1973. It modifies some provisions of that Act relating to landowner eligibility. It also strengthens the role of the State Forester in the technical and operations aspects of the program, although the State and county Agricultural Stabilization and Conservation Service offices would continue to handle the administrative requirements of the program.

Section 204--Insect and Disease Control programs would expand the Forest Pest Control Act of 1947. Trees, shrubs, and wood in storage or use, regardless of location and including urban areas, would be included. Control action on private lands would require the concurrence of the landowner. We recommend deletion of the special fund provisions in subsections (g) and (h). The need for special contingency funds can be handled through general authority available to the Department.

Section 205--Urban and Community Forestry Assistance. We recommend that detailed provisions for an Urban and Community Forestry Assistance program not be included in the legislation. The Department will continue to support limited programs in these areas through State Foresters and Extension Service activities. We are not in a position to recommend a major emphasis on these programs.

Section 206--Rural Fire Prevention and Control combines the 55-year-old Cooperative Forest Fire Control Program and the Rural Community Fire Prevention Program first authorized in 1972 to provide for a comprehensive program. We recommend deletion of the special fund provision in subsection (f). The Disaster Relief Act of 1974 authorizes the President to provide assistance including grants, equipment, supplies, and personnel to any State for the suppression of any fire on publicly or privately owned forest or grasslands. Assistance is provided when fires threaten destruction that would constitute a major disaster. The program provides a means for the Federal Government to respond to the most urgent needs of States facing critical fire situations and, therefore, it is our judgment that the provisions of H.R. 8020, which would authorize a special rural fire disaster fund, are not needed.

Section 207--Management and Planning Assistance would establish authority for USDA to assist States in achieving more efficient cooperative forestry programs and in State forest resource planning. Included in management assistance are matters related to organization management, program planning, budget and fiscal accounting services, personnel training and management, and recordkeeping. State participation in forest resource planning is essential. This would include efforts that relate to water pollution control, coastal zone management, surface mining reclamation and renewable resources management. This latter relates to State involvement in the periodic Renewable Resources Assessment and Programs as required by the Renewable Resources Planning Act of 1974.

Section 208--Cooperative Technology Implementation emphasizes the need to assure that cooperative forestry programs incorporate the latest scientific knowledge and technologies. Examples of activities to be carried out include pilot testing, development of information systems, testing of forestry chemicals, and training State forestry personnel in the use of new technological advances. These activities would be fully coordinated with education activities of the forestry extension program. We recommend the addition of language to provide for the study of tax laws, methods, and practices. This authority is now contained in section 3 of the Clarke-McNary Act.

Section 209--Consolidated Payments provide an option to the present functional cost-sharing formulas for the cooperative forestry programs. Federal financial assistance to State forestry agencies would be provided without the limitation of the matching requirement of individual programs. The State would have to at least match the annual amount of Federal funds provided for that State's total forestry program. The consolidated payment would be based upon State forestry programs developed in advance by the State agency. This new authority would provide more flexibility in the utilization of Federal funds and allow targeting of Federal funds to help meet specific State needs. This would not include funds appropriated under the Forestry Incentives Program.

Section 210--General Provisions include direction to coordinate the activities with activities of other USDA agencies. Also, the bill reemphasizes our strong emphasis on the utilization of private agencies and consultants, firms, and individuals. It would encourage expanded

opportunities for private enterprise. Appropriations under this bill would be available until expended, providing USDA with the flexibility needed when dealing with 53 units of government having different fiscal year starting dates and legislative appropriation processes. A committee of five State Foresters or other appropriate State officials would assist the Secretary in developing these programs. We recommend that this assistance be through consultation rather than a requirement of concurrence.

The bill also requires a report to Congress on the status, accomplishments, needs, and work backlogs for the cooperative forestry programs as part of the reporting now required by the Forest and Rangeland Renewable Resources Planning Act.

With regard to appropriation authorization levels contained in the bill, we recommend that all levels be described as "such sums as may be needed." The Renewable Resource Program coupled with the Agriculture Committee's annual review of budget requests provide a more effective congressional oversight than a set authorization level. In this same regard, we believe programs should be authorized, but need not be directed. A supplement with specific amendments has been provided to the Committee.

H.R. 8021--Renewable Resources Research

H.R. 8021--the second bill before the Subcommittee--would revise comprehensive authority for forest and rangeland research within the Department of Agriculture. Our current forestry research authorization comes from the McSweeney-McNary Act of 1928. Although this Act has generally served our forestry research needs well, changes in forestry research demands have occurred in the past 50 years that are not adequately reflected in the 1928 Act. H.R. 8021 was also developed in concert with the McIntyre-Stennis Act of 1962, which guides Federal participation in forestry research at 61 forestry schools.

H.R. 8021 responds to previous criticisms of USDA research in studies of the National Academy of Sciences, by the oversight hearings of the House Committee on Science and Technology, and by the recent report of the Renewable Natural Resources Foundation on forestry research policies. H.R. 8021, for example, encourages higher quality research, more attention to basic research, improved coordination mechanisms, and development of additional centers of excellence.

H.R. 8021 would preserve the sound statutory base of the McSweeney-McNary Act but provide updated, clearer, and more specific language as a basis for a long-term, comprehensive forestry research program. I would like to mention here that USDA, in cooperation with the National Association of State Universities and Land Grant Colleges, has just completed a year-long effort to identify a National Program of Research for Forests and Associated Rangelands.

In addition to the overall modernizing and clarifying effect, H.R. 8021 would benefit Federal forestry research in several other ways. First, the bill would place special emphasis on the need for increased cooperation and coordination among Federal and State agencies, universities, private interests, and other groups involved in forestry research. It would also provide guidance to prevent duplication of research and to balance long-term needs with short-term needs and basic with applied research.

Second, by authorizing competitive grants for forest and rangeland research, H.R. 8021 would help improve the quality of forestry research programs by encouraging all qualified scientists to participate in research. Competitive grants also would increase the Secretary's flexibility to meet new and evolving research needs and challenges on a timely and coordinated basis. Under the newly created Science and Education Administration, the Department already administers a \$15 million research program aimed at increasing the basic knowledge required to meet national and world food needs. We believe the benefits of a competitive grant program also should be available to the forestry sciences, and H.R. 8021 would fill this present gap.

Third, H.R. 8021 would clarify some of the "gray areas" of our current forestry research authority. For example, H.R. 8021 would make clear that fish, esthetics, recreation, and wilderness are resources for which forestry research is to be conducted, and that the scope of forestry research extends to rural, suburban, and urban areas. The bill also would provide a firm statutory basis for conducting research into renewable resource problems and situations that have emerged over

the years such as the effects of air pollutants, noxious plants, and weather and other climatic conditions on forest and range vegetation.

Fourth, the bill would strengthen international forestry research and development programs with Canada, Mexico, Latin America, and other countries. This will help increase our understanding of world trade in wood and wood products, improve our control of insects, disease, and plants pests introduced into the United States, and lead to more rapid adoption, worldwide, of forestry technology.

These are only a few of the more significant benefits that we in the Department believe enactment of H.R. 8021 would bring. I would be pleased to discuss any of the other provisions of the bill during the question and answer period. We do propose several amendments, mostly technical ones, which we have provided to the Committee.

Before moving on to discuss the extension forestry bill, I would like to add another reason why consideration of H.R. 8021 is timely. As you know, Title 14 of the Food and Agriculture Act of 1977 greatly strengthened the coordination and planning of agricultural research, including forestry. One means of meeting the objectives of Title 14 is through the Science and Education Administration (SEA) which we have recently created in USDA. We will establish a strong natural resources research and extension program in SEA which will be fully coordinated with forestry research conducted by the Forest Service, other USDA agencies, other Federal agencies, the States, universities, and industry. An organization table for SEA is available for inclusion in your hearing record.

These administrative actions, coupled with Title 14 of the Food and Agriculture Act and enactment of H.R. 8021 with the amendments we propose, will result in the most comprehensive program base for Federal forest and rangeland research we have ever had. This will assure that a workable framework and organization exists to meet future research needs and challenges in the management, protection, and utilization of renewable natural resources.

H.R. 8022--Forest Resources Extension Program

H.R. 8022 would highlight and update the Department of Agriculture's education program directed to private forest landowners which is carried out through the land grant university system. It would ensure that this program remains complementary to the cooperative forestry programs and forestry research. We recommend enactment of this bill. However, we would like to offer amendments which I will describe in the following discussion. These will be detailed in our Departmental report.

H.R. 8022 would authorize the Secretary of Agriculture to provide educational programs to help individuals recognize and analyze forest-related problems, to transfer technology from forestry research, and to provide the best available information for decisionmaking. Special attention would be given to the needs of small nonindustrial forest owners, vendors, forest operators, and the owners and managers of small wood processing plants. The educational programs would both keep professionals in forestry and related fields appraised of new technology and its application and help forest landowners find sources of technical, financial and other services, use research and educational materials, and bring other expertise to bear on their problems. These programs would help to provide factual information as a basis for public policy decisionmaking, and thereby strengthen local leadership.

The bill would require the Secretary, within one year of enactment, to submit a report describing the Department's plan to carry out the

forestry extension program. This program would cover the full range of educational activities envisioned by the bill.

The bill provides an separate, annual authorization level of \$15 million, to be provided through section 3(d) of the Smith-Lever Act. We do not believe a new separate categorical Extension authority is necessary to carry out the intent of this bill. We strongly recommend that the Congress amend the current authorization for the Smith-Lever Act to allow provision for earmarking Extension Service appropriated funds for forest resource extension activities. We envision that this would be accomplished by allowing "such sums as may be needed" to be designated.

We also propose that H.R. 8022 refer specifically to the Users Advisory Board established pursuant to section 1408 of the Food and Agricultural Act of 1977 to enable this Board to review and make recommendations pertaining to programs which would be conducted under this legislation.

I am aware that a revised version of H.R. 8022, H.R. 10618, has been recently introduced. Time has not permitted us to clear testimony on all the details of the revised bill, but I would be willing to answer questions on it, and I will submit a written statement for the record at a later time.

Closing Statement

The consideration of these bills comes at a most opportune time. As you are no doubt aware, the President, in his May 23, 1977, Environmental Message to Congress, directed that USDA make a comprehensive review of the Cooperative Forestry Program in order to determine where improvements can be made to encourage better management of the Nation's private forest lands. The Message cited these lands as offering the greatest challenge to American Forestry today. The study was to examine whether the present array of Federal/State cooperative programs were accomplishing their purpose.

The study was made over a ten-week period last summer and involved the efforts of five USDA agencies having interests in forestry. The study considered the need for measures to:

- Assure forestry programs support national environmental goals.
- Assure that assistance to non-Federal forest owners will emphasize interdisciplinary planning and multiple use management.
- Improve the capability of private forest lands to meet the need for wood.
- Prevent and control pollution, fires, and insects and diseases that damage forests.
- Improve and maintain fish and wildlife habitats, particularly those that are critical for threatened and endangered species.
- Strengthen planning and management capabilities of State and local forestry agencies.

--Provide financial assistance to State forestry agencies on the basis of State forestry plans rather than through the present fragmented approach.

In reexamining this direction, I am struck by the similarity between this review and the policies and purposes set forth in the bills being considered today. Clearly, we are on the same track and headed in the same direction as the sponsors of this legislation.

The report, entitled "The Federal Role in the Conservation and Management of Private Nonindustrial Forest Lands," was delivered to the President on September 13, 1977. In his transmittal letter, Secretary Bergland said, "It is clear that nonindustrial private forest landowners, in aggregate, must play an increasingly important role with regard to meeting future demands for forest products and services. It is equally clear that the Federal and State governments, in cooperation with the private sector, have an appropriate and necessary role in assuring these lands are protected, managed, and used to benefit the public as well as the owner."

While the report did not make specific recommendations with regard to the Federal program, it did set forth four general approaches to the problems of raising the level of management on private forest lands:

--Education programs inform landowners of opportunities of protecting and managing their lands and of sources of assistance. They are prerequisite to success in gaining wider participation in other programs. They provide the landowner a rational basis for deciding how to manage his land.

- Technical Assistance and Services must be available to landowners who decide to develop their forest resources. These owners, as a group, do not have the skills, equipment, or market information to carry out a forest management program. They often do not understand how one forest resource use can complement another.
- Incentives, which include cost-sharing, credit, insurance, and Federal and State tax policies, can be cost-effective means of stimulating landowner interest when properly designed and administered.
- State forestry planning is needed to guide Federal and State expenditures to achieve forestry goals. State plans permit individual States to select approaches and focus on problems deemed most important to them. At the same time, better coordination between agencies can be achieved.

You will recognize that these four approaches broadly define an array of Federal effort to aid private forest landowners. All are being used to some extent currently and all are complementary. I suggest that they are also closely parallel to the programs set forth in the three bills being considered today.

An important part of our cooperative forestry program is the coordination of effort among agencies having programs directed to forest landowners. We have recently strengthened a team approach that stresses cooperation and coordination among agencies. We seek cooperative programs which complement each other, and which maximize individual agency contributions.

We held a conference last fall to which representatives of USDA and cooperating State agencies were invited. That conference provided us with a set of action recommendations; one item is an updated USDA Interagency Agreement on Forestry. This agreement has as signers the five USDA agencies with responsibilities in related areas. In addition to these agencies, cooperating organizations (several of which are represented in this hearing), have been invited to formally concur in the Agreement. I am pleased to report to you today that this Agreement has just been consummated on the part of the five agencies. I would like to submit a copy of the Agreement for the record.

A second action item was to develop a Secretary's Memorandum designed to further strengthen interagency coordination. Secretary Bergland has signed such a memorandum and I have a copy for the record of this hearing.

As a third step, we have restructured the Department of Agriculture to better coordinate research, extension, and teaching programs in all subjects, including forestry. A new agency, the Science and Education Administration, combines what were formerly the Agricultural Research Service, Cooperative State Research Service, Extension Service, and National Agricultural Library into a single agency. Extension is retained as a unit under a Deputy Director within SEA. It is being restructured to identify a separate natural resources staff to complement a structure, which already exists in some universities.

In FY 1975, State extension services had 180 forestry and wildlife specialists, 39 fisheries, and aquaculture specialists, and about 80 other specialists supported by the Department of Commerce Sea Grant Program. The creation of a natural resources staff in the Extension unit of SEA will enable us to begin to forge a strong Federal-State natural resources extension program nationwide, with greater emphasis on wildlife and other noncommodity natural resources.

We believe that our reorganization and coordination efforts within USDA, coupled with the programs provided for in H.R. 8020, 8021, and 8022, will provide an improved and more effective Federal/State/private team approach to solving the problems and meeting the needs of the owners, managers, and users of our non-Federal forest lands.

This concludes my prepared statement. I will be happy to answer your questions.

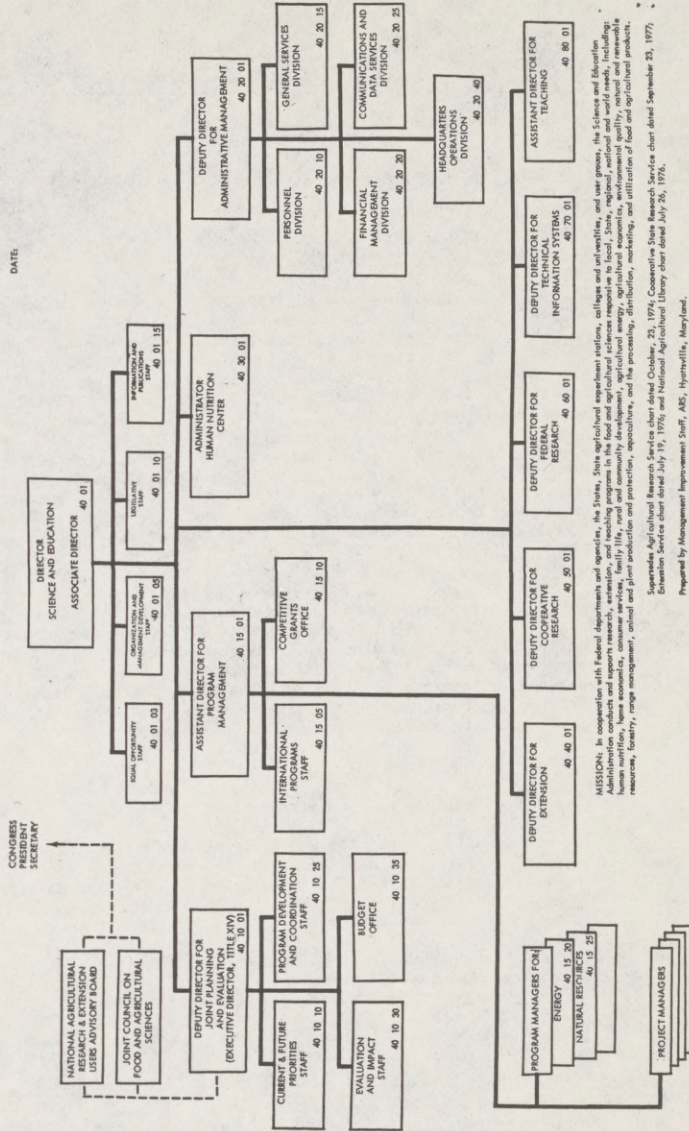
(Attachments to Mr. Cutler's statement follow:)

U. S. DEPARTMENT OF AGRICULTURE
SCIENCE AND EDUCATION ADMINISTRATION

RECOMMENDED: Assistant Secretary for Conservation,
Research and Education

APPROVED: Director of Economics, Policy Analysis and
Budget

DATE:



UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE

WO

REPLY TO: 1540 Intradepartmental

JAN 30 1978

SUBJECT: USDA Interagency Agreement on Forestry

TO: All Line & Staff Officers, FS, SCS, SEA,
ASCS and FmHA

This memorandum supersedes the ES, SCS, FS tripartite memorandum of October 6, 1966 that was revised on February 11, 1974. The Agricultural Stabilization and Conservation Service, Farmers Home Administration and the Science and Education Administration (SEA) have been added as signatories. The latter includes activities formerly handled by ES and CSRS. Formal concurrence is being sought from cooperating organizations.

Each of the signatory agencies have statutory and delegated authorities bearing on the subject. (Sections 2.57, 2.60, 2.62, 2.65, 2.70 Subtitle A, Title VII of the Code of Federal Regulations are attached for reference.) Other memoranda and agreements are relevant; such as the April 15, 1968 Memorandum of Understanding on river basin planning.

I. Purpose

This agreement is intended to further clarify responsibilities of the USDA agencies with respect to the protection, development, management, and utilization of the Nation's privately owned forest resources, urban forestry; wood processing and utilization; technology transfer; incentives and related activities. It is also intended to foster a high level of cooperation and coordination among the agencies and their cooperators at National, State and local levels.

II. Objectives

The specific objectives of this agreement are:

1. To identify, prescribe and implement an optimum mix of education, technical services, and incentives in forestry programs and activities. This is to be based on the specific needs of the situation and the strengths, capabilities and competencies of the various agencies and organizations involved.
2. To develop mutually supported working relationships that provide a visible, effective and persuasive demonstration of interagency coordination and cooperation at the National, State and local levels.

3. To support and strengthen State and local agencies in their efforts to achieve viable and productive roles in forestry activities.
4. To emphasize the importance of multi-purpose management of forest and related resources -- specifically, recognizing the non-commodity benefits as well as timber production goals.
5. To design and build an extension component into all relevant forestry activities and programs--at the formative stage of new efforts, and through modification of ongoing or expanding programs as appropriate.

III. Technology Transfer

Technology transfer has two primary and essential components -- "education" and "service". The following will guide agency personnel in technology transfer activities:

1. SEA has the lead role in the "education" component and has group audiences as the primary target and clientele. Whenever feasible, extension professionals should be offered a lead role in handling proposed group meetings of an educational nature.
2. Forest Service/State Foresters and Soil Conservation Service/Conservation Districts have the lead role in the "service" component and have one-on-one, on-site situations as their primary targets and clientele. Forest Service/State Foresters are responsible for forestry plans, recommendations and technical assistance, etc. SCS/Conservation Districts are responsible for soil mapping and soil-related forest management interpretations, technical assistance in land use decision-making and on-site resource planning assistance.
3. Educational efforts by FS/State Foresters, SCS/Conservation Districts and ASCS will be appropriate and needed in some one-on-one, on-site situations for example, when a SCS resource planner or State CFM forester meets with a landowner on his property to determine the owner's objectives, explain opportunities, and review alternatives. ASCS will provide information to landowners who request cost-sharing assistance and will refer them to the appropriate technical agency for technical assistance.
4. Similarly, extension professionals will provide some one-on-one, on-site "service" activities needed to meet certain demonstration or similar opportunities.

5. In many group meetings of a forestry education nature, it is necessary, desirable and appropriate to involve qualified specialists from all agencies and sources--for example, as instructors, discussion leaders, or resource people.

6. Extension and forestry school professionals should strengthen continuing forestry education efforts directed toward graduate foresters and other professionals. They should also help instruct county agents, district conservationists, ASCS and FmHA field personnel and others concerning forestry programs, sources of assistance, etc.

7. USDA education, technical services and incentive programs should be targeted as much as possible toward the most productive and significant non-industrial private forest lands--on a cost-effective basis. For example, wider use should be made of soil surveys and similar tools.

8. In many situations, a multiple-agency approach is needed to strengthen program performance. For example, in providing feedback to researchers all agencies have a share of the responsibility. Technology transfer should be strengthened through closer links between researchers and action programs.

9. Urban forestry presents a special technology transfer challenge for USDA agencies and their cooperators. Education, technical services and the necessary underlying research efforts should be provided in the context of existing urban forestry programs, laws and working arrangements that have been established in many States, cities and communities. Items 1-6 above apply to technology transfer in urban forestry. More specific agency roles are:

a. SEA offers educational programs in forestry, home horticulture, soils, entomology, pathology, landscape architecture, tree selection and care, environmental protection and other related subjects. Audiences include municipal officials and professionals, homeowners, the horticulture industry, landscape contractors and others involved in urban forestry work and tree problems.

b. FS/State Foresters offer urban forestry technical assistance or services such as planning; landscape architecture; insect and disease management; planting, maintenance and care of trees and shrubs; environmental enhancement of open space and forested areas; environmental education and utilization of urban wood waste.

c. SCS/Conservation Districts provide technical assistance on erosion control planning, water management, use of plant materials for environmental protection and enhancement, soil maps and interpretations, and environmental education assistance.

Rapidly growing interest in urban forestry, together with many existing urban forestry programs and interagency arrangements of long standing require USDA agency coordination that is tailored to fit a variety of situations.

IV Incentives

In addition to education and technical services, USDA provides financial assistance or economic incentives to achieve forestry objectives through ASCS, FmHA, and SCS programs. Cost-sharing forestry practices on non-industrial private forest lands is a major incentive of long standing. Loan programs and forest crop insurance have high potential but are not operational now at a meaningful level. The following will guide agency personnel in their activities relating to such incentives:

1. The education and information activities of USDA agencies will support the ACP, FIP and other ASCS programs of cost-sharing that are relevant to forestry.
2. The technical services programs of the FS/State Foresters will provide prompt and adequate technical support of the ACP and FIP programs in a manner fully coordinated with other related activities such as CFM assistance to forest landowners.
3. SCS personnel will encourage district cooperators to effectively use ACP forestry practices and FIP practices as appropriate.
4. All agency personnel will encourage the development and use of cost-effective loan, insurance or other financial incentive programs that may further encourage landowners to better manage their forest resources.

V. State Level Coordination

The great variation among States must be recognized. State laws and regulations, the evolution of various on-going programs and activities, existing working relationships and assignments, differing organizational patterns among State agencies, widely differing agency capabilities, natural resource situations and program needs--all combine to create uniquely different situations that require State level determination.

Primary responsibility for inter-agency coordination of education, service, incentives and related activities resides at the State level. This should be accomplished through a State forestry committee.

Agency personnel should take actions to assure:

1. That a State forestry committee is formally established including USDA agency representation and their cooperators. University, research interests and others should be involved (see item 3). Some States may choose to have a once-a-year major policy meeting of all interested parties to help guide the smaller "core" committee during the year. Suggested activities of the committee include:

- a. Review the forestry situation; identify forestry needs; decide how best to use the resources and authorities of each agency to meet those needs; propose and implement necessary actions.

- b. Coordinate program and budget planning to assure a well-balanced, mutually supported mix of agency programs and activities.

- c. Monitor progress of agency programs toward established goals and targets; emphasize coordination of efforts; revise targets or develop new initiatives to meet emerging needs.

- d. Strengthen application of research results through coordinated development of technical materials, publications and other approaches.

2. That the State forestry agency, in most instances, provides leadership in achieving inter-agency coordination and cooperation. However, State Forester chairmanship of the committee should not be mandatory. If the State Forester cannot or does not choose to provide that leadership an alternative arrangement should be made.

3. That there is effective involvement and coordination between forestry research and action program agencies at the State level. Forestry school, FS Research and the Administrative-Technical representative and/or forestry representative of schools participating in the McIntire-Stennis Program should be represented on the State forestry committee. This would complement on-going regional and national research planning efforts.

4. That emphasis is given to coordination of forestry programs at the sub-State, county, or local levels as well as on a State-wide basis.

·VI National Coordination

The USDA Forestry Planning Committee is the primary coordinating mechanism for education, service, incentives and related programs at the National level. Members represent each of the agencies including a Forest Service chairman. The Committee meets at least twice a year or at the request of any member. Functions of the committee include:

1. Monitoring the forestry situation nationally, and the progress of USDA programs and activities affecting forestry.
2. Identifying and coordinating the forestry roles of member agencies based on existing authorities and programs.
3. Proposing new authorities and funding needed to accomplish Departmental objectives. For example, the Committee develops analyses and coordinated budget recommendations for consideration by the respective agency administrators and the Department.
4. Encouraging States to achieve effective program planning and coordination and to introduce national and regional concerns into State decision-making.
5. Assuring that the responsibilities of each agency will be recognized and given positive support by the others to achieve a cohesive Departmental approach. For example:
 - a. Technical assistance to landowners and others from USDA agencies and the State forestry agency will be emphasized in the public information programs of all member agencies.
 - b. Information activities of the other agencies will be coordinated with the educational activities of SEA.
 - c. Conservation districts will be involved in forestry program development and implementation at the local level.
 - d. County and State ASC Committees will be encouraged to take action resulting in forestry cost-sharing activities that are attuned to local, State and national needs.
 - e. All available forestry-related surveys, plans and reports such as State forestry plans, the National Cooperative Soil Survey, River Basin Reports, Small Watershed plans, Forest Survey and inventories will be used as a basis for program planning and implementation on a multi-agency basis.

f. To the extent possible a common action plan will be developed with each cooperator to make effective multiple use of his forests and related resources with appropriate inputs from private as well as USDA or other governmental sources.

This agreement shall remain in effect until cancelled or modified by the parties in writing. It may be amended or supplemented to include agreement by other agencies or groups as appropriate.

Approved

James W. Nelson
Director, Science and Education,
USDA

Jan 26, 1978
Date

R. M. Davis
Administrator, Soil Conservation
Service, USDA

Jan 30, 1978
Date

John McGuire
Chief, Forest Service, USDA

Jan. 20, 1978
Date

[Signature]
Administrator, Agricultural
Stabilization and Conservation
Service, USDA

JAN 30 1978
Date

[Signature]
Administrator, Farmers Home Admini-
stration, USDA

1/30/78
Date

UNITED STATES DEPARTMENT OF AGRICULTURE
Office of the Secretary
Washington, D.C. 20250

February 1 1978

SECRETARY'S MEMORANDUM No. *(being assigned)*

USDA Interagency Coordination of Forestry Programs

Farm and other nonindustrial private ownerships include about three-fifths of the commercial forest lands in the United States. These lands produce a large share of the Nation's timber, provide habitat for wildlife, are important watersheds, provide forage for livestock, and provide recreational opportunities for many more people than the four million landowners. How these lands and resources are managed has important implications for meeting future economic, social, and environmental needs of the Nation's people. There is a clear mandate in legislative actions spanning 100 years for USDA assistance to private landowners in the conservation and management of these lands and resources. USDA agencies and their State and local agency cooperators have an unparalleled delivery system reaching into every county in the United States.

The purpose of this memorandum is to further USDA interagency coordination in forestry planning and to more effectively formulate budget proposals and define agency roles and the delivery programs to the various clientele. Many strengths are evident, and many opportunities exist for increased interagency coordination and cooperation. Strengthened educational programs, technical assistance, and incentives are needed. Coordinated program and budget planning is needed at the Federal and State level to assure a well-balanced, mutually supported mix of agency programs and activities.

USDA Interagency Agreement on Forestry

There is need for a widely based, effective coordinating mechanism for USDA and our cooperators at the national and State levels. In 1966 a benchmark "Tripartite Agreement" was negotiated to set forth the Forest Service, Extension Service, and Soil Conservation Service agency roles in forestry. This established the USDA Forestry Planning Committee at the national level and encouraged the establishment of State Forestry Planning Committees chaired by the State Foresters. In 1974 the agreement was updated. The Agricultural Stabilization and Conservation Service has since been added, and Farmers Home Administration and Cooperative State Research Service have recently participated at the national level.

I am directing the USDA Forestry Planning Committee to develop an inter-agency agreement on Forestry. Heads of cooperating organizations will be invited to formally concur in the agreement. These are Chairman, Extension Committee on Policy; President, National Association of State Foresters; President, Association of State College and University Forestry Research Organization; President, National Association of Farmer Elected Committeemen, President National Association of Conservation Districts.

USDA Coordination at the National Level

The membership of the USDA Forestry Planning Committee will include representatives of the following agencies:

Forest Service, Chairman
 Soil Conservation Service
 Science and Education Administration
 Agricultural Stabilization and Conservation Service
 Farmers Home Administration

The Committee will report to the Assistant Secretary for Conservation, Research, and Education. He will consult with the Assistant Secretaries for International Affairs and Commodity Programs and for Rural Development on all appropriate matters.

Coordination at the State Level

I am directing the heads of the member agencies to promote and help establish an effective forestry committee or other mechanism in each State. The purpose is to coordinate forestry planning, budget proposals, agency roles in education, technical assistance, technology transfer, incentives, etc. The committee should include as a minimum the State heads or representatives of the USDA agencies and their primary State-level cooperators, including university and research interests. Other State and local interests should be involved at the discretion of the committee. Some States may choose to have major policy meetings of all interested parties as needed, on a formal or informal basis, to help guide a smaller "core" committee.

USDA Cooperative Forestry Programs

In his Environmental Message of May 23, 1977, President Carter directed the Secretary of Agriculture to undertake a comprehensive study of the Cooperative Forestry Programs.

On September 13, the report entitled "The Federal Role in the Conservation and Management of Private Nonindustrial Forest Lands" was sent to the President. This report provides an outstanding opportunity for major, coordinated public and private initiatives aimed at the nonindustrial private forests. I am directing the USDA Forestry Planning Committee to follow up with more specific program proposals and initiatives.

It is my intent and expectation that the USDA agencies concerned will provide leadership and action to support the efforts of State and local cooperators, forest landowners, and others to improve the protection, management, productivity, and use of America's nonindustrial private forest lands.

Bob Berglund

Mr. WEAVER. Thank you very much, Mr. Secretary. I can't tell you how pleased I am with your excellent evaluation of the bills and support of them.

Your testimony also will be very helpful to us when we go into markup.

I would like to say that I sense very strong support in Congress for an urban forestry grant program. Many Members have contacted me saying that this is an important program and that they would like to see it inaugurated through legislation. I think there is a good chance that Congress might include in this legislation an urban forestry grant program.

Would you have any strong objection to such a program if the Congress in its wisdom saw fit to include it in H.R. 8020?

Dr. CUTLER. There is a need for that kind of program. The administration's position on that section of this legislation is negative at this time. There is an implication that additional Federal funds would be involved to finance those kinds of programs. There is a question with respect to the Federal role in providing forestry services, particularly doing the work rather than just providing the technical assistance in our cities. However, I personally would not object to that addition.

Mr. WEAVER. Thank you very much, Mr. Secretary.

Your testimony was very inclusive and detailed. Therefore, I have no further questions.

Does the gentleman from California have questions at this time?

Mr. KREBS. Dr. Cutler, I just have one question. It relates to a statement that you made in connection with your presentation with reference to grants and cooperative agreements with land grant universities. Do you remember that?

Dr. CUTLER. Yes.

Mr. KREBS. Would you show me where in H.R. 8021 there is any reference to land grant universities? I haven't been able to find any.

Dr. CUTLER. I am not sure there is any explicit language in H.R. 8021, although perhaps one of my associates can find it. What we were referring to, as I recall, is our intention to provide close coordination between Forest Service research, which is the focus of H.R. 8021, and university-based forestry research, which is administered through the McIntyre-Stennis Act. That program, in turn, is administered through SEA's cooperative research arm, which formerly was called the Cooperative State Research Service. In other words, the former CSRS, the new SEA cooperative research arm, is the focal point in USDA for cooperative forestry and agricultural research programs and has been referred to as the "money tube" for Federal money to State universities.

Section 203 of H.R. 8021 deals with the competitive research grants program. That, of course, would provide money for universities to conduct forestry research on the basis of competition for those funds. It would not be limited to land-grant universities or the forestry schools.

Section 204 of the bill provides for coordination of cooperative aid and grants under this title and goes on to require the avoidance of unnecessary duplication and coordination with the State Agricultural Experiment Stations.

Actually, forestry research is being conducted at the State Agricultural Experiment Stations with Hatch Act moneys. It is being conducted at those stations and at other universities that are not land-grant colleges but have forestry departments, with McIntyre-Stennis moneys. In effect, there are three—and given the competitive research grant programs, essentially four—headings under which we could find forestry research: Forest Service in-house research, land-grant university Hatch Act funded research at the Agricultural Experiment Stations, McIntyre-Stennis Act forestry research at the forestry schools, and this new competitive grants programs. All of these will be coordinated through the new advisory groups provided for in title 14 of the new farm bill, the users advisory board and the joint council on which forestry and Forest Service will be represented.

Mr. KREBS. Thank you, Dr. Cutler, for your answer. The point, of course, that I wanted to make was that I saw nothing in this legislation which would indicate that this effort should be limited to land-grant universities. This has been a point that has been raised repeatedly by me and others in this committee over the past couple of years.

I want to commend the chairman not only for his leadership on these bills in general, but also specifically for making sure that there is nothing in this language, as I read it and as you apparently have just confirmed, which would single out land-grant universities at the expense of non-land grant institutions, which in many cases have very fine agriculture departments and forestry divisions of such departments.

I certainly want to thank you for making this clear, and, as I said a minute ago, I want to commend the chairman for his leadership in bringing this legislation before us.

I, too, am very pleased with some of the modifications you suggested, which incidentally make good sense to me, if I may use the term.

I certainly appreciate your cooperation. I hope we will be able to get this legislation through and, hopefully, improve the quality of timber management in this country.

Mr. WEAVER. I thank the gentleman from California for his conscientious concern and his leadership and his aid in progressing on this legislation.

Dr. Cutler, I thank you and your associates very much for appearing today. You made a valuable contribution.

Dr. CUTLER. Thank you, Mr. Chairman.

Mr. WEAVER. The Chair will call Dr. Robert Cook, Deputy Director, Fish and Wildlife Service, U.S. Department of Interior.

We are pleased to have you, Dr. Cook.

Please identify your associate and proceed.

[The prepared statement of Dr. Cook follows:]

STATEMENT OF ROBERT COOK, DEPUTY DIRECTOR, FISH AND WILDLIFE SERVICE, U.S. DEPARTMENT OF INTERIOR; ACCOMPANIED BY JACK H. BERRYMAN, CHIEF, OFFICE OF EXTENSION EDUCATION, U.S. FISH AND WILDLIFE SERVICE

The U.S. Fish and Wildlife Service and the Department of the Interior support the intent of the Renewable Resources Extension Act of 1978, H.R. 10618, with the changes recommended by the Department of Agriculture.

For over 40 years the Fish and Wildlife Service and its predecessor agencies, in concert with national conservation organizations, have actively worked to encourage a resources extension education program in the Department of Agriculture that would give full recognition to fish and wildlife resources. During the past year or so there has been a very encouraging increase of interest in fish and wildlife extension education. The State fish and wildlife agencies and many State universities have recognized the need for an expanded wildlife extension education program. To meet this need, the Fish and Wildlife Service escalated its efforts to stimulate a cooperative program. For the record, we are submitting an article on "Resource Management Information for Decision Makers and Users," reprinted from the Transactions of the Forty-Second (1977) North American Wildlife and Natural Resources Conference. The interest and role of the Fish and Wildlife Service in extension education is described in detail in the section beginning on page 351.

During the last half of 1977, the Department of the Interior, the Department of Agriculture and the Department of Commerce entered into cooperative arrangements under existing legislative authority and within existing budgets to improve extension programs.

The Fish and Wildlife Service has established an Office of Extension Education, identified contacts in each of its Regional and Area Offices, and has negotiated memoranda of understanding with the Federal Extension Service of the Department of Agriculture and the National Oceanic and Atmospheric Administration of the Department of Commerce. The Service is updating agreements between our Regional and Area Offices and State land grant universities. Thus, the Fish and Wildlife Service is looking forward to increased participation in an extension program that gives recognition to fish and wildlife resources.

Mr. Chairman, the programs thus far have begun to foster a greater public understanding of our wildlife resources, and this bill will augment those efforts. What is needed now is to strengthen the Extension Service's ability to direct available resources into priority educational activities, such as fish and wildlife resource management. The proposed Department of Agriculture amendment to H.R. 10618 -- by making provision for general authority to allow for targeting money to priority programs in the Extension Service appropriation -- would accomplish this objective.

In addition, Congressional recognition of the need for a broader based extension education program -- a program that would include renewable resources, particularly fish and wildlife -- would provide a much needed impetus. This recognition will culminate the efforts of many people to create a meaningful renewable resources extension program.

Passage of the proposed legislation would place Congressional emphasis on the timber, range, forestry, water, fish and wildlife and associated resource programs in the extension system. Most importantly, this legislation would ultimately improve local government administration by providing accurate, objective information to the public on increasingly vital renewable resource issues. It would give Congressional recognition to a Federal, State, university and county partnership.

We believe that the concepts included in this bill have the support of the conservation community and all of the affected parties. It makes adequate and broad provision for fish and wildlife resources, including both game and nongame forms and their habitats. It is significant to note that the Act specifically requires coordination among State and Federal research and resource management agencies--a prerequisite to success.

In summation, we believe that passage of this legislation, with the amendments suggested by our colleagues from the Department of Agriculture, will be an important step in strengthening an extension education system that takes into account all of our Nation's renewable resources. We look forward to working with the Department of Agriculture to make what has always been an outstanding program even more successful.

Mr. Chairman, this concludes my prepared testimony. I would be happy to answer any questions you may have.

(The article submitted by Dr. Cook is held in the subcommittee file.)

Mr. WEAVER. Dr. Cook, I want to thank you very much for your support and contribution to the hearing record.

This legislation, to my mind, is very exciting. It takes a major step forward in the direction that you have outlined.

I appreciate you and your associate for coming here to testify. With your help, I think we can speed this bill through the Congress. Thank you very much.

Dr. Cook. Thank you.

Mr. WEAVER. The Chair will call Dr. Donald P. Duncan, president, Association of State College and University Forestry Research Organizations.

Dr. Duncan, thank you for appearing here. Please proceed.

[The prepared statement of Dr. Duncan follows:]

Statement of Donald P. Duncan, President, Association
of State College and University Forestry Research
Organizations
before
House Subcommittee on Forests
Committee on Agriculture, U.S. House of Representatives
February 2, 1978

I appear before you as President of the Association of State College and University Forestry Research Organizations (ASCUFRO), an organization of 60 forestry schools and forestry programs in agricultural experiment stations participating actively in forestry research and forestry scientist education under the provisions of the McIntire-Stennis Act of 1962. We have carefully examined the content of all three bills (H.R. 8020, H.R. 8021 and H.R. 10618) presently under review by the Subcommittee on Forests. ASCUFRO supports all three and I intend to emphasize certain provisions in these bills having particular interest to the public Universities engaged in producing both research and forestry scientists. I shall also provide relevant comments coming out of recent comprehensive national planning efforts in these areas.

The Forest Rangeland Renewable Resources Research Act

H.R. 8021, The Forest and Rangeland Renewable Resources Research Act, provides a badly needed competitive grants program specifically earmarked to help resolve forestry and rangeland problems in need of research. It will authorize funding to all agencies, institutions, and organizations qualified to undertake forestry research. This will provide the first real opportunity for forestry resources scientists as well as other interested scientists to compete for funds earmarked for basic and applied research essential to the solution of pressing problems in this field. Two strong recommendations coming out of the Forest and Rangeland Research Policy Symposium called by the Renewable Natural Resources Foundation last June were in support of a competitive grant emphasis over and beyond appropriate base funding. It seems desirable to us that these grants be administered by an organization not itself actively engaged in research such as the Science and Education Administration within U.S.D.A. It is our understanding that this is anticipated in the administration of the forestry competitive grant program if enacted in this bill.

A second important provision in H.R. 8021 provides opportunity for more international cooperation in forestry research. The symposium relating to forest and rangeland research policy to which I have referred also recommended the development of an international renewable resources research program

in the following words: "Legislation should be enacted to permit the Forest Service and the Universities to participate more actively in international renewable natural resources research programs in the developed and developing countries. Exchange of scientists should also be authorized." This is a two-way street. Not only can U.S. forestry expertise be used to assist developing nations who possess more than half of the total wood fiber of the World, but in addition, advanced technology from developed countries can be applied here. For example, sophisticated wood harvesting equipment used in Scandinavian countries may be adapted to both large and small landowners, States and Alaska.

We have just completed a comprehensive series of forestry and related rangeland research planning conferences four of which were at the regional level and the last one, held two weeks ago here in Washington, at the national level. These conferences aimed primarily to get strong user input to the research planning in these fields. H.R. 8021 provides opportunity to respond fully to the recommendations which are coming from these conferences. It defines the scope of forestry research broadly and it provides also the competitive grants approach to pinpoint high priority need and to obtain a quick response to those needs. We strongly support 8021.

Renewable Resources Extension Act of 1978

One of the most often repeated research-related needs coming from each of the regional conferences--West, North-Central, South and North-East--as well from the national conference of two weeks ago, was the great deficiency in effective dissemination of new research findings to potential users. This was repeated not only in each conference but within a variety of subject matter areas at each conference. For far too long, extension activities in forestry and related renewable resource fields have been starved. It was emphasized that forestry extension should be able to achieve the acknowledged success of agricultural extension with an enlarged program. H.R. 10,618 speaks to this serious need by providing for an expanded extension program of education in renewable resources. Currently, there are only an average of three extension personnel per state in forestry, fisheries and wildlife, outdoor recreation, and range. This number is completely inadequate to provide the educational needs to the four million small woodland owners in the United States not to mention range, wildlife, water and outdoor recreation needs. These people own 59 percent of our nation's productive forest land.

ASCUFRO is pleased to see that all institutions with expertise--the 1862 land-grant Universities, all forestry schools engaged in research under the provisions of the McIntire-Stennis Act of 1962, and 1890 institutions--will be eligible to participate in this extension effort under the coordination of the State Cooperative Extension Director. We believe there is great merit to having extension education originate as closely as possible to the producers of the research. Extension personnel can interpret, educate, and give direction for application, to new and relevant findings derived both from local research effort and from the literature, wherever it may originate. They can also carry research needs back to the scientists directly.

We are also pleased with the provision in the bill that in preparing the program "the Secretary shall take into account the respective capabilities of private forest and range lands for yielding renewable resources" since these lands are in greatest need of improved management and utilization.

Finally with respect to H.R. 10,618, we approve of the broadening in this bill to deal with renewable resource problems in whatever area they may assume major proportions. We believe that good judgement will be exercised in the assignment of personnel to meet the renewable resource extension needs of the State concerned. We are certain that these high priority educational requirements vary widely from one State to another and that substantial flexibility is highly desirable. This bill is broad enough to cover needs in renewable resource areas.

We have only one reservation about the bill as it is written and that relates to the authorization level in it. There is little doubt but that restricted timber production and utilization could effectively use the full amount of the authorization. The level should be increased to accommodate the need for specialists in fish and wildlife, forage, water and outdoor recreation.

Cooperative Forest Resources Assistance

ASCUFRO supports the broad objectives of H.R. 8020, a bill which assembles legislation now widely scattered and offers some new features. It has already (even without passage) served a useful function in bringing together a diverse grouping of individuals, associations, industries, and agencies for serious consideration of potential overlap and areas of disagreement. Each wants to find more effective ways to stimulate small private landowners to improved management of their lands for greater productivity to meet the needs of all Americans, both now and in the future. But the route from here to there is seen differently from different perspectives. This bill is a reasonable compromise among diverse viewpoints.

I have recently had opportunity to see what appears to me to be a very constructive paper entitled "USDA interagency agreement on forestry." In this document, six agencies have set forth guidelines for national coordination of effort in education, service, incentives, and related forestry programs. The six include the Agricultural Stabilization and Conservation Service, Cooperative Research in the Science and Education Administration, the Extension Service, the Farmers Home Administration, the Forest Service, and the Soil Conservation Service. It establishes a USDA Forestry Planning Committee whose functions include monitoring the national forestry situation to improve USDA program response, identifying and coordinating the forestry roles of the six agencies, encouraging the States to achieve effective program planning in forestry, and assuring that the responsibilities of each agency in the forestry field will be recognized and given support by the other five. A number of States, including my own State of Missouri, now have similar updated statements of mutual cooperation and coordination of effort in working with forestry problems.

With this new document available, it may be appropriate to examine section 208 entitled "Cooperative Technology Implementation" to see whether any modifications may be required to get full concordance between the legislation and the interagency agreement.

These bills will not solve all the forestry problems encountered particularly by the small woodland owner. In our judgement, however, they will help to raise the level of forest and range management generally in the U.S.

Mr. WEAVER. Thank you, Dr. Duncan, for your leadership in bringing to this subcommittee broad-based support for this legislation.

We welcome all suggestions for changes and look forward to those that you may submit to us. This applies to others also. We are here to build the best kind of legislation possible and want suggestions how best to do this.

I couldn't agree with you more that, as you said, we have starved some of these programs and fields. We must do better to increase the quantity and quality of our forest resources in this Nation.

Thank you very much.

Do the members of the committee have any questions?

Mr. Symms?

Mr. SYMMS. I have no questions, Mr. Chairman. I would just like to thank Dr. Duncan for his testimony.

Mr. WEAVER. Thank you again, sir. We appreciate it.

Mr. DUNCAN. Thank you.

Mr. WEAVER. We have a vote on the floor. Before I call the next witness, members will go to vote. We should be back in about 7 minutes. We will recess until that time.

[Recess taken.]

Mr. WEAVER. The subcommittee will be in order.

The Chair will call Mr. H. R. Glascock, Jr., executive vice president, Society of American Foresters.

Welcome. We are glad to see you. Please proceed.

STATEMENT OF HARDIN R. GLASCOCK, JR., EXECUTIVE VICE PRESIDENT, SOCIETY OF AMERICAN FORESTERS

Mr. GLASCOCK. Thank you kindly.

I am Hardin R. Glascock, Jr., of Washington, D.C., executive vice president of the Society of American Foresters on whose behalf I speak today.

The society is the independent, scientific-educational organization representing the forestry profession in America, with more than 21,000 members, including public and private forestry practitioners, researchers, administrators, educators, and students.

The society supports the subcommittee's efforts to strengthen integrated and multidisciplinary research programs. We believe that progress in forestry on all ownerships is based upon knowledge gained through research.

Research programs themselves should be based upon comprehensive, long-term planning, coordinated among public and private organizations at all levels. While the McSweeney-McNary Act of 1928 has served the Nation well for 50 years, and the Forest Service has excelled in forest research, the needs now are changing fast. The Resources Planning Act of 1974 and the National Forest Management Act of 1976 place additional responsibilities on research and require substantive changes in the current research program.

The Society of American Foresters has studied H.R. 8021 and feels that the general provisions of this bill would be appropriate for guiding future public policy on forest research. We note that the legislation would provide for many of the recommendations of the Symposium on Forest and Rangeland Research Policy held by the Renewable Natural Resources Foundation last May. We do recommend providing for a

Forest and Rangeland Research Council to assure professional and public participation in planning and managing Federal research programs.

The society supports the incorporation of this legislation into the framework of the Resources Planning Act of 1974. While we cautioned this subcommittee last July against jeopardizing the RPA process with complex and less critically important amendments, we are convinced that H.R. 8021 provides needed improvements without undue complications.

We compliment the Forests Subcommittee for its efforts to improve the effectiveness of Federal programs in cooperative forestry assistance and forestry extension. As you know, the President in his conservation message to Congress last May stated:

"Now it is time to consider whether various Federal programs are accomplishing their purpose" He called for a comprehensive study of the cooperative forestry program.

The society feels that government assumes an appropriate role by investing in education and financial incentive programs which encourage private investments in forest land management. Such investments help assure sufficient yields of renewable forest resources to meet public demands. The society is not prepared to endorse either H.R. 8020 or H.R. 8022 at this time, however, but will continue to seek methods for improving information delivery systems. We will report any further positions to the subcommittee as they are adopted.

We thank you, Mr. Chairman, for this opportunity to express our views.

Mr. WEAVER. Thank you very much, Mr. Glascock.

We will welcome any additional suggestions that you may have. We will be prepared to take them into consideration because we know what an important role you play in forestry. We hope that we can all be on board together.

Mr. GLASCOCK. Thank you, Mr. Weaver.

Mr. WEAVER. The Chair will call Mr. John Bethea, president, National Association of State Foresters.

Thank you very much, Mr. Bethea, for appearing.

Would you identify your associate and proceed, please?

STATEMENT OF JOHN BETHEA, PRESIDENT, NATIONAL ASSOCIATION OF STATE FORESTERS, ACCOMPANIED BY BOYD L. RASMUSSEN, WASHINGTON REPRESENTATIVE, NATIONAL ASSOCIATION OF STATE FORESTERS

Mr. BETHEA. Thank you, Mr. Chairman.

I am pleased today to have with me Mr. Boyd Rasmussen who is the Washington representative for the National Association of State Foresters.

Mr. WEAVER. We appreciate your coming, Mr. Rasmussen.

Mr. BETHEA. Today, Mr. Chairman, I have the privilege and the responsibility of testifying on these legislative proposals as president of the National Association of State Foresters.

First of all, we commend Chairman Jim Weaver for his initiative and leadership in forestry matters. We are especially pleased with this prompt followup on the RPA oversight hearings last year. Your

report on those hearings is a model of concise summary. The emphasis on State and private forestry in that report is well placed.

Mr. Chairman, I am pleased to report that the State foresters of these United States strongly support your efforts to move ahead with these bills—H.R. 8020, H.R. 8021, and H.R. 8022. We have not had an opportunity to discuss H.R. 8822 with the 50 State foresters in detail, but we support the principles and approaches outlined in that bill. Although our primary interest is in H.R. 8020, we support and endorse H.R. 8021 and H.R. 8022 as important additions to forestry legislation.

For the past several months the National Association of State Foresters, along with representatives of industry, have been working to clarify and strengthen the language in H.R. 8020 and to make it speak more directly and specifically to the needs of State foresters. Also, an effort has been made to make certain that problems of productivity on private forest lands are addressed, while at the same time making sure that the property owner's rights are protected.

We believe that H.R. 8020, with such revisions as the Congress may choose to make, is vital to the success of non-Federal forestry programs in this country. The draft before us contains no spectacular departures in terms of major new programs. However, it does provide an even-handed, positive approach to strengthening cooperative forestry programs. It builds upon the proven principles of State forestry leadership, technical assistance, and cost-sharing of needed forestry investments and resources protection. It can be the vehicle for other initiatives that the Congress may direct. When coupled with the forestry education and extension provisions of H.R. 8022, and the forestry research framework of H.R. 8021, it is evident that a well-balanced and well-coordinated set of laws is being contemplated here today.

Time does not permit me to comment in detail on the various provisions of H.R. 8020. We State foresters would be pleased to work with the committee staff in marking up the bills before you to make sure that the final product adequately reflects the views and the needs of the 50 States. We have the following general comments on the draft of H.R. 8020 as now written:

One, as the primary delivery system of the cooperative forestry programs encompassed by H.R. 8020, we have a vital interest in the content and wording of the final version that comes before the Congress. Again, we need to participate throughout the process.

Two, H.R. 8020 provides for a much improved basis for funding and executing cooperative programs. State foresters will be able to better set priorities and tailor their programs to fit the needs and conditions in each individual State. A State forestry plan is the key to this, along with consolidated payment features of section 209.

Three, H.R. 8020 is the best chance yet to increase the productive capacity of many millions of acres of privately owned forest. The forestry incentives program of section 203 provides a sharply improved FIP program, an approach that has proven to be highly successful in the past few years despite serious handicaps. Through section 203, a stronger, continuing program would evolve that could be targeted toward more efficient and cost-effective use of the Federal, State, and private funds involved.

Four, an obvious key to the success of any cooperative forestry program is cooperation. We endorse and support the USDA inter-agency agreement on forestry that has just been signed by the agencies concerned. The bills before you today will provide an up-to-date, comprehensive, and cohesive basis for interagency cooperation in forestry at the State and local levels as well as nationally.

Five, H.R. 8020 is extremely important to us in our role in helping to implement the RPA of 1974. This became obvious in your oversight hearings but we would like to elaborate. The Forest Service has involved State foresters in the current RPA process.

The new assessment and program presented to the Congress in 1980 will reflect State-by-State resource evaluations, program priorities and needs as identified by us and by our cooperators. The State and private aspects of the national program will be built up from the States, not disaggregated from a national perspective, as was done in 1975. H.R. 8020 is the key to building strong State forestry programs that meet State needs as well as regional and national concerns.

Mr. Chairman, I hope it is obvious to you and the committee that the State foresters are enthusiastically supportive of your efforts to enact this type of legislation. We applaud the committee's leadership. We thank you for this opportunity to speak to you on this needed legislation. We stand ready to assist you and your staff in every way that we can.

Thank you, Mr. Chairman. That concludes my prepared statement.

I would like to make one other comment relating to Dr. Cutler's statement. It is my understanding that he suggested the elimination of the emergency or disaster funds for fire. I understand some of the reason for that is that the present Federal Disaster Assistance Administration has that responsibility at the present.

I would suggest to the chairman and the committee, however, that that program is not structured or geared to respond to the needs of the States in forest fire areas. Specifically, for example, it does not provide for any action on multiple fires that get beyond the resources of the State.

Another feature is that the disaster must have already occurred before it can be activated. We think that is a vital part of the fire program. We would suggest that it be continued as an integral part of the bill.

Mr. WEAVER. Thank you very much, Mr. Bethea. I will take your last suggestion and seriously consider it.

I want to commend you and the State Foresters for all you have done. Let's work together.

Believe me, I welcome your desire to participate in the processing of this legislation through Congress and I urge you to do it. I will keep you informed, and I will welcome any further suggestions you may have.

You complimented the subcommittee on its report on the implementation of RPA. I would like to say that that report stands as a tribute to our subcommittee counsel, Dennis Le Master, who did a superb job not only of organizing those hearings, but of writing the report. I want to thank him at this time.

It is my understanding that the State of Florida has an extremely good urban forestry program, and I am told that you have had a great deal to do with it.

Mr. BETHEA. Thank you, sir.

Mr. WEAVER. I want to ask you as the president of the National Association of State Foresters if you would support an urban forestry grant program included in this legislation.

Mr. BETHEA. Yes, sir; we would support it. We have previously supported that concept. We feel very strongly not only in Florida, but in the association that a viable and strong urban forestry program is essential for the welfare of this Nation. The tree grant program can be a viable part of such a program.

In Florida, for example, much of the success that we have had—if, in fact, it is success, and we believe it to be so—has in part been due to the fact that the local governmental entities already participate in the cost of the program. This is technical assistance. We are not involved in the hands-on-type work.

We think that participation fundingwise is essential to a good program, and the tree grant program is one of the concepts that would implement such a program. Therefore, we support it. We support it very enthusiastically.

Mr. WEAVER. Thank you very much. So do I. I can assure you I will do my best to keep it in the bill and strengthen it in any way I can.

Thank you, Mr. Bethea and Mr. Rasmussen for appearing before us today.

Mr. BETHEA. Thank you very much, Mr. Chairman.

Mr. WEAVER. The Chair will call Mr. William E. Towell, executive vice president, American Forestry Association.

Bill, welcome. We always look forward to what you have to say. Please proceed.

**STATEMENT OF WILLIAM E. TOWELL, EXECUTIVE VICE
PRESIDENT, AMERICAN FORESTRY ASSOCIATION**

Mr. TOWELL. Thank you very much, Mr. Chairman.

I would like to use my 10 minutes in a little different way if I might.

Mr. WEAVER. You surely may.

Mr. TOWELL. I would like to file my statement for the record and primarily comment on previous testimony and points that have been raised concerning this legislation.

Mr. WEAVER. Without objection, your statement will appear in the record at this point.

[The prepared statement of Mr. Towell follows:]

Statement
of
The American Forestry Association
before
Subcommittee on Forests
House Committee on Agriculture
on
H. R. 8020, 8021 and 8022

February 2, 1978

Mr. Chairman and members of the Committee, I am William E. Towell, Executive Vice President of The American Forestry Association. No other citizen conservation organization in America has been involved with forestry legislation and policy as long as AFA. Most federal forestry activities initiated during the past century were conceived or supported by our Association. Today we come to this Committee offering our full endorsement for these three bills, H. R. 8020, H. R. 8021, and H. R. 8022.

You will recall, Mr. Chairman, that we brought this legislation to you after it had been refined by our Areas of Agreement Committee. Originally, it was all contained in one draft bill, but you and your colleagues wisely chose to introduce it as three separate measures--H. R. 8020 on cooperative state forestry programs, H. R. 8021 on forest research, and H. R. 8022 on forestry extension. We support all three and feel that the time has come for serious consideration and passage. Most opposition, if it ever really existed, appears to have been removed. A forest industry task force has proposed revisions to H. R. 8020 which meet with our approval. State foresters are in overwhelming if not unanimous support. State extension personnel and Land Grant Universities have offered their endorsement. All research activities, federal, state, and private, are in accord on the need for expansion of forest and rangelands research. A mission statement on goals and respective responsibilities has been developed and endorsed by the Extension Service, Soil Conservation Service, the Forest Service, and the State Foresters. It will, I hope, be made a part of this hearing record. So, it appears, Mr. Chairman, that the time is right for the Congress to approve this legislation.

Since the early part of this decade, The American Forestry Association has been promoting greater attention to the private, nonindustrial forest lands of our nation. Comprising nearly 60 percent of all productive forest acres, these private forests are essential to our future needs for forest products and values. Existing programs, alone, at their present levels, at least, have not been sufficient to bring about effective private forestry. New initiatives as well as increased authorizations and funding of existing programs are essential if we are to bring these 300 million acres into production, not just of timber products, but of fish and wildlife, recreational opportunities and all the other benefits forests provide. Education will be a vital part of this effort as will new and expanded research in forest management. These three bills will not solve all the forestry problems confronting small, nonindustrial owners, but they will provide a major step in that direction. Tax incentives also will be required, both at the local and federal levels, but they cannot be addressed here.

In previous testimony on the Resources Planning Act we expressed concern about the repeal and reauthorization of existing successful cooperative federal-state forestry programs. Without some assurance of continuing these activities we would still be

alarmed, but now feel that need justifies the effort to expand upon them at this time. We will address each of the bills in turn.

H. R. 8020

This is major forestry legislation bringing together all private forestry assistance programs and reaffirming those that have proven their effectiveness. It also provides new authorities and programs where many studies, including AFA's Trees For People Task Force, have pinpointed deficiencies in private landowner assistance. Increased authorizations will strengthen existing federal-state forestry efforts and new programs will address needs that have in the past been neglected. We support H. R. 8020 in its entirety as refined, first by our Areas of Agreement Committee and more recently by an industry task force.

Major provisions, as we interpret the bill, are these:

Sec. 202. Broadening authority and increasing Cooperative Forestry Management and tree planting assistance to \$25 million.

Sec. 203. Increasing Forestry Incentives authorization from \$25 to \$50 million and deleting the 500 acre limitation. We like the industry task force language broadening the scope of timber management activities eligible for FIP payments.

Sec. 204. This is a new authority to initiate and coordinate a national insect and disease control efforts on all lands, public and private. It permits the states and the federal government to act, promptly and in unison, when danger threatens and provides a standby fund without waiting for emergency appropriations which may come too late. Authorization amount is open-ended, as it should be.

Sec. 205. Reaffirms an urban and community forestry program which has never been fully implemented. It is long overdue. However, it must be clearly defined and differentiated from the Urban Forestry Extension activity contained in H. R. 8022. The \$5 million authorization should be adequate for a start.

Sec. 206. Brings together and extends proven fire control activities on rural and nonfederal forest lands. The rural community fire control program has proven its usefulness alongside the older traditional cooperative fire control program. Making it a permanent effort and increasing the CM-2 authorization to \$60 million places emphasis on the most essential part of forest management, adequate fire protection.

As pointed out in previous testimony, we are especially pleased with the new disaster fire fund authorized in Sec. 206 (f). This is the language worked out by AFA's Disaster Fire Task Force several years ago and will fill a major void in our national forest fire control activities.

Sec. 207. This is a new cost-sharing authorization for program planning. Although not large in amount (\$5 million), this assistance should be of particular help to those states with inadequate forestry programs or just beginning to address their forestry needs.

Sec. 208. For Cooperative Technology Implementation is new and has been coor-

minated by research and university officials with language in H. R. 8022. Lack of technical information was identified by our Trees For People Task Force as a major deficiency for private forestry programs. We hope the \$5 million authorization will be sufficient.

Sec. 209. also new, would permit block grants or consolidated federal payments for Cooperative State Forestry programs. We applauded this provision of H. R. 8020 in earlier testimony and feel it can bring a great saving in manpower and administrative detail in federal-state programs. It permits the states, if they choose, to prepare a total forestry plan and to receive their federal grants in a lump sum. Most states more than qualify for all federal funds to which they are entitled anyway and this block grant would give them the flexibility of shifting money to where it is most needed, as well as simplify accounting procedures. States that prefer can still do it on a program by program basis.

Sec. 210. Contains general provisions for implementation of this entire bill. Nothing new here, but glad to see that appropriations under this bill shall remain available until expended.

Sec. 211. A new section proposed by the industry task force limits federal regulation of private forest lands. Although not necessary, I see no objection to this provision.

Repeals of existing statutes and authorizations are, of course, necessary. We did express earlier concern, but so long as newer and increased authorizations are a part of the same legislation, it should cause no problems. In total, The American Forestry Association supports H. R. 8020 and sees much to be gained by its passage. The time is right and we urge its approval.

H. R. 8021

H. R. 8021 would stimulate and expand Cooperative Forest Research. The language of this bill, too, has been refined by a subcommittee of our Areas of Agreement Committee, composed of researchers and educators most familiar with this activity. It has been coordinated with H. R. 8022 so that no conflicts should develop in the delivery systems of research findings. Inadequate research knowledge is another gap in our efforts to promote private, nonindustrial forestry. Although this legislation will not provide any new authorities it would emphasize a mandate of the Resources Planning Act for the development of a National Program for Forests and Rangelands Research. It would expand and modernize the McSweeney-McNary Act of 1928 and compliment the McIntire-Stennis Act which has proven so valuable to our research colleges and universities. We urge its adoption.

H. R. 8022

In earlier testimony and communication with the Committee, we indicated an urgency and priority for H. R. 8022, to expand forestry extension. This is a neglected part of our efforts to persuade the small, private landowners to practice better forestry. Lack of knowledge means lack of motivation and until we fill that void little will be done. AFA has worked for the past six years to get increased funding for for-

estry-wildlife extension and to persuade the federal Extension Service to expand its activities in this direction, but to little avail. A Congressional mandate seems to be the only way to reach our objective. This bill recognizes the neglect of forestry education responsibilities and authorizes \$15 million annually to increase extension forestry through normal extension programs and channels. It would amend the Smith-Lever Act and single out forestry-wildlife for extension line-item appropriations. Today they are buried behind other agricultural extension programs and failing to do an adequate job. Fifteen million is not really adequate, but would multiply present activities several fold.

Again, Mr. Chairman, the language of this bill has been reworded several times to eliminate conflicts or concerns and to provide assurances that this increased extension effort will not duplicate other forestry programs. There is a fuzzy line between service forestry as provided by State Foresters and Extension Forestry as performed by extension specialists. They need not conflict because there is ample room for both. In meetings with Committee staff we urged that the respective roles of Service Foresters and Extension Foresters be clearly differentiated. Perhaps this can best be done in the memorandum of agreement previously referred to if it can be made a part of the legislative history of this bill.

Another area where clear definition is essential is in urban forestry. Both State Foresters and Extension Foresters are involved and it is important that their roles be clearly identified. The latest version of H. R. 8022 does emphasize the educational role of extension and should cause no conflicts if properly implemented. Again, fully understood working agreements between agencies may be better than trying to spell out too much detail in the legislation itself.

Since first introduced, H. R. 8022 has been changed considerably to make fish and wildlife equal partners with timber products as management objectives through extension education. We applaud this partnership between foresters and fish and wildlife biologists and consider the two inseparable as educational objectives. Without the full support of our fish and wildlife friends, this legislation would not be ready for passage. I hope we have this support and urge the Committee to adopt this revised version of H. R. 8022.

Great effort has been expended, Mr. Chairman, in getting these three bills ready for final Committee consideration. Unless there are problems which have been overlooked we think they are ready for your approval. I recommend that the Committee consider the revised versions of H. R. 8020 and H. R. 8022 and report all three bills out favorably.

Thank you for this opportunity to testify.

Mr. TOWELL. At previous hearings I have expressed doubts as to whether the time was right for passage of one or more of these bills. I would now like to remove all and any doubt that I may have previously expressed. I think the time to act on this legislation is now, and the American Forestry Association strongly supports all three bills.

We have had the Resources Planning Act. We have had a lot of attention focus on the National Forest Management Act. The time has come to take a good strong look at the private forest lands of our Nation.

I think you are familiar with the genesis of these bills. The American Forestry Association has been involved for many years. Our trees for people task force identified the needs. Practically everything contained in all three of these bills has been identified and discussed in the report of our trees for people task force.

In order to avoid any possible conflicts between agencies, we got the Chief of the Forest Service and the Chief of the Extension together and had a clear understanding between the agencies involved on overlapping aspects, so that we would not have differences within the agencies.

More recently, our Areas of Agreement Committee refined the legislation that you have before you. You will remember that we brought to you these bills in one package. I think that you and the committee wisely chose to break them down into three component parts.

More recently, through committee staff we have had an opportunity to refine this legislation even further. H.R. 8022 has now been reintroduced as H.R. 10618 due to some recent involvement with several of our conservation groups. We support the revised version. We think it is an improvement and we welcome the opportunity that was afforded us to participate in this process.

We have before us, but not introduced in legislation, a revision of H.R. 8020 that was developed by a task force of forest industry and State foresters. You do not have that introduced yet, but I am sure that you will have a copy soon. We have reviewed this, too. I can tell you that we can support the revised version even though there might be some redundancy in it. We can support that which has been more recently developed by the industry task force.

I want to comment briefly on some of the points made principally by Secretary Cutler. I disagree with him in just a few places but not badly.

I think it is essential now that we reaffirm the Federal effort in private forestry. If you need a good reason for this, I merely suggest that you look at the administration's 1979 fiscal year budget. Every one of these programs in which we have a particular interest—cooperative Federal-State forestry—have been rather severely and drastically reduced in this first budget from the new administration. I am appalled at how it can be so contrary to the President's affirmation in his environmental statement that the time has come to really emphasize the private nonindustrial forest lands of our Nation; yet the budget does not reflect this emphasis.

This is why I think that H.R. 8020 is very essential now for the Congress to reaffirm its dedication and interest in getting something done about this segment of our forest acreage.

I would disagree with Secretary Cutler on the need for a special fund for insect and disease standby control. The Federal-State cooperative effort in this has not been effective. The Federal Government has been in a greater position to move, but I think with this standby fund we can be sure that insect and disease outbreaks possibly could be headed off without waiting for appropriations, without being encumbered by restrictions that now exist.

You have already picked urban forestry out in his testimony. I think it is needed. I would welcome combining the urban tree bill in this legislation. Even though it can be carried on to a certain extent under existing authority—under the cooperative forest management program—it is not being done uniformly throughout various States. This is an emphasis in which there is great interest. We would like to support retaining it in the bill.

The same is true with the disaster fire fund. I think that State Forester President John Bethea hit the nail right on the head. Forest fire disasters are totally different from most other kinds of disasters. It is not a matter of picking up the pieces after the disaster is accomplished, as in other disasters, but in anticipating and dealing with the multitude of fires and problems that confront the States at a time when they need help badly. It is not a matter of helping them after it is all done because then it is too late.

Incidentally, the language was developed by a special task force that the American Forestry Association sponsored about 6 years ago. It is the identical language worked out between the Federal agencies—all of them, not just the Forest Service—and the State foresters. We highly commend this language be retained in the bill.

I would also agree that there is a very strong need which Dr. Cutler indicated to look at the tax effects. I think taxation is such that you cannot handle it totally in this committee, but along with this legislation we must give serious attention to what various tax laws are doing and what effect they are having upon our forestry programs of the country.

I would differ just a little bit with him, too, on the function the Committee of State Foresters in terms of funding under H.R. 8020. I think they should have a full voice. After all, the States are spending several times the amount of Federal grants in all these programs. It is rather vital to them. Rather than just making them advisory to the Secretary, I like the way the language of the bill is now written.

I will not comment too much on H.R. 8021, except to say that I know of no opposition whatsoever. Everyone seems to be in unanimous agreement that this is needed and desirable. If you had participated, as I did, in the recent research conference a couple of weeks ago, you would feel as enthusiastic as I am that H.R. 8021 will complement, enlarge, expand, and greatly help our forestry research activities with better coordination.

H.R. 8022—or more preferably, I guess, H.R. 10618—I expressed to you the last time we talked that this is probably the highest priority need of this package. I would not say that it was the highest priority but it is equal in priority to anything we are talking about here today.

We have been working for 6 years now trying to get forestry and wildlife extension upgraded. I don't know of any more neglected part of our total forestry effort than trying to inform and educate the private forest landowner on what he can and should do with his forest land.

We have gone unsuccessfully to the Congress for 6 years now to try to get line item appropriations for forestry-wildlife extension. We succeeded partially. We have gotten it into the Senate appropriations bill but lost it in conference.

We have concluded, Mr. Chairman, that the only way to get forestry and wildlife extension to the level that is necessary—and we think highly desirable—is to pass legislation in the Congress authorizing a special amount and getting the thing reemphasized and before the Congress and the agencies.

I do not know of any real opposition. The only possible conflict with the upgraded forestry extension effort is the possibility of misunderstandings developing between the service forestry aspect, the cooperative forest management, and the extension effort.

I was very pleased today to have Dr. Cutler indicate that this new interagency agreement has been signed. I hope it has been made a part of this hearing record. I hope that it becomes a legislative intent. If it is not actually written into the bill, I hope that reference will be made to it and that it be clearly legislative intent that defines the respective roles of extension and service forestry so that conflicts will not develop.

They are both needed. They are somewhat more easily confused than some areas with which we deal, but I see no reason why we cannot proceed without any major conflicts in the future.

I am not offering any amendments to any one of the three bills because we have had that opportunity time and again. If our amendments are not in here, I think it is our own fault.

I would emphasize, however, that the need is great and the need is now. I do not know of any major opposition. Even though the Society of American Foresters could not actively support two of the bills, I did not hear them oppose either of the bills. Not knowing of any opposition and knowing of a tremendous need in terms of the administration budget which just recently surfaced, I think the time to act is now.

The American Forestry Association Trees for People effort strongly endorses all three of these bills. I think that the time has come for the committee to take over and in the markup process prepare them for final passage.

Mr. WEAVER. Thank you very much, Mr. Towell. I appreciate very much your written testimony and the sound, commonsense remarks that you have made to us. I agree with them.

I want to thank you for the leadership you have given from the beginning and, we are assured, to the end of this. I can assure you we will work together and continue until we can get something accomplished here.

Perhaps you know that I intend to introduce legislation in the tax field in forestry because I agree with you that this is extremely important in advancing forest management in this country.

Thank you again for appearing.

Mr. TOWELL. Thank you, Mr. Chairman. I can assure you of our continued interest and support.

[The following letter was submitted by Mr. Towell:]

AMERICAN FORESTRY ASSOCIATION,
Washington, D.C., February 2, 1978.

Hon. JIM WEAVER,
Chairman, Subcommittee on Forests,
House Committee on Agriculture, Washington, D.C.

Dear Mr. CHAIRMAN: Thank you for the fine reception when I appeared before your Subcommittee today on H. 8020, 8021 and 8022. You were most kind with your comments and your reaction.

In my haste, I overlooked a note to mention H.R. 8822. I have reviewed this bill and find no objections to it. In fact, I support its intentions wholeheartedly, and although it does call for duplication of much that should be done under RPA, it might be desirable to emphasize these private land aspects of RPA assessment and program.

Sincerely,

WILLIAM E. TOWELL,
Executive Vice President.

Mr. WEAVER. The Chair will call Mr. John Wood, National Forest Products Association.

It says Washington, D.C., Mr. Wood, but I understand that you are a native of Texas.

Mr. WOOD. I am a naturalized Texan, sir, originally from Arkansas.

Mr. WEAVER. Would you identify your associates, please, and proceed?

Mr. WOOD. I have with me today John Couture and Joe Hinson of the NFPA staff. Mr. Couture is legislative counsel and Mr. Hinson is responsible for private forestry issues.

[The prepared statement of Mr. Wood follows:]



NATIONAL FOREST PRODUCTS ASSOCIATION

1619 Massachusetts Avenue, N. W., Washington, D. C. 20036

STATEMENT OF JOHN WOOD, NATIONAL FOREST PRODUCTS ASSOCIATION;
ACCOMPANIED BY JOHN A. COUTURE, LEGISLATIVE COUNSEL, AND
JOE HINSON, FORESTER

COMMITTEE ON AGRICULTURE
U.S. HOUSE OF REPRESENTATIVES
ON

H.R. 8020, H.R. 8021, H.R. 8022, H.R. 10618, H.R. 8822

Mr. Chairman and Members of the Committee:

I am John Wood, General Manager, Lands and Forests, Kirby Forest Industries, Houston, Texas. I am appearing here today representing the National Forest Products Association. As a professional forester, I have 25 years experience with the forest industry, teaching forestry at Arkansas A & M University, as head of forest management with the Texas Forest Service. My employer, Kirby Forest Industries, has plywood, lumber, particleboard, and railroad tie manufacturing facilities throughout east Texas and Louisiana. Although we are owners of commercial forest land, we are also heavily dependent upon private, nonindustrial lands for a major share of our raw material.

The National Forest Products Association, headquartered in Washington, D.C., is a federation of 26 regional, product, and species associations, as well as direct member companies. NFPA represents timber growers, manufacturers, and wholesale distributors of solid wood products throughout the United States. I welcome the opportunity to appear before this Subcommittee to present our views on proposed legislation which will affect state and private forestry cooperative programs, Forest Service research, and USDA forestry extension.

Nonindustrial, Private Forest Lands

Nonindustrial, private forest lands represent a huge potential

for increasing timber supplies. In the United States there are approximately 296 million acres of private, nonindustrial commercial forest lands. Of this total, approximately 200 million acres are located in the South. East of the Mississippi River, lands now in loblolly and slash pine have a potential production of more than 3 billion cubic feet of pine timber per year. Of this potential timber productivity, two-thirds occurs on lands held by private, nonindustrial owners.

Mr. Chairman, I would like to make clear from the outset that timber from private, nonindustrial forests simply cannot supplant the National Forests as a necessary major producer of timber despite the potential of Southern forests. The Resources Planning Act Recommended Program shows very clearly that both National Forests and private lands will have to increase timber production to meet demand by the end of the century.

Demand for forest products is increasing, and this upward trend is expected to continue well into the next century. To meet these increased demands, the Resources Planning Act Recommended Program emphasizes effective timber management, along with protection of the forest environment. The RPA Program projects that timber production on private, nonindustrial lands must rise from 7.5 billion cubic feet in 1975 to 16 billion cubic feet in the year 2020. Much of the additional wood needed to meet future demands must come from private, nonindustrial ownerships.

These 296 million acres of nonindustrial, private lands present a challenge to both industry and government. Unless the silvicultural needs of these lands are met, the nation will be hard pressed to meet demand for wood and wood products in the

future. For example, more than 25 million acres of these forest lands are nonstocked and should be planted or seeded. Approximately 50 million are so poorly stocked that harvest and clearing and conversion to better species is needed. At least 120 million acres need timber stand improvement. Finally, each year approximately 1 million acres of productive timber stands on private, nonindustrial lands are harvested without provision for future regeneration to commercial species.

The important question is how can we efficiently and effectively achieve the productive potential of our private forests? To illustrate, most private, nonindustrial landowners do not perceive an advantage in making investments to reforest these harvested pine stands. Yet, these lands have two-thirds of the biological potential. These Pine stands are essential, and some type of arrangement is needed to assure their reforestation.

Industry Efforts to Develop a Solution

Last spring, Members of Congress and representatives of the Administration asked the forest industry to develop proposals to provide a more favorable climate for management of private, nonindustrial woodlands. As an initial response, the National Forest Products Association appointed a task group consisting of industry representatives experienced in working with private, nonindustrial woodland owners. We have also worked very closely with representatives of the National Association of State Foresters and the Forest Service. They have been an integral part of our task group addressing this problem.

After meeting and working throughout the summer, this task group presented over thirty proposals to the industry, including

recommended legislative, agency, industry and academic actions. Our testimony today is addressed to only one portion of our total legislative program. We intend to continue our efforts to develop further our recommended legislative, agency, industry and academic actions.

NFPA Supports Concepts of H.R. 8020

State foresters hold a major key to increasing the productivity of private nonindustrial woodlands. Providing for a stronger state forester and landowner relationship will benefit private, non-industrial landowners. It will, ultimately, increase the productivity of private, nonindustrial woodlands. Therefore, our task group and the industry support the concepts in H.R. 8020 which were introduced for study and discussion purposes.

Using H.R. 8020 as a starting point, we have developed a series of revisions in its language and structure which we believe substantially improve, simplify and strengthen the bill. A copy these suggested revisions in bill form is attached to this Statement.

Our proposed revision of H.R. 8020 builds on the long established delivery system now in place with respect to state and private forestry. This flows from the U.S. Forest Service through State foresters and their programs to forestland owners. It strengthens this delivery system by increasing efficiency through coordinating existing programs and giving additional direction to existing programs.

In addition, we should note, the revisions to H.R. 8020 which are attached to this statement are designed to focus Federal assistance more precisely on forest regeneration, which is the overwhelm-

ing need. In so doing, other forest values will also be enhanced, including watershed protection, recreational opportunities, wildlife habitat and others.

Consolidation of Grant Funds

H.R. 8020 consolidates some of the grant funds going to states, at the option of state foresters. We support this concept.

These provisions constitute an optional block grant allocation which provides a healthy flexibility for state forestry programs. It will allow the individual state foresters to tailor a specific cooperative forestry program to meet the specific needs of their state. The bill also raises authorizations for state and private forestry cooperative programs, including the Forestry Incentive Program, to a level consistent with the RPA Recommended Program.

Forest and Range Resources Extension

The Subcommittee has before it two bills, H.R. 8022 and H.R. 10618, which are addressed to the USDA forestry extension programs. We believe both bills are premature at this time.

The men and women involved in the USDA forestry extension work have, on the whole, done a commendable job. We are concerned, however, over the present lack of coordination in forestry extension programs within USDA.

It is our opinion that the location and authorization for extension forestry programs has led to an overlapping of efforts between state and private forestry, the state foresters, the cooperative extension service. This legislation would be more timely after various reorganization possibilities are fully explored and there are assurances that cooperative forestry extension work will not be a duplication of the work done by other public agencies.

At this time, therefore, we do not believe the Subcommittee should proceed further with H.R. 8022 or H.R. 10618.

Forest and Rangeland Research

The Subcommittee also has before it H.R. 8021, to expand forest and rangeland research. We also believe this bill is ahead of its time and should have hearings later in 1978.

We do not feel that H.R. 8021, as applied to Forest Service research, should be enacted at this time. The Forest Service is in the process of completing and evaluating its public input on how and what research should be carried out by the agency, and we would prefer to see this work completed before legislation affecting Forest Service research moves forward. As we understand it, the Forest Service review of its research efforts, and subsequent recommendation for future research directions, will be completed shortly and legislation may be desirable at this time to redirect Forest Service research.

Data Gathering Duplication

H.R. 8822 would direct the Secretary of Agriculture to report on extensive data with respect to privately owned forest land, duplicating almost exactly the implementation of Section 3(a) of the Renewable Resources Planning Act. of 1974. The pertinent provisions of Section 3 (a) read as follows:

SEC. 3. RENEWABLE RESOURCE ASSESSMENT.-(a) In recognition of the vital importance of America's renewable resources of the forest, range, and other associated lands to the Nation's social and economic well-being, and of the necessity for a long term perspective in planning and undertaking related national renewable resource programs administered by the Forest Service, the Secretary of Agriculture

shall prepare a Renewable Resource Assessment (hereinafter called the "Assessment"). The Assessment shall be prepared not later than December 31, 1975, and shall be updated during 1979 and each tenth year thereafter, and shall include but not be limited to-

(2) an inventory, based on information developed by the Forest Service and other Federal agencies, of present and potential renewable resources, and an evaluation of opportunities for improving their yield of tangible and intangible goods and services, together with estimates of investment costs and direct and indirect returns to the Federal Government;

In addition, the 1974 RPA amended the McSweeney-McNary Act of 1928 to provide for extensive data gathering and reporting with respect to private lands. The pertinent portions of Section 3 (b) of the 1974 Act amendments read as follows:

(b) To assure the availability of adequate data and scientific information needed for development of the Assessment, section 9 of the McSweeney-McNary Act of May 22, 1928 (45 Stat. 702, as amended, 16 U.S.C. 581h), is hereby amended to read as follows:

The Secretary of Agriculture is hereby authorized and directed to make and keep current a comprehensive survey and analysis of the present and prospective conditions of and requirements for the renewable resources of the forest and range lands of the United States, its territories and possessions, and of the supplies of such renewable resources, including a determination of the present and potential productivity of the land, and of such other facts as may be necessary and useful in the determination of ways and means needed to balance the demand for and supply of these renewable resources, benefits and uses in meeting the needs of the people of the United

States. The Secretary shall carry out the survey and analysis under such plans as he may determine to be fair and equitable, and cooperate with appropriate officials of each State, territory, or possession of the United States, and either through them or directly with private or other agencies. There is authorized to be appropriated not to exceed \$20,000,000 in any fiscal year to carry out the purposes of this section.

We cannot support H.R. 8822 because, as the above laws demonstrate, the bill duplicates existing data gathering requirements and adds no new constructive directions. Further data gathering measures of this nature are not needed.

Conclusion

I appreciate the opportunity to appear before this subcommittee and express our views on these five pieces of legislation. I will be happy to answer any questions which you or the Members of the subcommittee might have. Thank you.

(The attachment to the statement is held in the subcommittee file.)

Mr. WEAVER. Thank you very much, Mr. Wood.

The NFPA has made a valuable contribution in bringing about consensus on these bills.

I can assure you that the draft that you are submitting, a revision or H.R. 8020, will have serious consideration.

This is an open process, as I have assured other members of the forestry community, and it will not stop here at this hearing.

Mr. WOOD. We will be back again.

Mr. WEAVER. The recommendations you have made here and the support you have given us in our work are welcome. I want to thank you again.

Mr. WOOD. Thank you, sir.

Mr. WEAVER. The Chair will call Mr. Beryl Anthony, Arkansas Forestry Association, El Dorado, Ark.

Mr. Anthony, we welcome you.

This committee held a hearing last year in Arkansas, one of the most delightful times I have spent in the Congress. Please proceed.

STATEMENT OF BERYL ANTHONY, SECRETARY, ARKANSAS FORESTRY ASSOCIATION

Mr. ANTHONY. Thank you very much. My apologies for not being able to be with you in Hot Springs during that occasion. A busy schedule kept me other places.

Mr. Chairman, I am Beryl Anthony, secretary of the Arkansas Forestry Association. Arkansas Forestry Association has 700 members and represents all forest interests in my State. I am also associated with Anthony Forest Products, El Dorado, Ark. My family business is involved in logging, sawmilling, and plywood production facilities throughout Arkansas, Louisiana, and Texas. In addition, my father, Beryl Anthony, Sr., has been a member of the Arkansas Forestry Commission for several years.

I firmly believe that the South can take an increasingly greater role in providing the wood fiber to meet the growing demands of the country, as has been predicted by the U.S. Forest Service. I understand that you had the opportunity to visit our State during the RPA oversight hearings, and to tour some of our woodlands and forest industry facilities. I am very glad that you had the opportunity to do this, and I am sure that in your tour you got an idea of the productive potential of the southern forests.

However, in order to reach our greatest potential, we must provide a more favorable climate in which the private, nonindustrial owner can grow and harvest his timber profitably. I mean by this an owner of forest lands who is not actively associated with the production of wood products.

Recent statistics describing the forest resource in Arkansas have shown that there are 11.3 million acres of private, nonindustrial timberland in Arkansas. This is 63 percent of the commercial forest land. The net annual growth of this land is 36 cubic feet per acre per year, but the potential annual growth is 68 cubic feet per acre per year, which is nearly twice what we are achieving now. Furthermore, 92 percent of the private, nonindustrial land is understocked, and 6.7 million acres need some type of silvicultural treatment.

Mr. Chairman, I would emphasize that these statistics do not represent poor management or negligence on the part of private, nonindustrial landowners. In fact, these landowners are at present quite rational in their land management decisions. To improve the situation, solutions must be found which will provide proper economic incentives, to make a long-term high risk investment. Equally important is the need for providing improved technical assistance to these landowners. The market system alone will not do this. This is illustrated by the fact that over the past 10 years southern pine stumpage prices have increased 500 percent while reforested acres have declined in proportion to acres harvested. Some instruments of public policy are necessary to reverse this trend.

One set of key instruments is the programs of the Forest Service in State and private cooperative forestry. These are addressed in H.R. 8020. I support the general thrust and concepts of H.R. 8020. I believe that strengthening the State foresters' role in implementing cooperative forestry programs will result in an increase in productivity on private, nonindustrial lands.

The Arkansas Forestry Association has undertaken a strong education program on the importance of forestry in Arkansas and in the Nation and the importance of the small landowner in the future needs of forestry. However, our citizens in south Arkansas are very strong willed and an independent people.

I would like to emphasize that while we support a stronger State forestry program, we do not advocate this at the expense of any abrogation through Federal regulation of a landowner's right to manage his land as he wishes. I understand that the industry and the State Foresters have worked together in developing some suggested changes in the language of H.R. 8010 designed to further strengthen the role of the State foresters and insure that the rights of the landowners are preserved. We support these language changes if, in fact, they do protect the right of the landowner.

Another major policy tool to assure that we will be able to meet the Nation's wood demands in the future could be tax reform to benefit private woodland owners. Some type of tax credit for forest management expenses would be a very efficient, cost effective means of stimulating timber production. Individual timberland owners also need some relief from estate taxation.

As a private practicing attorney, I have had recent examples. Four sisters inherited land from a deceased brother and, in order to meet the tax needs, they were forced to severely cut the land. Without proper incentives to these people, that particular land will not go back into reforestation. I am afraid it will be taken out of productive means.

Present provisions in the Internal Revenue Code for estate taxation inhibit private, nonindustrial owners from managing their timberlands. They constitute a real disincentive to good management. In remedying this situation, however, I want to make clear that we are not urging any change in the present capital gains provisions. Both are needed.

I understand that you are considering introducing legislation providing tax incentives for private forest owners, and we appreciate your efforts. This piece of legislation seems to have strong support from the State of Arkansas.

As an association, we would urge this subcommittee to call upon us at any time for any needs that we may preserve, protect, or give to you, sir. As an individual, I would also do the same. Any questions that you have from the State of Arkansas, I would be glad to attempt to answer for you.

Mr. WEAVER. Thank you very much, Mr. Anthony.

Again, I want to repeat what a delightful time we had in Arkansas. I started from absolute zero in my knowledge of Arkansas and southern forestry, and I learned a great deal. I was quite struck by the differences in southern forestry and my own region.

I also think the changes in the tax laws to which you referred are needed.

As a previous witness, Mr. Wood, said, the fact that a person plants a tree and is not likely to see that tree harvested in his own lifetime is one of the most difficult problems we face in forestry. Therefore, it is incumbent, I think, on the Government to provide the incentives to make sure that those trees get planted and cared for.

Thank you for coming and for your testimony. We appreciate it very much.

Mr. ANTHONY. Thank you very much, Mr. Chairman.

Mr. WEAVER. The Chair is going to call one more witness before we recess for lunch. Then we will recess until 1:30.

The Chair will call Dr. Howard Diesslin, representing ECOP, from Purdue University, Lafayette, Ind.

Thank you for coming, Dr. Diesslin. It is good to see you again. Please proceed.

Mr. DIESSLIN. Thank you, Mr. Chairman.

ECOP is the policy body of the 50 Cooperative Extension Services throughout the United States. I am chairman of the legislative subcommittee of this body at the present time and, thus, will speak for ECOP in the testimony.

I would ask the privilege to summarize my testimony and that the written statement be entered into the record.

Mr. WEAVER. Without objection, your written testimony will be entered into the record at this point.

[The prepared statement of Mr. Diesslin follows:]

Testimony of ECOP^{1/} Concerning H.R. 8022

Prepared and presented by Howard G. Diesslin, Director, Cooperative Extension Service, Indiana, and Chairman, ECOP Legislative Subcommittee

In early 1974 the ECOP Subcommittee on Agriculture, Forestry and Related Industries established a Task Force Committee on Extension Forestry with the following charge:

- "1. Review the mission of Extension in forestry.
2. Identify appropriate relationships with other Extension programs and agencies and organizations related to forestry. For example:
 - a. Extension wildlife, recreation and conservation education programs.
 - b. Forest Service technical assistance, incentives and information programs.
 - c. Bureau of Land Management Forestry programs.
 - d. Soil Conservation Service forestry programs.
3. Analyze the current and prospective situation facing forestry in the next 10-20 years and assess the implications.
4. Identify the growing needs and demands for Extension education in forestry.
5. Develop recommendations to ECOP for Extension program priorities, emphasis, staffing and support for the future."

The Task Force developed a policy statement in 1975, entitled "Extension Education in Forestry" that was approved, published and distributed in January 1976. The Highlights and Recommendations of the report were as follows:

- "All Americans have a stake in the future of the Nations' forest resources. These resources furnish:
- * One and one-half million jobs for Americans in timber harvesting and wood processing.
 - * Raw material for over 5,000 wood products.
 - * Lumber and building materials for eight out of ten American houses.
 - * Over 60 percent of the Nation's water supply.
 - * A major portion of the land base for outdoor recreation.
 - * The essential habitat for forest wildlife.

^{1/} ECOP -- Extension Committee on Organization and Policy -- State Cooperative Extension Services, U.S.A.

Major concerns are as follows:

- * Fifty-nine percent of the Nation's timberland, owned by 4.5 million small private forest owners, is producing only about one-third of its potential timber production and income.
- * The forest land base is shrinking.
- * A lack of understanding of forest resource use, policy, and conservation exists -- which can lead to unwise resource decisions for the future.

The current and prospective situation in forestry presents a growing challenge to Extension education in the decade ahead. A revitalized, aggressive program should be directed primarily to enhancing the productivity of small private forests and to improve efficiency of timber production, utilization and marketing; and in some areas of the country to the other programs in water protection, grazing, and environmental concerns, etc.

The Task Force on Extension Forestry therefore recommends:

- * A renewed commitment to Extension Forestry by EOOP; the Extension Service of the U. S. Department of Agriculture (ES-USDA); state Extension Directors; Deans and Directors of forestry colleges and schools; and agencies, organizations and support groups related to Extension forestry.
- * An expanded Extension effort which will result in both public and private benefits from educational programs directed toward Forest Resources Management; Forest Products, Utilization and Marketing; Environmental and Urban Forestry; and 4-H Youth Development.

The expanded Extension program in Forest Resource Management should center on public understanding of forest resource use; timber supply and harvesting; related forest uses for range, water and wildlife management; and recreational uses of land. These educational efforts should be developed in consultation with citizen committees, conservation groups, private landowners, timber harvesters, professional foresters, outdoor recreationists, and the general public.

The expanded program in Forest Products, Utilization and Marketing should center on consumer education, forest products utilization and forest products marketing with consumers of wood products, homeowners, primary and secondary processors, and sellers and buyers of wood products.

The expanded program in Environmental and Urban Forestry should concentrate on culture and care of trees, use of trees in disposing of effluent waste, individual tree problems, windbreaks, and the importance of forest resources in urban and environmental settings. Clientele should include residents, community administrators, city officials, employees of tree service enterprises, land developers, realtors, service organizations, and civic groups.

The expanded program in 4-H and Youth Development should help young people to understand our forest resources. The primary audience for this program is the 3.3 million boys and girls, age nine to 19, who participate in nearly 100,000 4-H clubs from coast to coast.

To implement these recommendations, the Task Force on Extension Forestry therefore recommends:

- * That each state Extension and forestry agency review relationships and agreements to further clarify the educational role of the Extension Service and Colleges of Forestry in the Land Grant Universities and related institutions.
- * That administrators of the Forest Service (FS) and ES-USDA review relationships and develop memoranda of understanding that support an expanded Extension Forestry Program. Among the documents which need review, modification, and reaffirmation for support of an Expanded Extension Forestry Program are the 1948 Blaney Park agreement, the 1960 ECOP Forestry Subcommittee report, and the Interdepartmental Memorandum of Understanding between FS, ES-USDA, and Soil Conservation Service (SCS).
- * That a more visible program status be given to Extension Forestry. Forestry needs a status comparable to agriculture, home economics, 4-H youth development, and community resource development, if an expanded program is to succeed.
- * That ECOP and ES-USDA support requests for new funding in support of the Expanded Extension Forestry Program. A critical mass of Extension personnel is necessary. Needed areas of specialization at state staff levels, include: silviculture, forest management, forest economics, harvesting, utilization, marketing, forest entomology, forest pathology, fire protection, recreation, wildlife management, watershed management, range management, and urban and community forestry. Added staffing at area and county levels is absolutely critical if expanded Extension forestry programs are expected to effectively reach people where they live."

At the request of the Conference Committee, House and Senate Agricultural Appropriations Subcommittees, ECOP made the following report on Cooperative Extension Service Forestry and Wildlife Programs with Private Landowners in the United States in January, 1976:

"The National Extension Committee on Organization and Policy (ECOP), representing all State Cooperative Extension Services, appreciates the opportunity to respond to the request of the House and Senate Agricultural Appropriation Subcommittees regarding the critical needs of U.S. forest production.

The Cooperative Extension Service forestry program is designed to assist private forest and woodland owners. In Fiscal Year 1975, a total of 180 man-years were devoted to educational programs in forest management, economics, production, wildlife management, marketing and utilization at the national (2), state (102), multi-county (21), and county (55) levels.

Sixty percent of the nation's forest lands (302.9 million acres) are owned by four million private individuals. Less than one-half of the annual timber harvest is provided from these private commercial forest lands. Currently, there is one Extension forester in the Cooperative Extension Service for each 28,000 private woodland owners or one for each two million acres of privately-owned, non-industrial forest land.

Our forest lands are one of the nation's most valuable resources. The potential contribution of these resources to the economic welfare of the Nation is only partially realized. All Americans have a stake in these resources which currently furnish one and one-half million jobs in timber harvesting and processing, and now furnish 20 percent of all industrial raw materials consumed in the United States, including the building materials for 80 percent of American homes. Further, forest lands are a source of 60 percent of the nation's water supply, serve a major portion of the land base for outdoor recreation, and provide the habitat for much of the nation's wildlife. The nation's forest resources are important to the efficient use of our land to cope with the diminishing supplies of oil and natural gas, to conserve energy, and to provide necessary elements of the quality of life.

A revitalized educational program in Extension forestry is essential to enhance the potential values of forest resources. The principal thrust of such a program should be directed towards increasing the productivity of small non-industrially owned private forests. Major emphasis would be placed on wood and wood fiber production and its utilization. This emphasis on productivity would be integrated with other necessary multiple purpose management objectives, including land use, water conservation, wildlife habitat management, development of recreational opportunities, livestock grazing, and environmental protection and enhancement where appropriate. It is estimated that 600 Extension foresters are necessary to educate the four million private owners of 300 million acres of forests with a reasonable degree of effectiveness. This would provide approximately one Extension forester for each 6,000 owners of 500,000 acres of forest land. An additional 200 Extension staff members are needed for educational work in forest utilization and wildlife management. These guidelines indicate the need for an additional 800 staff members which is approximately four times the existing staff working on forestry problems in the Cooperative Extension Services.

The State Cooperative Extension Services are requesting \$5 million in FY 1977 for expanded Extension forestry support. Such support would provide approximately 150 Extension foresters, which is one-fourth of the 600 required to meet the needs of private owners.

A detailed analysis of the Extension forestry program and recommendations for the future are contained in the enclosed report, "Extension Education in Forestry," approved by the Extension Committee on Organization and Policy in November 1975.

ECOP appreciates the opportunity to speak to the critical needs of this educational aspect of U.S. forest production."

With pending legislation under consideration in Congress, ECOP once again reiterated their urgency for an expanded forestry extension program by passing the following resolution unanimously in November, 1977:

"Whereas the values and contributions of private forest land are many and.....

Whereas some 60 Percent of all commercial forest land is in private ownership being controlled by nearly 4-½ million individuals, and.....

Whereas it is generally recognized that these lands are producing far below potential in timber, recreation, forest wildlife, water, forest range, and other forest related values, and.....

Whereas education, research and technical assistance programs are recognized as a means whereby these lands can be made more economically viable, thus contributing more to society, and.....

Whereas present public assistance programs to private forest land-owners are often ineffective due to a lack of information on proper forest management and insufficient service -- assistance to implement good forest management, and.....

Whereas efforts to provide additional resources for extension educational efforts have been recognized by the Extension Committee on Organization and Policy (ECOP) for the past several years, and.....

Whereas proposed legislation has been jointly prepared by concerned members of the professional forestry community which would significantly expand financial resources for education, research, and service programs, and.....

Whereas Congressman James Weaver and Senator Mark Hatfield have introduced this legislation (H.R. 8020, H.R. 8021, H.R. 8022 and S. 1856) into the U. S. Congress, therefore.....

Be it resolved that the Extension Committee on Organization and Policy (ECOP) representing the directors of the Cooperative Extension Services of the 50 states endorse, in principle, this proposed legislation and pledge their support to its implementation."

A recent report entitled "A Review of Forest and Rangeland Research Policies in the United States" published by the Renewable Natural Resources Foundation, Washington, D. C., September, 1977, describes the following major concerns relative to the current delivery system with respect to forest and rangeland research:

"The functioning of the delivery system itself was beyond the immediate purpose of this symposium but we would nevertheless underline the extreme importance of the problem. Moreover, though lack of funding is the primary reason that more has not been accomplished, it is not the total explanation. The several agencies responsible have never developed a thoroughly cooperative coordinated approach.

The history of the effort has been marked with jurisdictional squabbles. Even within the Forest Service itself all has not gone smoothly. Despite many years of effort, poor communication and poor cooperation among the branches of research, national forest administration, and state and private forestry have impeded efforts to get research results into use on both private and public lands.

Transfer of knowledge involves not only the delivery but also the presentation or packaging of information for those who would use or deliver it. There is a lot of room for improvement here also for several reasons. For example, some scientific writing obscures more than it reveals. In some cases, research findings have not been sufficiently interrelated with other relevant information to be readily applicable. In others the researchers are not answering the right questions, a fact partly attributable to inadequate feedback from the users."

A similar situation occurred in American Agriculture with its research program until the Smith-Lever Act established and funded the Cooperative Extension Services in 1914. This established not only a very successful information delivery system for landowners in agriculture, but equally important, it developed a feedback system to the research establishment that ultimately made their research programs relevant to real problems in American Agriculture and on American family farms. Over time the development of a viable information delivery system as a part of the Cooperative Extension Services would significantly enhance the relevance of the research program in the forest and rangeland industry. It takes both together -- research and extension -- to make either one optimally efficient and effective for the industry.

Thus, ECOP fully supports H.R. 8022 and recommends its enactment by the 95th Congress. ECOP would recommend only one major change in the proposed Act. Section 6 should authorize funding this Act (\$15,000,000) in preference to subsection 3(d) of the Act of May 8, 1914 (38 Stat. 373, as amended; 7 U.S.C. 343) known as the Smith-Lever Act.

Mr. WEAVER. Thank you again, Dr. Diesslin, for your comments and testimony. You state the problem well. Your support is welcome, and your suggestions will be taken into consideration by the committee. We hope to remain in contact with you.

Thank you very much.

Mr. DIESSLIN. Thank you.

Mr. WEAVER. The subcommittee will recess now and come back into session at 1:30 p.m., beginning with Dr. John Cox.

[Whereupon, at 12:15 p.m., the subcommittee recessed to reconvene at 1:30 p.m.]

AFTERNOON SESSION

Mr. WEAVER. The Subcommittee on Forests will be in session.

The Chair would like to welcome the Honorable W. Henson Moore to the subcommittee to introduce the next witness.

REMARKS OF HON. W. HENSON MOORE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF LOUISIANA

Mr. MOORE. Thank you very much, Mr. Chairman.

It is a pleasure for me to be here. I thank the Chair for allowing me to introduce this witness to the subcommittee and the Chair. He is a long personal friend of mine, Dr. John A. Cox, who is director of the Louisiana Cooperative Extension Service at Louisiana State University in Baton Rouge, La., a constituent of mine. That is the major agricultural university in our State.

He is also a director-adviser to forestry specialists in the southern region.

He is going to present testimony today on behalf of the Extension Service directors in the southern region.

He has been in this capacity as Extension Service director in Louisiana for some 17 years. He is also chairman of the State's Rural Development Committee.

Mr. Chairman, as you learned in your visit to Arkansas, southern forestry is important. It is very important to Louisiana, and totals \$2 billion in value a year. That is over half of the State's total agricultural output, and we are known as an agricultural State. It is also one of our biggest employers.

Dr. Cox has worked very hard during his long tenure in agriculture trying to bring all sorts of private, State, local, and Federal resources to bear on the forestry problems of Louisiana.

I commend his testimony to the subcommittee as he is a man who certainly knows what he is talking about. He is a very knowledgeable, dedicated, capable individual. So, it is with great pleasure that I present Dr. John A. Cox to the subcommittee.

Mr. WEAVER. I thank you very much, Mr. Moore. We welcome Dr. Cox with that excellent introduction.

Mr. Cox. Thank you very much, Mr. Chairman, and thank you, Congressman Moore. It is really nice to have a supporter like this in the Congress. You know, Congressmen usually like supporters from the outside, but we are happy and proud to have this young man representing us in Louisiana.

Mr. Chairman, I first want to thank those who came before me who supported these bills because I think they are important. I would like also to express appreciation to our Chairman for allowing me this opportunity to testify.

I also want to say at the outset that we are not just talking about timber. We are talking about all forest resources: wildlife, range, water, recreation, and other benefits that must be considered and programs of this nature.

I could give you a lot of information. I would like to have my formal testimony entered into the record.

Mr. WEAVER. Your full written statement will be inserted into the record.

[The prepared statement of Mr. Cox follows:]

STATEMENT ON BEHALF OF EXTENSION SERVICE DIRECTORS,
SOUTHERN REGION, USA

STATEMENT OF JOHN A COX, DIRECTOR, LOUISIANA COOPERATIVE
EXTENSION SERVICE

I am John A. Cox, Director, Louisiana Cooperative Extension Service, and Director-Advisor to forestry specialists in the Southern States. I am presenting testimony on behalf of the Extension Directors in the Southern States; therefore, my remarks will relate only to the Southern States and Puerto Rico.

We are extremely pleased with the Weaver Bill, the "Forest and Range Renewable Resources Extension Act of 1977" (H. R. 8022), and support it with enthusiasm.

Forest-based industries are extremely important to the economy of the Southern Region and to the nation. Some 35% of the total U.S. softwood plywood is produced in the Southern States. In 1976, about 26% of the nation's softwood lumber grew and was processed in the South. Almost one-half (48%) of the nation's hardwood lumber is produced from the Southern States. Similarly, the South's share of hardwood plywood production in 1977 was 62%. In addition, approximately half of the nation's particleboard is grown and processed in this region.

In the last 10 to 15 years, the South has accounted for an increasing share of the nation's production of wood products. This share can be expected to increase further with projected population and economic growth in the

southern wood industry's backyard. The paper industry of the South is growing at a greater rate than that of the nation. In fact, most of the recent expansions in the industry have occurred in the South.

There are 204,368,000 acres of commercial forestland in the Southern States. Private non-industrial landowners hold 74% of this total. Approximately 59% of the 500,000,000 acres of commercial forestland in the USA is owned by private non-industrial landowners. Clearly, these owners hold a key to future growth of the national economy. A recent study completed by Clif Marlin at the LSU School of Forestry and Wildlife Management confirms the findings of other researchers that these smaller owners' holdings are producing less than half of the land potentials.

A recent U. S. Forest Service study revealed that the Southern Region lost 7,263,900 acres of pine timberland during the past 10 years. This loss was attributed to poor harvesting practices, lack of effective reforestation and management, fire control and aggressive hardwood competition.

Millions of dollars are invested annually by private industry, the federal government and the states in forestry research. This research investment is likely to increase, but the results are useless unless interpreted and applied to pressing and practical problems of the forest landowner, industry and other users of the forest resources.

More intensive utilization of forest resources will be needed in the future in order to: 1) help fill the void created by a decline of non-renewable

resources, and 2) meet the demands of an increasing population on a fixed land area. These goals can only be achieved through better forest management and more efficient wood products utilization. Researchers are developing faster growing hybrids, more energy efficient harvesting methods and more complete utilization schemes. But these and other research developments can only be implemented through a more effective and expanded educational program.

Failure to implement more intensive forestry and wood products programs will lead to exploitive (non-replacement) forest practices, which will not only deplete our wood supply, but also drastically affect wildlife, recreation and environmental quality.

The State Cooperative Extension Services have fully demonstrated the capacity to adapt educational programs to people's needs for the past half-century, and have methods, facilities and auxiliary services to back up the county agents in every county in the nation. However, we have not given the forest resources the attention they deserve because of underfunding.

We now spend only \$1 on Extension education for every \$25 of forestry research. This technology-transfer gap prevents the application of important new forestry knowledge. Unless applied research is put into practice, it is meaningless--a waste of taxpayer dollars and a squandering of the researcher's talents.

Extension Forestry programs have not kept pace with other forestry efforts. In view of the need for increased attention to the forest resource, the U. S. Forest Service, through the Cooperative Forest Management Program, has increased the number of service foresters from approximately 200 in 1948

to 750 in 1962 (latest figure we have available). During the period of 1948 to 1976, Extension personnel for forestry has shown no appreciable overall increase. The Forest Service has urged repeatedly that more educational work is needed to make full use of research and carry out cooperative work with service forestry, cost sharing, conservation and industrial programs. New audiences for Extension forestry and wildlife have developed: the non-resident forest landowner, the non-landowning conservationist or environmentalist, urban tree owners, community planners and developers, and others.

A properly funded and staffed Extension forestry program would help raise production from our forests while maintaining a quality environment. Increased production can mean jobs for our workers and increased tax revenues for the Southern Region, while still maintaining environmental quality. The South controls a large share of the nation's forest resources, and activities in the Southern States are important not only locally, but to the entire nation.

H. R. 8022 would provide this critically needed forest resources educational program. The expanded program will operate at two major levels: County and Area Extension Agents and Extension Forestry Specialists. The Area and County Agents will be responsible for educational programs on the ground at the county level, while specialists will provide "backup" and specialized expertise for the agents. Specialists and research personnel would provide leadership and modern technology for these educational programs. The expanded program would be based on a system of County or Area Extension Agents located at key geographical areas about the state. Each agent would be responsible for the forestry educational program in his area. However, the

agent could lend his expertise to educational programs in other areas. In the expanded program, all forest resources benefits could more adequately be considered in designing educational programs and in hiring Extension forest resources specialists and agents.

One point I would like to emphasize is that we are concerned with all forest resources, not just timber. Wildlife, range, water, recreation and other benefits must be considered in an expanded program. One of the wonderful things about Extension is that we design our programs based on the needs and interests of our clientele--landowners, foresters, consultants, timber users and processors and others. As long as programs are based on clientele needs, the multiple benefits possible from our forest resources will be considered and emphasized. This is in the interest of our landowners, our state's citizenry and the nation.

In addition, I wish to thank Congressman Weaver for his interest and leadership in support of forestry and forestry Extension, and for recognizing the importance of utilizing the Cooperative Extension Service in supporting this important industry.

Mr. WEAVER. Thank you, Dr. Cox, for your testimony and for giving the the view of the southern extension directors in support of H.R. 10618 which supersedes H.R. 8022. A great many of us feel that it is essential to give a boost to the production of timber and other values from small woodlots.

I appreciate very much your very distinguished Congressman joining you. I want to thank both of you for appearing today.

Mr. MOORE. Thank you.

Mr. COX. Thank you.

Mr. WEAVER. The Chair will call Dr. Henry A. Wadsworth. Even though Oregon State University lies a mile or two outside of my congressional district, I have a keen interest in what is going on in the university. So I warmly welcome you, Dr. Wadsworth and will take special note of your testimony. Please proceed.

Mr. WADSWORTH. Thank you, Congressman Weaver.

It is a pleasure to be here and meet with you again and discuss some of the things that we certainly have mutual concerns about.

I am here representing not only Oregon State University Extension Service, but the extension directors of the Western United States. They wanted me to express to you their very great appreciation for your efforts in education work related to forestry. We are proud of the fact that a Congressman from the Western United States would take this kind of initiative and leadership in the Congress. They want you to know that they will do everything they can do to assist in achieving the passage of the bill which was H.R. 8022 and is now H.R. 10618.

I think it might be appropriate from this point on if I would just extract the highlights of my testimony.

Mr. WEAVER. Without objection, your full written statement will be placed in the record.

[The prepared statement of Dr. Wadsworth follows:]

STATEMENT OF HENRY A. WADSWORTH, DIRECTOR, OREGON STATE
UNIVERSITY EXTENSION SERVICE

TESTIMONY presented before the Subcommittee on Forests, Committee on Agriculture, House of Representatives, by Henry A. Wadsworth, Director, Oregon State University Extension Service, representing Directors of State Extension Services, on behalf of HR 8022, "Forest Resources Extension Act of 1977", and its considered revision, the "Renewable Resources Extension Act of 1978".

Major Points

1. The Directors of the western Extension Services heartily endorse HR 8022 and its proposed revision, the "Renewable Resources Extension Act of 1978", as landmark legislation for the protection, management, and proper utilization of forests, range, wildlife, and water.
2. Forest and rangelands dominate the West. There are 750 million acres of land, 70 percent of which is grazed, 17 percent, which is classified as commercial forest land with millions of remaining acres in parks and wilderness. Approximately half of this land is federally owned.
3. Resource conflicts and problems have been constantly increasing as forest and range production has reached an apparent limit under current management systems, while pressure to more explicitly incorporate considerations about water, fisheries and wildlife have increased the complexity of the decision framework. The frequently missing ingredients to help provide solutions are facts and understanding.
4. Effective problem solving requires knowledge of technical possibilities and assessment of consequences within the construct of societal values. Solutions to such problems can be attained by either regulation or education. Extension can provide the linkage between researchers and users of research results by conducting scientifically based practical educational programs that provide a basis for improved decision making.
5. Extension programs relating to renewable resources are considered inadequate. The need for expanded effort is widely recognized in the West and this makes HR 8022 not only appropriate but timely. The Western Directors believe that the funding level set at 15 million dollars is too small for the program to have national impact. Funding at this level would not allow sufficient specialization to address significant resource problem areas. We recommend that the authorization be set no less than 40 million dollars.
6. Section six relates funding to capabilities of private forest and range lands. We believe the concept of capability is important and should be retained. However, we do suggest the concept incorporate capability of public lands because of their economic and social significance to individuals and the private sector. Funding should recognize industry generated by resources and related activities in a value added approach which would relate funding in a more relevant fashion to the audiences we might serve, for example processors (wood or livestock), loggers, recreationists, and others.

Every western state has federal or state research programs in forest, range, and wildlife management, and have or are building some centers of instruction and/or research on these topics. Yet, resources Extension remains largely undeveloped to serve the people of these states. For example, at Utah State, only a one-half time position is designated for Extension in forestry and related subjects; the state of Washington has three to four people carrying forestry and range management; and the state of California has three forest management trained staff. Current staffing in resources Extension in the West is limited, averaging approximately three people per state and cannot reasonably be expected to be of substantial help in the resolution of resource problems.

Resource Conflicts and Problems

The intensification of all land uses, the addition of new uses, and the desire to achieve greater protection of resources is generating problems and conflict in all parts of the West. Controversy in resource use is becoming a way of life as economic needs and concerns are weighed with choices about other uses such as wildlife, water, and recreation in seeking to achieve a balance.

Conflicts related to forest production are well known. There is a desire to reserve versus cut; to selectively cut or to clearcut; to log expediently or to protect for benefits to soil, water supplies, and fisheries; to cut in one manner to achieve high productivity versus the needs of wildlife and livestock; to ban off road vehicles versus using these areas for pleasure; and so on seemingly without end.

Conflicts related to range production have a similar parallel to forest production as relation between hunters and livestock growers becomes more apparent, as concern for wildlife, predators, and endangered species grows; as water users become more concerned with the impact of grazing on water quality and quantity; and the list will continue to grow with projected population increases in the West.

Achieving production potential, while resolving such conflicts, depends upon the availability of facts and understanding of choices by the public. Decisions will be made on the basis of what knowledge the participants possess. That basis can be improved by Extension educational programs.

A Scientific Basis for Resource Protection and Development

Extension programs in agriculture were conceived as the means by which to link research and innovation with the needs of people, and thus to provide a scientific, economic, and social framework for progress. A technology transfer system has been implemented that helps bring the best we know to people needing information. This system where specialists relate to research and its development and results, and agents are provided for local problem-oriented delivery, can work well in the West to help solve resource problems, as we are demonstrating in the forestry area in Oregon.

Current federal resource policy has apparently placed a relatively high value on the production of research information, but a much lower value on

Chairman Weaver, Congressmen of the Subcommittee, and guests, I appreciate the opportunity to appear before this Subcommittee representing Directors of Extension Services in the United States but particularly those in the western United States.

We heartily endorse this bill and hope this Subcommittee will be able to expeditiously achieve its passage. This is landmark legislation and could accomplish as much in the long term for those managing forest, range, and wildlife resources, industries, services, and related activities as is now provided for agriculture through the Smith-Lever legislation and its modifications since 1914.

Western Extension Directors have long been aware of the need for Extension education in the broad resource area. In the forestry area this awareness has been building and western Extension Directors spoke to this issue several years ago at Newport, Oregon. We have supported the development of a National Task Force on Forestry to clarify needs and directions, as well as the addition of people with forestry educational backgrounds to our national policy committees. Our national Directors organization altered the name of one committee from 'Agriculture' to 'Agriculture and Forestry' just two years ago. Western Directors fully supported a resolution three months ago to advance HR 8022, the Forest Resources Extension Act of 1977, and we now fully support the bill with its modifications.

Extension education in forest and related resources should have emerged as national policy years ago. We don't fully know the reasons why it has not, but we do know that there is a valuable instrument of federal policy in this bill, and that Extension methods and Extension organizations can respond to help meet the needs of many people and the objectives of local, state, and federal resource goals.

The Extension experience in working with research organizations and people in agriculture to bring the latest available knowledge to bear in solving problems can be applied with equal effectiveness to the renewable resources fields. We are providing this leadership in Oregon through an emerging forestry Extension program. Although we do not have the desired depth in many technical aspects or complete geographical coverage with Extension agents, we are having many successes, and the demand for programs outstrips our capacity to deliver.

We have been exporting Extension methods and programs to other countries. It is rational federal policy that would provide for an Extension delivery system for the proper management and utilization of our forest, range, and wildlife resources within the United States.

Resources Important in the West

Forest and range resources underwrite the culture and economy of the West. The eleven western states occupy 40 percent of the land mass of the contiguous 48 states. Approximately 550 million acres are grazed by both wildlife and livestock. Another 129 million acres are classified for commercial forest production while parks and wilderness occupy additional millions of acres. Recreation on these lands is a way of life, not only for residents of the West but for residents of the entire United States.

its application. There is an expressed need for new information, as illustrated by the first National Conference on Forest and Rangeland Research held here in Washington during the past few weeks. Extension was identified frequently during that conference, yet there has been no specific federal effort to bridge the gap between research and its application. HR 8022 would accomplish much of what is badly needed in the West to deal with problems on forest and rangelands.

Extensive forest research programs, private, state, and federal, exist in each of the western states. For example, Oregon has one of the largest forest research (state and federal) complexes in the United States at Corvallis on the campus of Oregon State University. There are extensive state and federal forestry research programs in California and Washington, and substantial programs in each of the other western states. There is an opportunity to bring the generated research information to bear on the respective problems of these states.

Extension Education Contributions to Problem Solving

In its highest development Extension education is the utilization of existing information in a decision framework that fits the needs, problems and potentials of people. Secondly it continues to press the research base for the solution of important problems.

Oregon, Washington, and California rank 1, 3, and 5 nationally in the potential timber productivity of its commercial forest lands, yet we are currently not realizing this potential. In Oregon we are producing one-third of our capacity on non-industrial lands, and have greater potential on other forest lands. If the land were managed, such production would produce income for owners and provide a significant contribution to the economy. The situation is unlikely to be different in neighboring states. Most of these small landowners do not understand forestry management practices nor are they fully aware of the potentials they have for securing income. Problems frequently arise for them because of conflicting interpretations of the tax laws, the magnitude of regulations that affect them, and uncertainty about production practices such as where to get seedlings and the proper methods to plant. We are currently demonstrating through Extension programs that these owners can realign their goals, take interest in management, and even involve themselves in government policies that affect them. This is an example of Extension education and the developed knowledge operating as a catalyst. Benefits accrue not only to the landowner, but extend throughout the economy because of value added in logging, transportation, and manufacturing.

The logger is a much maligned individual, yet his employment is important (13,000 in Oregon), and he performs an important service to society. In Oregon and California, the value added from logging is in excess of \$500,000,000. Logging activities are important to many: the landowner, the corporation, fisheries, and others with environmental concerns. Throughout coastal forests, logging impacts soils, streams, and an extensive sports and commercial fishery. Safety has been and remains a significant problem in logging, with high cost to the logger and society. The logger represents

a resource and an opportunity, because it is only through him that greater efficiencies can be achieved and improved watershed protection practices applied. There is no reason to believe that Extension opportunities will not help his economic position, and improve forest practices and to this end, we have initiated a small program in Oregon dealing with logging efficiency and watershed protection.

Operators of small mills can be helped to improve their manufacturing processes to their benefit and the benefit of society through improved wood utilization. We already have a major success in southwestern Oregon which helped a mill improve its profitability by \$400,000 through the adoption of improved log storage, and other processes. Large mills can benefit as well where research is providing the technologies to improve such operations as quality control, and where managers are in need of updating.

Where research can show the way, many problems can be dealt with on the interrelated fields of wildlife, range, and forests. For example, in eastern Oregon and Washington, through proper thinning, a rancher may be able to improve forage, and improve growth on the remaining trees and improve wildlife habitat to his overall advantage, and the advantage of others. Currently we are participating with the Forest Service in a Range Validation Project that seeks to specify more precisely what occurs at an actual operational level. The "knitting" of the disciplines and the extension of the idea is an opportunity to be realized.

There is no reason why we should have years of elapsed time between what we know and what is being applied. For example, an Extension specialist has just completed three years in producing the latest and best information available on reforestation. In the process he has conducted at least a dozen short courses and conducted field tours and demonstrations for foresters in government and industry. Without this Extension specialist, this job would likely not have been done, or if done, without the educational opportunities, perhaps left unused or not understood in terms of application.

Funding Level

The Western Directors are concerned with the funding level provided in HR 8022. The amount provided is insufficient for developing programs in forestry, and in the revision the bill has been broadened to include range management, expanded efforts in wildlife, outdoor recreation, shelter-belts, and urban forestry; all subsumed in the phrase "renewable natural resources". The amount suggested would result in an effort without significant penetration on problem solving within the states.

Oregon's experience with a lead program in the forestry area suggests some of the problems in achieving program effectiveness. We have one staff person covering forest products, no program in forest recreation, one specialist in forest management (economics), and one specialist in forest engineering. There are five forestry agents, leaving much of the state without assistance to resolve forest management problems, particularly those of the small woodland owner. Range and wildlife programs in the western states are similarly restricted by lack of professional staff. Program building in these areas will be costly. Today it is not unusual to spend \$35-50,000 for an instructional film, while a single useful publication can cost \$10-25,000.

The program amount suggested is well below the mark for developing an adequate program throughout the United States. The Western Directors recommend that the funding level be increased to \$40,000,000 so that programs of quality can be developed and the Extension Act achieve its purpose.

Mr. WADSWORTH. Thank you Mr. Chairman, and members of this subcommittee, for your kind attention. I started with the concept that this was landmark legislation, and indeed, if passed, we assure you that we will do our best to properly administer this program in securing the benefits in the Western States.

Mr. WEAVER. That testimony is particularly important to me in our area, Dr. Wadsworth. I really feel it is valuable.

If the rest of the people here will forgive a little parochialism, would you put on the record how you feel the present bill, which you support, will help Oregon?

Mr. WADSWORTH. As I look at the present bill, we have undertaken an extension program in forestry out of the funds that we have been getting through the regular appropriations channel, both from the State and the Federal Government. As you know, the extension in Oregon is funded better than 75 percent from money that we receive from State and local government and a little less than 25 percent from funds through Federal sources.

We have allocated those funds we have had to develop an extension program over the last 7 years. That now totals about seven extension specialists on the campus and will, as of July 1, include seven county extension agents who are extension foresters in the county level. Depending on the size of the county, they will have one- or two-county responsibility.

There are still a number of areas where we do not have the kind of specialty that we think we should have. We do not have a silviculturist. There are some who have suggested that we need a silviculturist not only in the high rainfall areas of the coast range, but also in the low rainfall areas of the sugar pine and ponderosa pine on the east side of the Cascades.

Funding through this bill would permit us to add that kind of specialization to serve people in those kinds of situations.

Mr. WEAVER. I note in your written testimony that you say no program in forest recreation.

Mr. WADSWORTH. That is right.

Mr. WEAVER. To my mind, that could be one of the most important things, the recreation potential of our national forests. Our whole forestry program is way underutilized now.

Mr. WADSWORTH. And our overall management plan for the use of extension agents in the county level suggests that we probably have a need to reach what we think is a reasonable goal in the State. It will not provide coverage for all counties, but it will for the major ones.

We need at least eight more just in the forestry area, to say nothing about the area of wildlife and range.

Mr. WEAVER. I want to thank you very much, Dr. Wadsworth. We really appreciate your testimony and your coming here from Oregon.

Mr. WADSWORTH. It was a pleasure to be here, Mr. Chairman.

Mr. WEAVER. Thank you.

The Chair will now call out of order—if the other witnesses will forgive us—Dr. Michael Zagata, Washington representative of the National Audubon Society.

STATEMENT OF MICHAEL D. ZAGATA, WASHINGTON REPRESENTATIVE,
NATIONAL AUDUBON SOCIETY

Mr. ZAGATA. Mr. Chairman, thank you for this opportunity to testify.

It is because of Audubon's long-established concern for wildlife and its habitat that we are here testifying today. The bills you are now considering will, if enacted, affect about 1.6 billion acres or about two-thirds of this Nation's land. They are intended to specifically affect about 300 million acres which comprise our Nation's small, nonindustrial woodlots. Forest management practices applied to these vast acreages have the potential to impact these lands in a positive or in an adverse manner with regard to fish, wildlife, and the other renewable natural resources associated with forested lands.

The National Audubon Society has worked for and supported the guidelines for the management of our forests and their associated resources embodied in the Forest and Rangeland Renewable Resources Planning Act of 1974 and the Forest Management Act of 1976. We recognize, however, that if our Nation is going to meet the demand for wood products, as well as fish and wildlife, while maintaining a sustained-yield regime on our national forests, that we are going to have to turn to the private, nonindustrial woodlots which constitute nearly 60 percent of our productive forest acres.

At the same time, we cannot allow the mismanagement practices historically characteristic of our national forests to be repeated today on private lands. The temptation to rape our private forests will be great because it will require an estimated 73-percent increase in timber production by the year 2000 to meet the projected demand. Therefore, we urge that Congress make it explicitly clear that any of the programs advocated in these three bills will require compliance with Federal regulations in order to be funded.

Because Federal money is involved, activities that will have a significant impact on the environment must be in compliance with NEPA, and Federal and State legislation pertaining to endangered species should be complied with.

With those words of caution in mind, Mr. Chairman, let me congratulate you and your staff for the efforts you have devoted to introducing this legislation. The National Audubon Society recognizes the needs you are addressing in these legislative proposals and supports your efforts to meet the Nation's need for wood while simultaneously considering fish and wildlife, water, soil, recreation and esthetics. We do, however, have some specific comments on each of the bills.

On H.R. 8020, we applaud the language on forest resources management and the attention given to fish and wildlife and their habitats in the section on policy and purpose. However, we note a lack of similar emphasis in the meat of the bill and trust that the old adage that "all that glitters is not gold" does not apply here.

There is a lack of attention given to soil fertility and erosion in section 201. We suggest adding a subsection 8 to address these issues.

In section 203, emphasis is given to afforestation of suitable open lands and reforestation of cutover or understocked lands. We urge that these kinds of programs be planned in coordination with the

State agencies responsible for fish and wildlife. Otherwise they could have an adverse impact on fish and wildlife by destroying the open field, early successional stages important as habitat.

For example, old fields in northern Maine are at a premium in the vast acreage of spruce-fir typical of that area. Many songbirds, the woodcock and numerous mammals depend on those old fields. It would be tragic to deliberately engage in a program that would reduce species diversity at a time when the public, through their congressional Representatives, are requesting legislation to maintain and/or enhance diversity. Soon State fish and wildlife agencies will be developing comprehensive plans for all wildlife. The forestry incentives program could, if developed without their input, adversely impact their efforts.

In section 203(a) we suggest that lines 5 and 6 be reworded to read “* * * of timber and the enhancement of other multiple-use values.”

In section 203(d) we suggest the addition of a subsection (3) to read “consult with the appropriate State agency responsible for fish and wildlife.”

In section (a)(1) we suggest rewording line 18 to read “* * * enhancing scenic beauty, *providing fish and wildlife habitat*, * * *.”

In section 208(d) we suggest the wording “the secretary shall create and utilize forest and rangelands renewable resources planning committees at National and State levels in carrying out this section.”

In section 209(d) we are concerned that consolidated payments may, in the absence of Federal oversight, lead to the implementation of practices adverse to fish and wildlife and other multiple-use values. Language should be inserted spelling out how these payments will be administered.

Wildlife researchers are only now beginning to recognize the value of dead and dying trees to cavity nesting songbirds. These birds play a significant role in the forest ecosystem and it is paramount that a snag policy for the benefit of wildlife be developed and implemented on all of our forested lands. There is no mention of snags in H.R. 8020 and we consider this a major deficiency.

On H.R. 8021, in addition to expanding our knowledge on timber production and usage, this Nation needs to greatly expand its research regarding fish and wildlife habitat management, urban forestry, watershed protection and management, wildland recreation, and wilderness administration. We applaud your recognition of these needs by entitling your bill “Forest and Rangeland Renewable Resources Research.”

If the goals of the RPA are to be met, our knowledge about the status and demands of our forest and rangeland renewable resources must be greatly expanded. To accomplish this, greater emphasis must be placed on inventories of fish and game and nongame wildlife and their habitats. The knowledge gained from this type of assessment is essential if we are to make meaningful, ecologically sound trade-off decisions concerning multiple-use values.

In section 201(b) we request that you replace the word may with shall in the first line of subsections (1) through (3).

We urge that language be included stipulating that competitive grants, section 203, be made for the same purposes as those outlined in section 201(b)(1-5).

In addition, we urge that research be conducted to assess the impact of even-aged monocultures on fish and wildlife. Not only do they appear to decrease the diversity of habitats and thus fish and wildlife, but they also appear to be more vulnerable to disease and insects and thus often necessitate management practices like the use of pesticides that have an adverse impact on the environment.

Regarding H.R. 8022, the National Audubon Society is highly supportive of this bill and compliments Congressman Weaver and the committee staff for their efforts to work with the wide array of organizations interested in our Nation's forests and rangelands and their associated renewable natural resources. The revised version provides for the balanced consideration of these resources, and we support the bill.

However, it is essential that those hired to implement the program come from professional backgrounds representing fish and wildlife as well as forestry and related fields.

We feel that expanded educational efforts are essential if our Nation is to meet the demand for wood and other forest related resources. Many nonresident owners of woodlots are highly concerned about fish and wildlife and are reluctant to do anything that might reduce their likelihood of being able to enjoy their presence. Proper forest management can, if established as an objective, enhance certain fish and wildlife populations. Therefore, it is essential that landowners be made aware of this if we expect them to allow the harvesting of timber from their land.

Thank you for taking the lead in drafting these important pieces of legislation and for inviting us to testify. I would be glad to answer any related questions that you may have and look forward to working with the Department of Agriculture in their implementation.

During the oversight hearings on RPA, Mr. Chairman, one of the questions that seemed to impress you was the question of what do we want our national forests to be. I think we need to keep that same question in mind when we consider practices for the management of our State and private forests.

Mr. WEAVER. Thank you very much, Dr. Zagata.

[The following letter was received from Mr. Zagata:]

NATIONAL AUDUBON SOCIETY,
Washington, D.C., February 27, 1978.

Hon. JAMES WEAVER,
Chairman, Subcommittee on Forest, House Committee on Agriculture, U.S. House of Representatives, Washington, D.C.

DEAR Mr. CHAIRMAN: We appreciated the opportunity to testify before you on February 2, 1978 on three pieces of forest resource-related legislation—H.R. 8020, H.R. 8021, and H.R. 8022 (H.R. 10618). We did not make a statement on H.R. 8822, but would like to offer the following comments about its desirability.

The bill (H.R. 8822), as drafted, is intended to provide the Congress with a periodic, detailed report on the status, condition, and productive potential of privately owned forest land in this country. If enacted, it should result in the type of data necessary to make a much more adequate Assessment under the RPA legislation. As you are probably aware, the data on forest resources needed to make a valid Assessment is highly inadequate at present. If we are going to manage our National Forests on a sustained yield—non-declining basis, we are going to have to have much better data to make sound resource management decisions pertaining to our state and private forests.

We are, however, concerned about the funding necessary to implement H.R. 8822 (an estimated three million dollars to collect, analyze and prepare a report). We cannot endorse the diversion of funds and personnel from already underfunded programs to comply with the mandate of this proposed legislation.

Therefore, we recommend that this program be funded separately so that it does not drain existing programs for fish, wildlife and other multiple-use values associated with forest lands.

Thank you again, Mr. Chairman, for another opportunity to express our views on forest-related legislation.

Sincerely,

MICHAEL D. ZAGATA, PH. D.,
Washington representative.

Mr. WEAVER. Dr. Zagata, I believe with you that proper management of our forests go hand in hand with good fish and wildlife habitat, as well as other values.

I have just returned from China. I do not think the Audubon Society would be very happy over there. They have no birds. They are all gone. They cannot afford to feed them.

Mr. ZAGATA. We still have that luxury.

Mr. WEAVER. I know. They don't. There are 900 million people. They are trapped; they have no choice. That animal species is next to starvation.

They plant every single square foot of soil to cabbage or other crop. There are no dogs or cats. Nothing. I'm sure in the western part of China there are animals, but not in their populated areas. There are few trees by the way. They are starting a reforestation program, but they have 50, 60, or 100 years to go before they have trees of merchantable size.

Thank you, Dr. Zagata. We will take your suggestions into consideration.

Mr. ZAGATA. Thank you, Mr. Chairman.

Mr. WEAVER. The Chair will call Col. Kenneth Hampton of the National Wildlife Federation.

Mr. HAMPTON. Thank you, Mr. Chairman.

For the sake of the record, I am Kenneth Hampton. I am the deputy conservation director for the National Wildlife Federation.

If it is all right with you, Mr. Chairman, I will go through my prepared testimony and try to hit a few of the highlights.

Mr. WEAVER. That will be fine. Without objection, your prepared statement will be inserted into the record at this point.

[The prepared statement of Colonel Hampton follows:]

H.R.8020, 8021, 8822, and 10618: Bills to Enhance Cooperative Forest Resources Assistance, Forestry Research, and Renewable Resources Extension Efforts.

STATEMENT OF KENNETH R. HAMPTON ON BEHALF OF THE NATIONAL
WILDLIFE FEDERATION BEFORE THE HOUSE AGRICULTURE SUBCOMMITTEE
ON FORESTS.

February 2, 1978

Mr. Chairman, I am Col Kenneth R. Hampton, U.S. Army (Ret.), Conservation Liaison for the National Wildlife Federation which has its national headquarters at 1412 Sixteenth Street, N.W., Washington, D.C. I am a professional conservationist with degrees in Forest Management and Meteorology.

Ours is a private organization which seeks to attain conservation goals through educational means. Affiliates of the National Wildlife Federation are located in all 50 states, Puerto Rico, Guam and the Virgin Islands. These affiliates, in turn, are made up of local groups and individuals who, when combined with associate members and other supporters of the National Wildlife Federation, number an estimated 3-1/2 million persons.

Mr. Chairman, the National Wildlife Federation appreciates the opportunity of appearing at this hearing and commenting on H.R.8020, 8021, 8822, and 10618, bills intended to enhance cooperative forests resources assistance to states and private landowners, forestry research, and renewable resources extension efforts. Before commenting on the specific contents of the bills, it might be helpful to you and the subcommittee members, Mr. Chairman, if I take a few minutes to explain why the Federation endorses the general thrust of the proposed legislation and believes that passage of the bills, with a few revisions, is needed.

It is probably safe to state that the American public today is better informed or educated on the natural ecology than ever before. While highly aware of needs for a fruitful, sustained timber harvest to ensure that the construction industry remains healthy and vigorous to meet critical needs for wood products, the public also knows that forests, when properly managed, can satisfy many of man's recreational and spiritual needs as well. As a consequence, there is a much greater recognition that the forest environment can meet man's requirements for fulfillment through aesthetics, for a variety of outdoor recreational activities, and for protection from floods and droughts.

Part of the reason for the new demands being made on all natural resources stems from an expanding human population enjoying greater amounts of leisure time. People still want and need lumber for a variety of useful purposes, but they also now demand the use of forests and associated rangelands for a wide variety of recreational activities such as camping, hunting, fishing, snowmobiling, and hiking. They want to enjoy forests as wildernesses, as outdoor educational laboratories, for their production of fish and wildlife,

and for their aesthetic qualities. Others are more sensitive now to the values of forests and associated rangelands in watershed protection and livestock grazing.

What it all boils down to, Mr. Chairman, is this: we must find ways of taking some of the timber harvesting pressures off the National Forest System. That will permit national forests to be used in a more balanced manner to serve the wide variety of other public needs as envisioned in the Forest and Rangeland Renewable Resources Planning Act (RPA) of 1974 and the National Forest Management Act of 1976, both of which NWF supported. One way of accomplishing this is to improve the productivity of private forests. The bills being considered today are intended, amongst other things, to achieve that objective, especially H.R.8020, H.R.8822, and H.R.10618. Hopefully, passage of the bills will lead to making better use of the almost 300 million acres of private woodlands which comprise about 60% of the nation's commercial forest base.

We support that approach, in principle. However, NWF also believes it is equally important to enhance other multiple use values of private forests while improving timber productivity, especially since the two goals are not often mutually exclusive. That is why it is important to make available to the private woodlot owner a broader variety of technical services, advice, and conservation information. The landowner will then be in a better position to make intelligent decisions concerning the future management of his woodlots and to get federal and state assistance in carrying out those decisions in an environmentally-sound manner which conform to the National Environmental Policy Act.

So it is from that perspective the Federation views the proposed legislation, Mr. Chairman. It will be helpful if the members of the subcommittee will keep that in mind as I comment briefly on each of the bills and recommend some revisions intended to strengthen the multiple use aspects of the bills.

H.R.8020

This bill expands certain cooperative assistance programs and consolidates, under a proposed new title to RPA, all existing private forestry assistance programs, establishes several new federal cooperative assistance programs where new field experience and study indicate they could be beneficial, establishes funding authorities, and repeals all current statutory authorities. In general, NWF considers H.R.8020 to be a good bill but one which needs a few revisions to maximize its multiple use potential. With that in mind, the following specific comments are made:

Section 201. Policy and Purpose: The Federation is pleased with the multiple use tone of the section, especially with the treatment given wildlife in subparagraph (3). On the other hand, it seems to us that subparagraph (6), as presently worded, would get Uncle Sam too deeply involved in urban landscaping and we doubt that such is intended. We recommend that the subparagraph be ended with the word "program" on line 7. That would limit federal involvement to providing technical assistance, through state foresters, in planning urban forestry programs. Last, we believe that subparagraph (7) should be expanded, or a subparagraph (8) added, to include the need to prevent or control soil erosion and to enhance soil fertility.

Section 202. Rural Forestry Assistance: It is suggested that the phrase "such as outdoor recreation and watershed protection" be inserted after the word "uses" on line 14 of subparagraph (2). Also, subparagraph (5) needs to be expanded, or another subparagraph added, to address the need to improve soil stability and to conserve soil.

Section 203. Forestry Incentives: In our judgment this section of the bill is in greatest need of revision to strengthen its multiple use aspects. First, the Federation strongly recommends replacement of the phrase "related benefits" on the last line of subparagraph (a) with the broader phrase "enhancement of other multiple use values." Likewise, we urge that lines 11-13 of subparagraph (f) be revised to read: "potential productivity of such lands, the need for reforestation and timber stand improvement, and the enhancement of other forest resource values on such lands" (emphasis added).

Next, we continue to support retention of the 500 acre limitation in the appropriate subparagraphs of this section. It is my understanding that a majority of the private, nonindustrial woodlots contain less than 500 acres. Hence, there is little to be gained by deleting that limitation. On the other hand, there is a real danger that if the 500 acre limitation is not retained, cost sharing assistance will be given to those who least need it at the expense of those who need it most. Also, in that regard, the Federation urges you to ensure that the legislative history of this bill, or the bill itself, make it clear that cost sharing reforestation assistance is not to be provided to private landowners who have clearcut their woodlots within the past three years.

Last, turning to subparagraph (d), we recommend deletion of the word "or" in the second line and substitution of the words "after coordination with the head of the state fish and wildlife agency and..." Bringing the principal state fish and wildlife official, or his representative, into the coordination process will give the Forestry Incentives Program the true interdisciplinary thrust it presently lacks. For example, it will ensure that federal assistance to plant trees on land previously "open" will be available to the private landowner only when it has been determined that such action will not have a serious adverse impact on wildlife habitat. Also, it should help to ameliorate the loss of wildlife values which too frequently accompany the establishment of single species tree plantations.

Section 204. Insect and Disease Control: It seems to NWF that this section needs to address the Secretary's responsibility during the decision-making process to assess the potential impact of the proposed control measures on fish and wildlife, as well as encouraging use of integrated pest control measures. Perhaps that can be accomplished best by adding a new subparagraph following the current subparagraph (e). Also, we believe the section needs a little "editorial sharpening." Accordingly, we will suggest some small revisions to your staff which you might want to consider when the bill is marked up.

Section 205. Urban and Community Forestry Assistance: NWF recommends the following phrase be inserted in the fourth line of subparagraph (a) after the word "pollution": "providing limited habitat for some species of wildlife."

Section 206. Rural Fire Prevention and Control: Subparagraph (b)(1): On line 21, page 18, insert the words "while protecting and enhancing" after the word "lines." Also, add after the word "resources" the phrase "including wildlife habitat."

Section 207. Management and Planning Assistance: This section would be strengthened if it included a requirement to establish a snag policy.

Section 208. Cooperative Technology Implementation: Paragraph (d): On line 15, page 24 insert after the word "shall" the words "create and"; on line 16 delete the phrase "where they exist."

Sections 209-210 of Title II and Sections 3-4: Except for a few suggested editorial changes, which we will pass along to your staff, the Federation finds these sections acceptable in their present form.

H.R.8021

This bill is intended to expand and strengthen forest and rangelands renewable resources research by, among other things, folding the Forest Service's research program into the RPA and by giving the Secretary a clearer mandate to engage in research across the full spectrum of renewable resources associated with forests and rangelands such as wildlife, recreation, esthetics, and environmental quality. It repeals the McSweeney-McNary Act of 1928 and complements the McIntire-Stennis Act. The Federation endorses the general thrust and purpose of the bill. Aside from a few editorial revisions which will be given to your staff for your consideration during markup, we have only three other minor comments:

Section 201. Research Program: Subparagraph (b)(1)(2)(3)(4) and (5): Substitute the word "shall" for the word "may" in the first line of each subparagraph.

Subparagraph (b)(1): As matters now stand, it is inappropriate to refer to "planting and managing vegetation" for wilderness since any manipulation of vegetative growth is prohibited under the Wilderness Act.

Subparagraph (b)(3): On line 18, page 3 insert the words "endangered flora and fauna" after the word "vegetation."

H.R.10618 (H.R.8022--Revision 1/12/78)

This bill mandates the establishment of an expanded and comprehensive extension program for renewable resources. Such a program is long overdue and is badly needed if, among others, the programs called for in H.R.8020 are to succeed. As matters now stand there are far too many gaps in the informational and educational chain between the private woodlot owners and the state cooperative extension services. For example, less than one-half

of the land grant universities have wildlife specialists available for extension work while about 15 universities lack extension foresters. At the federal level there is only one forester, and there are no wildlifers, assigned to administer the "renewable resources" extension program which, thus far, has been submerged in a hierarchy strongly oriented towards agricultural production. H.R.8022 will correct that situation and other existing deficiencies in cooperative extension programs by amending the Smith-Lever Act to give separate program identification to wildlife, forestry and the other renewable resources. NWF wholeheartedly supports H.R.10618 (H.R.8022, as revised 1/12/78). The Federation and other conservation organizations have struggled for several years to get a viable renewable resources program established. It is high time that it be done. We have no specific comments to make on the various sections of the bill other than to enthusiastically endorse their contents, including the \$15 million annual funding authorization. We are especially appreciative of the efforts you and your subcommittee staff have made, Mr. Chairman, to develop a bill which is satisfactory to government administrators, educators, conservationists, and timbermen alike.

H.R.8822

This bill is intended to give the Congress a periodic, detailed report on the status, condition, and productive potential of privately-owned forest land. The reports would supplement the periodic assessments required by RPA, and the Secretary of Agriculture would use, insofar as possible, the information contained in those documents in fulfilling his responsibilities under this bill. However, H.R.8822 envisions the periodic collection and compilation of more detailed information than is likely to emerge from compliance with RPA.

The Federation has mixed feelings about this bill. The in-depth information and statistics on privately owned forests lands forthcoming from implementation of H.R.8822 would be quite useful to decision-makers, administrators, and legislators. The question seems to be one of priorities--would the additional information forthcoming from the reports mandated by H.R.8822 justify the manpower, time, and money required or could those resources be used elsewhere to better advantage?

The National Wildlife Federation is not opposed to passage of H.R.8822 if it has some assurance that its enactment would not impact adversely on the funds and manpower allocated to improvement of wildlife and fish habitat and to the enhancement of other multiple use values in national forests. But whether that can ever be done is doubtful.

Thank you Mr. Chairman, for this opportunity to express our views.

Mr. WEAVER. Thank you, Colonel Hampton. Those are very constructive suggestions. I encourage you to maintain close contact throughout the processing of these bills so that we can have those suggestions you may wish to provide. I would personally appreciate it.

Mr. HAMPTON. Thank you, Mr. Chairman.

Mr. WEAVER. The Chair will call Mr. Daniel A. Poole, president of the Wildlife Management Institute.

Please proceed.

Mr. WILLIAMSON. Mr. Chairman, I hate to have run the second team in on you here today. Mr. Poole was called out of town. He did want to have our statement presented here today because of our strong support for these bills.

My name is Lonnie L. Williamson. I am the secretary of the Wildlife Management Institute.

Mr. WEAVER. Let me tell you that you're not the second team as far as I'm concerned.

STATEMENT OF DANIEL A. POOLE, PRESIDENT, WILDLIFE MANAGEMENT INSTITUTE, PRESENTED BY LONNIE L. WILLIAMSON, SECRETARY

Mr. WILLIAMSON. Mr. Chairman, I want to say, at the outset, that we, of course, support the bills H.R. 8020 and 8021. But we are just as pleased as can be with H.R. 10618. I will direct most of my comments to that today.

I want to express appreciation to you, Mr. Chairman, to the committee, and to the committee staff for the great effort to incorporate in 10618 the suggestions of those of us who are active in the private sector of natural resources work, particularly in forestry and fish and wildlife. The result of that participation, I believe, is a proposal that responds directly to the opportunity to use the extension program framework to service the public's need for more and better information about forests, range, fish, wildlife, and other renewable natural resources for both commercial and noncommercial purposes.

From the fish and wildlife standpoint, our criticism of the Federal Extension Service has been its failure to initiate and sustain a public education and information program. There have been only two full-time Federal fish and wildlife extension specialists employed by the USDA in the history of the program—one for a year or so in the 1930's and the second for a similarly brief period in the late 1960's. Additionally, the organizational arrangement of the Extension Service does not accommodate the grouping of related natural resources disciplines. Those that Extension gave any attention to were scattered among other, and predominantly commercial or production-oriented activities. It is our understanding that the new leadership in USDA intends to create within the Extension Service, a natural resources grouping that will permit attention to be given to both commercial and non-commercial uses and appreciation of forests, rangelands, fish, wildlife, and other renewable natural resources. The private conservation community is in hearty support of such a reorientation of the Extension Service program. We have been urging it for years.

We support very strongly the natural resources grouping that Dr. Cutler announced here earlier today. That grouping, as he referred to

it, will permit attention to be given to both commercial and noncommercial uses and appreciation of forests and other resources. The private conservation community is in hearty support of such a reorientation of the Extension Service program.

Mr. Chairman, my organization, the Wildlife Management Institute, sponsors an annual meeting called the North American Wildlife and Natural Resources Conference. At the 42d conference held in Atlanta last year, the program included a session designed to encourage a national program of fish and wildlife extension education. The presentations there have been collected in a special reprint, "Resource Management Information for Decisionmakers and Users." Examination of this reprint will reveal what fish and wildlife extension specialists are doing and the tremendous need and opportunity that exists to service the public in this subject area. You will find the case history papers interesting, and I call your attention particularly to the presentations of Benson, Swanson, and Berryman.

I also submit an executive summary that traces the history of extension education in fish and wildlife, the status of the current effort at both Federal and State levels, and the actions required to bring the program up to a responsible level.

Further, for the committee's information, I enclose a four-point statement of concern adopted by delegates attending the 1977 National Extension Wildlife and Fisheries Workshop in San Antonio, Tex. I am sure that the committee will hear, if it has not already heard, of the actions taken by the U.S. Fish and Wildlife Service to work through the extension framework to assist the cooperating levels of government in expanding their education efforts.

The committee will find that these documents and actions fit closely with the objectives and purposes of the revised bill. Enactment of the bill, in our opinion, will stimulate, facilitate, and focus the reorganization of the Extension Service program and through it the State extension programs that are so essential in providing information to the public to assist in decisions concerning the use and management of renewable natural resources.

I thank you very much for the opportunity to be here today, Mr. Chairman.

Mr. WEAVER. I thank you very much for coming.

We will place the material to which you referred into the committee file for our reference.

We thank you very much for presenting this testimony and for your support.

Mr. WILLIAMSON. Thank you.

Mr. WEAVER. Again, if the others will forgive me, the Chair will call out of order a very distinguished person in the forestry field, one who this committee has had appear before it before, Mr. John Collier, vice president, public affairs, Southern Forest Products Association.

It is good to see you again, Mr. Collier. We look forward to your remarks.

Please proceed.

**STATEMENT OF JOHN M. COLLIER, VICE PRESIDENT, PUBLIC
AFFAIRS, SOUTHERN FOREST PRODUCTS ASSOCIATION**

Mr. COLLIER. I am John M. Collier, public affairs vice president of the Southern Forest Products Association, an organization of forest products manufacturers with operations in Alabama, Arkansas, Florida, Georgia, Louisiana, Mississippi, North and South Carolina, Oklahoma, Tennessee, Texas, and Virginia. Association member companies account for about half of the total southern pine lumber output, which was nearly 9 billion board-feet last year, representing more than one-third of domestic U.S. softwood lumber production.

I am especially grateful for your personal efforts, Mr. Chairman, on behalf of increased timber supply on small nonindustrial private forestland ownerships which constitute 60 percent of the Nation's commercial forestland acreage. In our region, some 2.5 million small landowners hold three-fourths of the commercial forest base, and supply two-thirds of the raw material for softwood lumber and plywood production.

It is generally predicted that by the year 2000 nation-wide demand for timber products will double and the South will become the main source of supply. To meet such demand, it will be necessary to achieve corresponding increase in timber growth, primarily on the millions of small forestland ownerships.

We have studied, with great interest, H.R. 8020, and commend you, Mr. Chairman, for such a thoughtful and detailed approach toward a legislation solution to some of the problems facing the small landowners. We have joined with the State foresters and the National Forests Products Association in this study and have come up with some recommended changes and additions which we feel will strengthen both the effectiveness of the approach and the incentives of the small landowners. I would like at this point to submit these proposals, jointly agreed to and supported by the State foresters and the forest products industry, for the record.

The basic thrust of our recommendations is to revise the language so as to eliminate any possibility of disincentives, such as private land use controls, creeping into the picture during implementation of the bill, and to increase the role and responsibility of the State foresters, who are most experienced with the problems and opportunities of the small landowners, which vary by regions and States.

While we applaud the objectives of H.R. 8021 and H.R. 8022, which the distinguished chairman also sponsors, we would like to withhold comment on the specific details pending further study and future development.

We recognize, of course, the role of extension forestry, but are also aware of the many other Federal and State agencies that are concerned and involved with the problems of small landowners. We would like to study this further in an effort to form an intelligent opinion as to where Federal dollars could best be spent and wait until it becomes clear what impact the proposed reorganization of the Federal Government might have on extension responsibilities.

On the subject of research, our association was represented at a national research conference held here in Washington 2 weeks ago with extensive participation by Federal officials and the private sector. We would like to withhold our comments until the conclusions of that conference are made known and studied.

While we strongly support the strengthening of financial incentives for the small landowners, such as the proposed improvement in the Federal forestry incentives program, we also believe that the best and most economically efficient way to get trees in the ground soon is to improve tax incentives. We are convinced from our studies of the matter that millions of small landowners are not practicing forestry now because of disincentives in the current tax structure.

We have three specific recommendations in the tax area, first and foremost the retention of capital gains treatment of timber taxation. Capital gains treatment became Federal law in the 1940's and it is significant that between then and 1970 the volume of softwood saw-timber standing in southern forests increased by 50 percent, largely as a result of more intensive forestry initiatives in the private sector.

Our second suggestion—and this has to do with disincentives—is reform of the Federal estate tax system as it applies to timber and forestland. The 1976 tax reforms have caused nonindustrial private landowners to be exposed to both inheritance taxes at the death of the owner and a second time when the timber is sold by the heirs. Exposure of the same assets to two taxes has caused liquidation and subdivision of family holdings. This inequitable treatment makes no allowance for tax assessments to the estate of a deceased as did the tax code prior to 1976.

Insofar as estate taxes are concerned, the individual timberland owner is at a distinct disadvantage in comparison with corporate timberland owners. There is no estate tax on corporations, while individual landowners are subject to Federal estate taxes which can totally offset any after-tax economic return.

Our third suggestion is a substantial income tax credit for approved reforestation, timber stand improvement and forest management costs. We think this would be one of the quickest and most efficient ways to reverse current adverse trends whereby hundreds of thousands of acres of southern pine forests are being lost annually to production due to failure of the small landowners to perform reforestation.

We are aware, Mr. Chairman, that in addition to the proposed legislation under consideration at these hearings, you are also preparing tax reform legislation. We are grateful for this, and we offer our proposals in the hope that they will be helpful.

That concludes our testimony. We are very grateful to note the awareness of the distinguished members of the subcommittee and the Congress with the gravity of the problems facing the small landowners and your knowledge that an effective solution is imperative if the Nation is to be able to meet anticipated consumer need for lumber, plywood, paper, and other forest products.

Thank you very much.

Mr. WEAVER. Thank you very much, Mr. Collier.

Do you think that the tax reform you suggest would complement or would replace the forest incentives program?

Mr. COLLIER. I think both are needed, Mr. Chairman. We think there are three areas needed to get the job done. Tax is one. We

think financial incentives is two. Three is removal of some current disincentives in many different areas that the small landowners have. We think all three are important.

Mr. WEAVER. Very good. It should be obvious to all that the incentives are not there for the individual to plant trees. But, this country is dependent on individuals planting trees. So, we should make sure that those incentives are there.

Thank you so much.

Mr. COLLIER. Thank you, sir.

Mr. WEAVER. Next is Mr. Mason C. Carter of Purdue.

STATEMENT OF MASON C. CARTER, CHAIRMAN, COUNCIL OF FORESTRY SCHOOL EXECUTIVES

Mr. CARTER. Thank you, Mr. Chairman.

I am Mason C. Carter, chairman of the Department of Forestry & Natural Resources, Purdue University; but I am here today representing the Council of Forestry School Executives of which I am the current national chairman.

The council is composed of the chief administrators of all of the accredited and affiliated professional forestry schools in the United States.

For some time now, the council has been concerned over the need for an expanded program of continuing education and technology transfer dealing with forestry and related renewable natural resources.

At our annual meeting on October 1, 1977, the council passed a resolution urging passage of legislation to provide an expanded program of cooperative extension and their renewable forest resources. I submitted this resolution to this subcommittee during the oversight hearings on the Resources Planning Act on October 18, 1977. A copy of the resolution is being submitted for the record; I will not read it again.

Now the subcommittee is considering H.R. 10618, a bill which would establish an extension effort in the renewable forest resources. On behalf of the Council of Forestry School Executives, I strongly endorse this bill and urge your favorable consideration.

Currently, expenditures for extension education and technology transfer in forestry are highly disproportionate to expenditures for research and technical assistance. Public funds expended for research on renewable forest resources are more than 25 times greater than expenditures for extension. By comparison, in agricultural sciences, \$1 is expended for extension for approximately every \$2 expended for research. It is not surprising, therefore, that research results are translated into practice far more rapidly in agriculture than in forestry and related renewable resources.

The \$15 million authorization for extension proposed in H.R. 10618 will still be well below the proportionate expenditures in agriculture. Especially in view of the fact that H.R. 10618 wisely recognized the need for extension programs covering all of the renewable forest resources: Timber, water, wildlife, fisheries, range, recreation, shelterbelts, and urban forests. But the \$15 million will provide a sound beginning.

The council believes that the administrative mechanisms proposed in H.R. 10618 are sound and appropriate. Colleges and universities which receive Federal support under the McIntire-Stennis Act are the institutions best qualified to provide input for extension programs. In addition, feedback from the research consumer through the extension program would have a significant and desirable influence on the directions and priorities of research.

H.R. 10618 provides that extension programs dealing with renewable forest resources be coordinated and administered by the State directors of cooperative extension. This, too, is appropriate. Cooperative extension represents an in-place network of capable administrators and experienced specialists. This system is especially capable of reaching and influencing the private, nonindustrial landowners who control the major part of the forest resources of our Nation.

In addition to H.R. 10618, the council wishes me to express its support of the intent of H.R. 8020 and 8021 which will greatly strengthen Federal programs of research and technical assistance in forest resources and better enable us to achieve the full potential benefits from these valuable national assets.

Thank you very much for this opportunity to appear before you today.

Mr. WEAVER. Thank you, Dr. Carter. Your testimony is very helpful.

You know, just glancing down this list of witnesses today, I am really impressed at the people we have had appear before us, the leaders in the field. This shows not only the need for this legislation, but also that all of you had a share in drafting it.

You, as the head of the Council of Forestry School Executives, certainly complement the list greatly, and your testimony is very valuable. I appreciate your coming.

Mr. CARTER. Thank you, Mr. Chairman.

Mr. WEAVER. The chair will call Mr. B. J. Pavlovich of the American Plywood Association.

We appreciate your coming and welcome your views, Mr. Pavlovich.

STATEMENT OF B. J. PAVLOVICH, AMERICAN PLYWOOD ASSOCIATION

Mr. PAVLOVICH. Mr. Chairman and members of the subcommittee, I am B. J. Pavlovich, assistant director of the Resource and Industry Services Division of the American Plywood Association. I am located in Atlanta, Ga. The American Plywood Association, with headquarters in Tacoma, Wash., is a trade association with member companies who operate 156 plywood plants in the United States. Our members produce approximately 85 percent of the softwood plywood manufactured in this country.

Over one-third, or 57 producing units, are located in the South. Many southern mills are heavily dependent on private nonindustrial timber for much of their raw material.

Various Government studies indicate that wood products demand by the end of this century will be between 1½ to 2 times the current levels of production. Trees that are planted today will provide the logs to produce the lumber and plywood needed for the homes of our grandchildren.

Current plywood industry capacity is 21.5 billion square feet on a $\frac{3}{8}$ -inch basis. New plants now under construction will add another one-half billion feet by the end of this year. Future additional capacity being considered will add yet another $1\frac{1}{2}$ billion feet within the next several years. Most, if not all, of this expansion will be in the South and will depend on timber from farmers and other small private timberland owners.

For these reasons the plywood industry welcomes responsible programs that hold the promise of continuing and increasing its basic raw material source.

We appreciate and agree with the general concepts of the cooperative forestry assistance bill—H.R. 8020—but do so with certain reservations. The bill responds to national concerns for timber as evidenced by the passage of the Resources Planning Act in 1974 and the National Forest Management Act of 1976.

The proposed bill pulls together forestry-related funding authorizations which should make the dollars that are being spent more effective. It provides for a unified set of authorities for State and private forestry. This legislation, if passed, will put the State forester or equivalent State official in a better position to relate to small landowners. It places one person or office accountable for forestry and makes cooperative tree-growing programs answerable on a State level.

We support the revisions of H.R. 8020 as submitted by John Wood on behalf of the National Forest Products Association. The revised language does not detract from the basic intent of the original bill but strengthens the role of the State forester. It provides that all Federal forestry-related cooperative programs are administered by State foresters or equivalent office.

We are concerned that Federal dollars should not lead to unwanted, unnecessary, and increased Federal regulation. The language of the revised bill helps to assure that private property rights are not canceled, annulled, or eroded.

In addition, the industry recommends changes that emphasize the tree-growing aspects of forest resource management. It also provides for an economic criteria for the efficient allocation of funds.

We urge that this subcommittee consider and adopt the concepts set forth by the National Forest Products Association revision of H.R. 8020.

Recently the U.S. Department of Agriculture conducted a nationwide research conference to study and identify forestry research needs. The research bill (H.R. 8021) should be put aside until the final research conference report is made and the research needs are prioritized.

The cooperative extension service bill (H.R. 8022) changes the allocation of funds and directs more funding toward forestry programs. At this time there is a question of overlapping programs by various agencies that should be considered, studied, and resolved. Funding should be examined in the context of all programs and stand the test of priority.

Mr. Anthony and Mr. Cox have testified previously that timber growth on the small nonindustrial forestland ownerships is only about one-half of what it could be. The recommended resources planning act program states that these lands hold the greatest opportunity for increasing and meeting this Nation's future timber supply.

Under the program, anticipated production would increase from 7.5 billion cubic feet to over 17 billion cubic feet by the year 2020—over two times our current levels of production.

Since the RPA program places a heavy burden on the private nonindustrial sector to play an increasing role for the wood needs in the next century, new programs, effective new forms of incentives—including tax treatments—and more intensive management of these lands will be necessary if this Nation is to meet the commitment.

The bills being addressed today represent only a part of the total package that may be required to get the job done. There are many approaches for new types of opportunities that should be explored. Additional efforts should be placed on exploring other ways to make needed front-end capital available to the small landowner through tax incentives or relief, the improvement of cost-share programs, direct forestry loans, and crop insurance. Proposals such as these should be examined closely to determine which schemes offer the best potential for getting trees in the ground.

These would probably be along the lines that were suggested by John Collier earlier. We should further improve the cost-share programs. Some attention should be given to direct forestry loans, crop insurance. Proposals such as these should be examined very closely to determine which schemes offer the best potential for getting trees in the ground.

There are a lot of options being studied to solve the small, private, timberland owner productivity issue. These plans cut across private, Federal, academic and industry interest, control, and/or influence. Cooperative management programs, industry landowner assistance programs, the tree farm program, and educational and assistance programs have been effective in improving the forest productivity of the small, private, nonindustrial landowner in the past.

At this time, though, there is serious doubt that the timber production levels set by the resources planning act program will be met unless greater emphasis is placed on the productivity of all forest land ownership classes. Special attention should be directed to at least doubling the output from the commercial forest land held by the small nonindustrial landowners.

We appreciate the opportunity to present these comments, and I commend this subcommittee for the interest it has shown in the important issues facing our renewable resources.

Thank you.

Mr. WEAVER. Thank you very much, Mr. Pavlovich.

I can assure you that close consideration and attention will be given to your suggestions as we work through the legislation. We welcome any additional suggestions you may have.

Thank you for coming.

Mr. PAVLOVICH. Thank you.

Mr. WEAVER. Mr. Charles Boothby of the National Association of Conservation Districts is our next witness today.

Please proceed.

[The prepared statement of Mr. Boothby follows:]



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STATEMENT

CHARLES L. BOOTHBY, DIRECTOR OF PUBLIC AFFAIRS,
National Association of Conservation Districts

before

Subcommittee on Forests

House Committee on Agriculture

on

H.R. 8020, 8021, 8022, 8822
February 2, 1978

The National Association of Conservation Districts represents the almost 3,000 local conservation districts in the 50 states, Puerto Rico, and the Virgin Islands. Many conservation districts have a very active forestry program, including promotional activities and furnishing tree planting and timber stand improvement crews and equipment. Conservation districts in some states provide planting stock at minimum cost to their cooperators. Districts encourage their cooperating landowners to manage their woodlands, and, where practicable, to convert their poorer classes of cropland to woodland.

Because of this interest in forestry by conservation districts, many have entered into formal agreements with state forestry agencies to get the necessary technical assistance available for their cooperating landowners.

To help explain the roles of the various federal and state agencies in forestry activities as well as the role of conservation districts, NACD recently published a brochure, "Working Together in Forestry." A copy of this brochure is attached to this statement.

H.R. 8020

NACD supports the concepts of this bill, which emphasizes the long-overdue provision to base funding on state forestry plans with provisions for flexibility

within the limits of the state plan to use the funds for the most necessary purposes. This provision is not mandatory, however.

We do have a concern about Section 203 which provides for cost-share assistance to landowners based on forest management plans. We applaud the concept. Our concern is that in working with landowners, that there not be a separate management plan for forestry, another for soil conservation, and a third for water quality. It would appear to us that the federal agencies assisting individual landowners should provide assistance to develop one conservation management plan, portions of which could then be cost-shared, as appropriate, by the various cost-share programs of the federal government.

We mention this concern, although we are unsure whether or not it can be properly addressed in legislative language.

H.R. 8021

This bill consolidates and strengthens the forest research efforts of the U.S. Department of Agriculture, including provisions for competitive grants for research. We support the provisions of this bill as a means of addressing the truly pressing forest research needs of the nation.

H.R. 8022

This bill has been revised from its original version. My comments are addressed to the revision of January 12. It is our opinion that this version appropriately addresses the definition of extension forestry in comparison to service forestry. Hopefully, these concepts can be maintained.

It should be pointed out that there is apparently a different concept for management of funds in this bill when compared to H.R. 8020. Whereas H.R. 8020 gives state forestry agencies the latitude to consolidate funding for various forestry programs under a single grant, this bill limits the ability of state extension directors to shift funds between programs. Perhaps, in order to give forestry extension the necessary added emphasis, this line-item approach is needed at present.

H.R. 8822

This bill addresses an aspect of forestry which has perhaps not received its rightful amount of attention under the Forest and Rangeland Renewable Resources Planning Act. That is the private forest lands of the nation. Although 60 percent of all productive forest acres is in private, non-industrial ownership, this portion of the forest receives less attention and some of the poorest management of any forest acres. I must add, however, that many acres of the private forest lands are receiving some of the very best intensive management. In general, it has been estimated that the productivity of private forest lands could be doubled under intensive management.

The need for public emphasis on improved management of privately-owned forest land is evident. The next step is to determine the most meaningful method to accomplish this. Under the provisions of H.R. 8020, state foresters or other appropriate state officials are encouraged to develop statewide programs for comprehensive management assistance to private landowners. It would seem to us appropriate to fold the provisions of H.R. 8822 into H.R. 8020 to give H.R. 8020 the additional emphasis for private, non-industrial forestry. State forestry agencies and the state forestry planning committees should be in a much better position to assess the condition of these resources and to develop the necessary programs than would be the federal government.

In summary, these bills all address serious program needs. NACD supports the concepts espoused by all of them. We do believe that the above-mentioned revisions could strengthen them, however.

Thank you for the opportunity to present our views.

(The attachment to the statement is held in the subcommittee file.)

Charles L. Boothby
Director of Public Affairs

Mr. WEAVER. We thank you very much, Mr. Boothby.

Would you explain for my benefit please further the comment in your statement: "Our concern is, in working with landowners, that there not be a separate management plan for forestry" et cetera? Go into that in a little more detail please.

Mr. BOOTHBY. As you know, the Soil Conservation Service, working with individual landowners, does develop conservation plans which, for the most part, deal primarily with the open land and the erosion control and these aspects of the management of the resources.

For the most part, under the forestry incentives program, separate management plans for the forestry portion of the same ownership in many instances that the Soil Conservation people are working with, and this is a separate document entirely.

My concern is that the various Federal agencies, working with the same individual landowner, would develop one management plan. Or, if it is a conservation plan that the forestry portion could be added to it, so that we do not plan to death the individual landowner.

I think that these do need to be coordinated. Many times the water disposal facilities will empty into forest lands. These are areas where it does need to be coordinated.

Mr. WEAVER. I think this is a valuable suggestion. I thank you for it.

The Chair will call Mr. Thomas Barlow of the Natural Resources Defense Council.

Mr. Barlow, I truly appreciate NRDC appearing to testify on these bills. Please proceed.

STATEMENT OF THOMAS BARLOW, NATURAL RESOURCES DEFENSE COUNCIL

Mr. BARLOW. Thank you very much, sir.

We support all the bills that have been introduced here. We feel, as we have spoken with you before, that there is a tremendous need for more emphasis on private forest sector in terms of meeting the timber needs of the Nation in the decades ahead.

We hope that in the years ahead a great deal more planning and forethought can perhaps go into the addressing of this doubling of timber demand that we see in terms of the sources of supply that are developed. We hope that much more forethought goes into it than has gone perhaps into the development of timber sources over the last 30 years, which has been accompanied with tremendous battles, bruises on all sides.

We would like to focus most of our remarks today on H.R. 8822, which only a few people have focused upon. It is interesting to note that all the statements today talk about the fact that, in the 60 percent of timberland in the United States that is in the private sector, generally only half of it is producing at its potential rate. This percentage is based on assessment survey studies.

We think that a lot can be done in developing studies such as these in terms of enabling us to shape programs in the years ahead to address both the public and the private sectors in the wisest possible fashion.

The demand is going to be there. It is going to have to be met in some way, or prices are going to go up. We are not in favor of seeing

prices go up. We want to see people's needs met. We want to see it done in as balanced a way as possible.

We think that the surveys and studies and support efforts that are laid out in H.R. 8822 can be an important step in that direction.

The answers that would be provided by the type of work that would go on as a result of H.R. 8822 are answers that really meet needs expressed in the recent symposium held here in Washington on January 17, 18, and 19 on research needs for forestry and rangeland. As you know, this was the result of a number of regional meetings of professionals in the forestry area held throughout the United States over the past year.

One of the top priority needs that has come out of all these regional meetings and has been carried here to the meeting just held in Washington was the need for inventory data. What do we have? What is the quality of it? What is the potential of it? What shifts and changes are taking place in there? What are landowners' desires and needs?

We hear, on the one hand, that a lot of landowners do not even want to get into sustained yield management programs. Well, is this because of a lack of support? Is it because of a lack of low price? Or is it, in truth, because they just do not want to go into sustained yield forestry? Could they go, though, if there was a better program of outreach?

With the type of information that comes out of this bill, we think the Forest Service, the Federal Establishment, and State foresters will be in a much better position to shape programs to draw that timber in the wisest fashion.

We do not believe that the work called for in H.R. 8822 is going to require additional amounts of work of any significant quantity. Much of the information that is touched on in there is already available. It is being produced by the research stations, by State forestry agencies. It is simply a matter of pulling this together, compiling it, collating it, and tying it into the RPA assessment that comes down on a periodic basis.

As the national forest programs are shaped and the private forest programs are shaped—the private forest programs are going to be shaped on a base of information, not just out in the blue.

I just would like to relate experiences I have had this fall with OMB. I have been down there a couple of times on my own trying to get increases in support for both the cooperative forestry assistance program and the general forestry assistance program. I was discouraged to see that, in effect, both on the basis of inflation and on the basis of the new urban forestry set-aside, both programs are cut in the new budget.

In talking with the people down there, they said, "Sure, we're all for private forestry. The President is all for private forestry. He said it in his statement last year. We would like to see more money go out, but we don't know where this money goes. Sure we get the reports on so many million dollars going to each State across the Nation. But what are the needs down there? Are we just pouring money down a hole? We just don't know. We have no way of knowing whether—we certainly are told it is not enough. But in what ways is it not enough?"

It has been stated that the reports that are called for in H.R. 8822 are not needed. Yet, the people who might be making statements

such as that are supporting H.R. 8020. We notice that section 3 of that bill calls for reports. It says, "With regard to the cooperative forestry component of the program, the report shall include, but not be limited to, a description of the status, accomplishments, needs, and work backlogs for the programs and activities conducted under title 3 of this act."

Good words.

What we believe H.R. 8822 does is focus on particular needs for information and spotlight certain areas that we feel need to be highlighted and analyzed and assessed in order that dollar programs, action programs, can be focused on them.

Finally, we—as I said before—are very much in support of the Forest Service's responsibilities under RPA being both the public sector forest and the private sector forests and the wisest management of multiuse production out of both sectors.

We feel that the private sector has lagged in the attention of the Forest Service over the past years. Perhaps, if a little excess in legislative language comes out in the next few years focused on the private forest sector, it is a wise excess. It is an area that has not been looked at nearly thoroughly enough or focused on nearly thoroughly enough.

You only have to look at the budget breakdown of the Forest Service to realize over the years how much the public forest sectors have received the Forest Service's attention, and the private forests have just been almost ignored.

Thank you.

Mr. WEAVER. Thank you, Mr. Barlow.

Speaking for myself, I am sympathetic to your objectives. It is too bad that more support was not voiced for H.R. 8822 today. I think the bill does tie together some of the objectives in the other bills.

I can only say that we will see what we can do.

Thank you.

Mr. BARLOW. Thank you, Mr. Chairman.

Mr. WEAVER. Without objection, your written testimony will be inserted into the record.

[The prepared statement of Mr. Barlow follows:]

Thomas Barlow
Natural Resources Defense Council

Demand for wood fibres is going to increase dramatically in the coming decades. The Forest Service is projecting a doubling of demand by the year 2000. And if energy prices rise considerably within this time frame, we are very probably going to see demand for wood fibre for energy generating purposes come to the fore.

All the bills before you today address the need for greater support and effort to increase wood output and all are needed. It is high time that we move quickly on this task.

I would like to address specifically H.R. 8822 and its purposes in the work of meeting the needs for wood fibre in the years ahead. The bill focuses on the 300 million acre inventory of private forest holdings in the United States. This is an important wood fibre source in the context of the overall 500 million acres of timberland in the nation. Experts in the forestry field have repeatedly pointed for years to the need to increase the productivity of this sector. Many of these ownerships are not devoted to sustained yield fibre production because of other inclinations of the owners or simply that sufficiently active markets simply do not exist at present to lead them to enter into sustained yield production programs. Still,

these ownerships do produce substantial volumes of timber and such volumes can be increased with properly focused market demand and proper support for tree farmers. According to the National Forest Products Association, there are over 30,000 ownerships containing in excess of 1000 acres apiece, a size which certainly lends itself to efficiency of timbering program application.

H.R. 8822 concentrates on three areas of activity to encourage increases in production from this private forest sector. First, assessments of the quality, location and volume on a state by state basis are called for. The Forest Service at the direction of the Secretary of Agriculture, should provide this information pursuant to the Resource Planning Act reports it prepares periodically in conformance with its responsibilities for both public and private land timber, a principle that needs underscoring in this period of Executive Branch reorganization dialogue. Most of this information already exists in many different forms from a number of sources. All that is needed is collation of this data and presentation with the RPA report, a task that is implicitly called for in RPA but which H.R. 8822 makes explicit.

Second, the bill calls for an assessment of the current status of all forms of support service to the private tree farm operator. This information is vital to have on hand if the federal budget is to be increased for cooperative

Forestry Assistance and General Forestry Assistance. When the Office of Management and Budget is lobbied now for increases in these two budget categories the response we hear with the turn down is "we can't spend more money because we don't know where it will go."

Third, the bill provides for the Forest Service to come up with financial management advice in the form of systems an owner can use to help him make the wisest investment for the optimum return. Private forestry has got to pay its way or it won't become as vigorous an operating sector as it could be.

Fourth, the bill seeks an evaluation of current milling operations in each state so that opportunities for assistance to mills to increase capacity or extend product variety can be highlighted and demand for wood fibre thus encouraged in each state.

This legislation was developed by a subcommittee of individuals representing conservation and wood product interests working under the auspices of the American Forestry Association. It was polished in consultation with the Forest Service. It is supported by such groups as the National Wildlife Federation, Environmental Action, and Friends of the Earth. We hope that bills such as this can lead in the years ahead to a unification of the efforts of interests that have often sparred in the past to secure the flow of wood fibres we all depend upon.

Mr. WEAVER. The Chair will ask unanimous consent that the staff counsel, together with representatives of the minority side, have discretion to place in the file or record various materials submitted to us today. Without objection, so ordered.

With that, we conclude the hearings on the bills.

[Whereupon, at 3 p.m., the meeting was adjourned.]

[The following material was submitted to the subcommittee:]

[Mailgram]

ANITA BROWN,
Staff Assistant, House Agriculture and Forest Committee, House Office Building,
Washington, D.C.:

Reference hearings on February 2 H.R. 8022 bill. Association of consulting Foresters for over 15 years have advocated adoption a national forestry education program for private noncorporate forest land owners. Such a program offers one of the best cost effective means of furthering forest management and meets requested needs of owners. Association of consulting foresters strongly advocates House Committee on Agriculture and Forest to give favorable consideration to H.R. 8022 a national forestry education program. Association of Consulting Foresters has testified and documented that the proposed House bill 8020 cooperative forest management bill requires basic revision and respectively requests that it not be adopted.

JOHN I. CLARK,
President, Association Consulting Foresters.

J. Walter Myers, Jr.
Forest Farmers Association
Atlanta, Georgia

Forest Farmers Association is an organization of timberland owners and primarily individual nonindustrial owners, representing ownership of over 30 million acres in fifteen southern states from Virginia to Texas. Our Association is aware of and appreciates the deep interest and concern evidenced by this committee and its chairman in its efforts to stimulate further forestry development activities, particularly on the lands of private nonindustrial owners.

It is, of course, a matter of record that private nonindustrial owners, such as the majority of our members, own 70 percent of the commercial timberland in the South. In addition, it is on these lands that the greatest potential for increased timber productivity exists to meet the Nation's anticipated future needs. Furthermore, it should be recognized that there is no "small timberland owner problem", per se, but rather a problem to those who seek to motivate the nonindustrial timberland owner to grow more timber. It is, therefore, highly important to provide these owners with the necessary incentives to grow the timber needed, and to provide highly efficient delivery systems for important backup services, such as education, management assistance and forest protection. These latter services are best provided by the individual state forestry agencies, through cooperative programs with the U.S. Forest Service.

Forest Farmers Association has maintained close liaison with other private forestry groups and the National Association of State Foresters in studying H.R. 8020, 8021 and 8022. Our organization wishes to go on record as strongly supporting H.R. 8020, with revisions recommended by National Forest Products Association with concurrence by the National Association of State Foresters. We feel the revised bill would greatly strengthen the effectiveness of this legislation, and give the state forester increased responsibility and important flexibility in his operations.

On the other two bills, H.R. 8021 and H.R. 8022 Forest Farmers Association wishes to withhold comments, pending further study. H.R. 10618, which contains substantial revisions to H.R. 8022, has just been received and we haven't had an opportunity to study it in detail. On H.R. 8021 we feel we should withhold

comments, pending further information to come from the recent national research conference. We concur in the stated objectives of both these bills, but feel comments at this time would be premature.

Forest Farmers Association continues to support the federal Forestry Incentives Program, which it is projected through 1978 will have provided cost-share assistance to landowners for forestry developments on some one million acres since 1974. Meanwhile, our Association strongly supports retention of capital gains treatment of timber. These provisions provide and have provided, in our opinion, the single greatest incentive to timberland owners, large and small, to grow more timber.

Meanwhile, a substantial disincentive is provided the individual timber grower by the current federal estate tax system. Ramifications of this have been detailed elsewhere in the hearing record, and I would only add that our Association strongly supports efforts to remove this disincentive and to provide more equitable treatment. The same is true of minimum tax provisions enacted during the last revision of the Tax Code, as they would treat individual timberland owners differently than corporations.

Finally, additional incentives are strongly indicated if the private nonindustrial landowner is to be motivated to grow more timber. An incentive in the form of a tax credit for approved forest regeneration, timber stand improvement and other specified forest development costs has been proposed. This approach has substantial merit and worked extremely well in Brazil. Landowners in that country were motivated to plant several million acres of timberland as a result. An annual cash forest loan program has also been considered, which would provide landowners with much needed cash flow. This too has merit; however, the tax credit proposal would be easier to administer and is preferred. These and other incentive approaches will be needed, if the timber is to be grown to meet the Nation's anticipated needs. Forest Farmers Association will continue to work with other interested groups to develop new ideas and approaches for consideration, as appropriate.

The committee's consideration to this statement is invited and will be appreciated.



**International Association
of
Fish and Wildlife Agencies**

(ORGANIZED JULY 20, 1902)

February 1, 1978

Honorable James Weaver, Chairman
Subcommittee on Forests
Room 1301, Longworth House Office Building
Washington, DC 20515

Dear Mr. Weaver:

Unfortunately, it was not possible for us to appear at the hearing before your subcommittee on H.R. 8022, the bill to authorize an expansion of the wildlife and forestry activities of the Department of Agriculture. We want you to know, however, that your bill has the enthusiastic endorsement of our membership, and we hope that your committee will report it out favorably in the very near future.

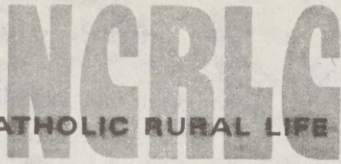
We have followed the revisions in the language of H.R. 8022 and are gratified that it recognizes the intimate relationship that exists between wildlife and forests. A harvest of wildlife, whether taken for sport or commercial purposes, is a definable product of the land just as surely as are saw logs, wood pulp, or turpentine. The team approach in extension education can be of material assistance to the private landowner in optimizing the returns from his forestry investment. While this is of special significance to the larger operators, it nevertheless is also of importance to owners of small woodlots. Indeed, in terms of the human enjoyment people derive from trees and the animals that live in, on, and among them, the farm woodlots mean more than the larger forests.

This brings up still another aspect of the whole question of extension education. We think it is extremely important that the Department of Agriculture staff up not only to provide wildlife extension for forest owners but for farmers in general. As I said in a recent letter to Assistant Secretary Cutler, "We all recognize the fact that the future of American wildlife to a large extent depends upon the retention of suitable habitat on agricultural lands. We cannot achieve the desired results by the imposition of directives or even incentives if there is not an understanding and desire on the part of the individual landowner to provide a home for wildlife. That is what this program is all about, to provide guidance to the people who in the long run have the responsibility for habitat protection."

Again, we are gratified to see this legislation moving forward and very much appreciate your interest and leadership. You have our complete support in these endeavors.

Sincerely yours,

John S. Gottschalk
Executive Vice President



NATIONAL CATHOLIC RURAL LIFE CONFERENCE

3801 GRAND AVENUE • DES MOINES, IOWA 50312
TELEPHONE 515 - 274-1581

February 9, 1978

Representative Jim Weaver
House of Representatives
1238 Longworth Bldg.
Washington, D.C. 20505

Re: H.R. 8822

Dear Mr. Weaver,

The National Catholic Rural Life Conference supports the passage of H.R. 8822 regarding privately owned forest land.

It is our conviction that present laws and practices of the U.S. Forest Service give unfair advantage to those who harvest timber from government lands. This not only costs U.S. taxpayers but reduces the opportunity for private forest owners to sell their timber at reasonable prices.

There are many acres now in private ownership where tree farming is a wise use of land. Efforts to encourage forestry on these areas should be supported and the economic incentive of profitable investment will encourage such land use policies.

While we recognize the importance of federally owned forests in our present system of timber resources, the U.S. has always encouraged the rights of private ownership. NCRLC has long encouraged family farm ownership rather than large corporate ownership and would support the same principle for forest lands.

Thank you for your attention to this matter, Mr. Weaver.

Sincerely,

Rev. Gerald K. Foley
Associate Director

GKF:lm

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FEB 15 1978

WASHINGTON OFFICE



SIERRA CLUB

330 Pennsylvania Avenue, S.E.
Washington, D.C. 20003
(202) 547-1144

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FEB 11 1978

February 9, 1978

WASHINGTON FIELD

Hon. James Weaver
Chairman
Subcommittee on Forests
House Agriculture Committee
U.S. House of Representatives
Washington, D.C. 20515

RE: H.R. 8020, 8021, 8022

Dear Congressman Weaver:

Please include this letter, which comprises our statement on the subject of the above mentioned bills, into the record of the hearings which you conducted on February 2, 1978.

H.R. 8020, 8021, and 8022, provide for cooperative forest management programs, and research and extension programs for forest and rangeland renewable natural resources. The Sierra Club, of course, has had a long and strong interest in management of the forests of this country, whether public or private, and it is with this background in mind that we are pleased to give general support to the principles involved in these bills. We have a few specific concerns which we will outline below, however.

We believe that in the long run, an ever increasing proportionate share of the nation's demand for wood products will come from the nation's private lands which, industrial and non-industrial, comprise at least 80% of our productive forest acres. It is because of this basic assumption that we are pleased to support the thrust of this legislation. H.R. 8020 authorizes and directs the Secretary of Agriculture to provide increased and more detailed cooperative forest resources assistance to the states; H.R. 8021 authorizes and directs the Secretary to carry out forest and rangeland renewable resources research; and H.R. 8022 provides for an expanded and comprehensive extension program for forest and rangeland renewable resources.

All of these are laudable purposes, and all of them do indeed have our support, especially if the final result would be a broader and more comprehensive meeting of the nation's demand for wood from the enormous amount of productive privately owned forest land.

At the same time, we share the concerns expressed by others at these hearings that to the extent that there is a commitment of federal manpower

and financial resources because of this legislation, there should be a corresponding effort by the federal government to insure that the lands involved are not environmentally abused. There are already far too many examples of disastrously poor forestry and other land management practices on the private forest lands, particularly the industrial forest lands. Under private management, all too many forests have been decimated, wildlife species wiped out, soil erosion accelerated, and floods increased. We urge therefore that the legislative history behind these bills make it clear that programs embraced by these pieces of legislation should be in compliance with appropriate federal laws and regulations.

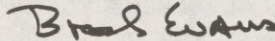
Turning to H.R. 8020 specifically, we are appreciative of the new emphasis on fish and wildlife habitat in the policy and purposes section, and urge that the legislative history make it clear that the policy sections of the bill are intended to embrace these values as well.

Regarding H.R. 8021, we feel that more emphasis should be given in the language of the statute to research which would evaluate the impact of even age monoculture forestry on fish and wildlife habitat. It is our judgment so far, based upon the evidence available, that even age monoculture decreases diversity, and increases vulnerability to disease and insects. Because monoculture appears to be an ever-increasingly popular method of forestry, because of its cheaper dollar cost, much more research is needed on its impact immediately.

Regarding H.R. 8022, we are strongly in support of the revised version of this bill, which provides for a balanced consideration of all forest resources, and expanded educational efforts to increase knowledge about them.

Thank you for this opportunity to comment on this legislation, and for your own good work on it.

Sincerely,



Brock Evans
Director, Washington Office

UNIVERSITY OF WASHINGTON
SEATTLE, WASHINGTON 98195

RECEIVED

Leg. of Forest Resources

February 8, 1978

FEB 16 1978

WASHINGTON OFFICE

The Honorable James Weaver
U.S. House of Representatives
Room 1301, Longworth House Office Building
Washington, D.C. 20515

Dear Representative Weaver,

I would be pleased if you would accept this statement as part of the record of testimony being taken by the House Sub-committee on Forests on H.R. 8021 and H.R. 8022.

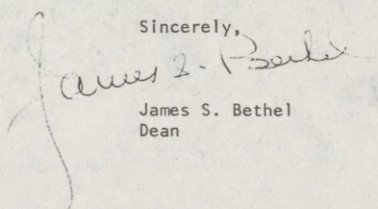
You have a letter from Dr. J.S. Robins, Dean of the College of Agriculture at Washington State University dated January 18, 1978 in which he outlines the various steps that have been taken to bring our two colleges into complete agreement on a cooperative extension program and a cooperative research program in support of the forestry community of this state.

I would like to make the point here that I am in complete accord with all that Dean Robins expressed in his letter to you.

1. This college strongly supports H.R. 8021 and H.R. 8022 in their present form as does the College of Agriculture at Washington State University.
2. We have demonstrated by the various conferences outlined by Dean Robins that our two schools can work in a cooperative manner to the great advantage of this state.
3. Dean Robins and myself plan to support this legislation by joint testimony when it passes to the Agriculture Committee.

In summary then, the two universities in this state which have been given the responsibility for forestry education and research jointly support H.R. 8021 and H.R. 8022. These two universities recognize the need for expanded extension and research programs. And finally, our two universities have demonstrated that they can work in a cooperative manner to fulfill the provisions of both H.R. 8021 and H.R. 8022.

Sincerely,



James S. Bethel
Dean

JB:cr

The Wilderness Society

1901 Pennsylvania Ave., N.W., Washington, D. C. 20006 (202) 293-2732

February 10, 1978

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FEB 11 1978

Honorable Jim Weaver, Chairman
Subcommittee on Forestry
Committee on Agriculture
1238, Longworth House Office Building
Washington, D.C. 20215

WASHINGTON OFFICE

Dear Mr. Chairman:

The Wilderness Society favors passage of H.R. 8822 introduced by Representative George Brown.

Traditionally the Forest Service has placed the inventory of its timber resources on national forest system lands above its other responsibilities to work with state and private foresters in maintaining a steady flow of timber from non-federal sources. This has resulted in an overdependence on federal lands for timber production.

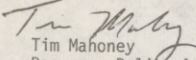
Federal lands are not the most productive of timber lands. On the other hand, they are those lands needed by all Americans for other resources such as wilderness, wildlife and fish, and recreation. These needs cannot easily be met from our scattered state and private tracts. However, our need for wood products can be met additionally by non-federal lands, lessening the pressure for increased timber production on our national forests at the expense of other values.

H.R. 8822 would better meet the needs of users of other national forest resources as well as state and private forestry programs by directing the Secretary of Agriculture to maintain a current inventory and report on private timber resources. In this way both the Secretary and the Congress will have a better information base upon which to judge appropriations and land allocation decisions.

This approach will in the long run, enable the states and private enterprise rather than the federal government to take a larger role in the management of all of our timber resources.

Please enter these comments into the hearing record.

Sincerely,



Tim Mahoney
Resource Policy Analyst

TM/pb

"... THE ORGANIZATION OF SPIRITED PEOPLE WHO WILL FIGHT FOR THE FREEDOM OF THE WILDERNESS."

—Robert Marshall

95TH CONGRESS
1ST SESSION

H. R. 8020

IN THE HOUSE OF REPRESENTATIVES

JUNE 24, 1977

Mr. WEAVER (for himself, Mr. AMMERMAN, Mr. AuCOIN, Mr. BAUCUS, Mr. BOWEN, Mr. BROWN of California, Mrs. BURKE of California, Mr. PHILLIP BURTON, Mr. DUNCAN of Oregon, Mr. FRASER, Mr. ICHORD, Mr. OBERSTAR, and Mr. UDALL) introduced the following bill; which was referred to the Committee on Agriculture

A BILL

To authorize and direct the Secretary of Agriculture to provide cooperative forest resources assistance to States and others, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Forest and Rangeland Renewable Resources Plan-
4 ning Act of 1974 (88 Stat. 476, as amended) is redesign-
5 nated as "TITLE I—FOREST AND RANGELAND RE-
6 NEWABLE RESOURCES PLANNING" and sections 1
7 through 16 are redesignated as sections 101 through 116,
8 respectively.

9 SEC. 2. The Forest and Rangeland Renewable Re-

1 sources Planning Act of 1974 (88 Stat. 476, as amended)
2 is amended by adding a new title II as follows:

3 "TITLE II—COOPERATIVE FOREST RESOURCES
4 ASSISTANCE

5 "SEC. 201. POLICY AND PURPOSE.—(a) The Congress
6 finds and declares that—

7 " (1) since most of the Nation's productive forest
8 land is in private, State, and local governmental owner-
9 ship, and since the Nation's capacity to produce renew-
10 able forest resources is mainly on non-Federal forest
11 lands, the Secretary of Agriculture should cooperate and
12 provide assistance and incentives in the efficient long-
13 term protection, use, and management of non-Federal
14 forest lands and their renewable resources consistent with
15 the principles of forest resources management;

16 " (2) since adequate supplies of wood and other
17 forest products are essential to the Nation's productivity
18 and well being and since adequate supplies are dependent
19 upon efficient methods for harvesting, processing, market-
20 ing, and using wood and other forest products, the Secre-
21 tary of Agriculture should cooperate and provide assist-
22 ance in the full and efficient utilization of wood and wood
23 residues;

24 " (3) since properly managed forest lands provide
25 numerous diversified habitats for wildlife and fish, and

1 since the esthetic, recreational, and other values of wild-
2 life and fish produced on non-Federal lands accrue to
3 society as a whole, the Secretary of Agriculture should
4 cooperate and provide assistance in the improvement and
5 maintenance of wildlife and fish habitats on non-Federal
6 forest lands;

7 “(4) since insects and diseases affecting trees and
8 shrubs occur and sometimes create emergency conditions
9 on all land, whether Federal or non-Federal, and since
10 efforts to prevent and control such insects and diseases
11 often require coordinated action by both Federal and non-
12 Federal land managers, the Secretary of Agriculture
13 should take direct and cooperative actions and provide
14 assistance in the prevention and control of insects and
15 diseases affecting trees and shrubs;

16 “(5) since fires in rural areas threaten human lives
17 and property as well as forests and other renewable
18 agricultural resources, and since Federal/State coopera-
19 tion in forest fire protection has proven its effectiveness
20 and value, the Secretary of Agriculture should cooperate
21 and provide assistance in the development and main-
22 tenance of coordinated programs for the prevention and
23 control of rural fires;

24 “(6) since trees and shrubs are of great environ-
25 mental and economic value to urban and community

1 areas, and since many of the management techniques and
2 Federal/State cooperative relationships which are
3 applied to rural forest lands could also be applied with
4 many benefits to trees and shrubs in urban and com-
5 munity areas, the Secretary of Agriculture should co-
6 operate and provide assistance in planning urban forestry
7 programs and in planting, protecting, and maintaining
8 trees and shrubs in urban and community areas; and

9 “(7) since properly managed forested watersheds
10 contribute to improved quality, quantity, and timing of
11 water yields, and since the positive benefits of high
12 quality water accrue to society as a whole, the Secretary
13 of Agriculture should cooperate and provide assistance
14 in developing and carrying out programs for the pre-
15 vention, control, or elimination of water yield problems
16 originating on forested watersheds.

17 “(b) The Secretary of Agriculture (hereafter the ‘Sec-
18 retary’) is authorized to assist in forest resources manage-
19 ment on non-Federal forest lands, in the full and efficient
20 utilization of wood and wood residues, including the recy-
21 cling of wood fiber, the improvement and maintenance of
22 wildlife habitats on non-Federal forest lands, in the preven-
23 tion and control of insects and diseases affecting trees and
24 shrubs, in the prevention and control of rural fires, in the

1 planning and conduct of urban and community forestry pro-
2 grams, and in the prevention, control, or elimination of water
3 quality problems originating on forested watersheds.

4 "SEC. 202. RURAL FORESTRY ASSISTANCE.—(a) The
5 Congress finds that—

6 "(1) meeting the Nation's future demands for in-
7 dustrial wood is dependent upon intensified management
8 of non-Federal forest lands and the efficient processing
9 and use of wood produced on those lands;

10 "(2) it is in the public interest for the Federal Gov-
11 ernment to assist in building up timber growing stocks
12 for timber production, in improving and maintaining
13 wildlife and fish habitats, and in providing for other
14 uses on non-Federal forest lands; and

15 "(3) Federal assistance in forest resources manage-
16 ment and use on non-Federal forest lands and the utiliza-
17 tion and processing of products therefrom will continue
18 to add to the economic strength and environmental qual-
19 ity of the Nation and provide many associated public
20 benefits.

21 "(b) The Secretary is authorized and directed to pro-
22 vide financial, technical, and other assistance to State forest-
23 ers and other appropriate State officials to—

24 "(1) develop genetically improved tree seeds;

1 “(2) procure, produce, and distribute tree seeds
2 and trees for the purpose of establishing forests, wind-
3 breaks, shelterbelts, woodlots, and other plantings;

4 “(3) plant tree seeds and trees for the reforestation
5 of forest lands and the afforestation of other lands suit-
6 able for the production of wood and other benefits as-
7 sociated with the growth of trees;

8 “(4) plan, organize, and carry out measures on non-
9 Federal forest lands, including but not limited to pre-
10 scribed fire, tree thinning, tree pruning, and other sil-
11 vicultural practices, designed to optimize the quantity
12 and improve the quality of the trees and other vegeta-
13 tion, wildlife and fish habitat, and water produced
14 thereon;

15 “(5) protect or rehabilitate forest land to provide
16 for watershed stability and improvement in the quality,
17 quantity, and timing of water yields; and

18 “(6) provide technical information, advice, and
19 other assistance to private landowners, vendors, forest
20 operators, wood processors, public agencies, and individ-
21 uals regarding—

22 “(A) harvesting, processing, marketing, and
23 using wood and other products from forest lands;

24 “(B) management planning and recommended
25 treatments on forest lands, including but not limited

1 to reforestation, prescribed fire, and other silvi-
2 cultural practices designed to increase the quality
3 and improve the quality of the trees and other
4 vegetation, wildlife and fish habitat, and water
5 produced thereon;

6 “(C) planning for and carrying out manage-
7 ment practices to revegetate and otherwise stabilize
8 forest lands after mining and other activities that
9 result in fragile and erosive soil conditions; and

10 “(D) forest resources management and environ-
11 mental protection and improvement of forest lands.

12 “(c) There is authorized to be appropriated annually
13 up to \$25,000,000 to carry out this section and for admin-
14 istrative expenses associated therewith. However, the amount
15 appropriated during any fiscal year shall not exceed one-half
16 of the total Federal and non-Federal expenditures for the
17 purposes of this section during the previous fiscal year.

18 “SEC. 203. FORESTRY INCENTIVES.—(a) The Secre-
19 tary is authorized and directed to develop and carry out a
20 forestry incentive program to encourage the development,
21 management, protection, and utilization of nonindustrial pri-
22 vate forest lands. The purposes of such a program shall be to
23 encourage landowners to apply practices which will provide
24 for afforestation of suitable open lands, reforestation of cut-
25 over and other nonstocked and understocked forest lands,

1 timber stand improvement practices including precommercial
2 thinnings to reduce tree losses caused by insects and diseases,
3 prescribed burning and other silvicultural treatments, and
4 intensive forest resources management and protection of for-
5 est resources so as to provide for production of timber and
6 related benefits.

7 “(b) For the purposes of this section, the term ‘non-
8 industrial private forest lands’ means lands capable of pro-
9 ducing crops of industrial wood and owned by any private
10 individual, group, Indian tribe, or other native group, asso-
11 ciation, corporation, or other legal entity. Such term does not
12 include private entities which principally engage in the busi-
13 ness of manufacturing forest products or providing public
14 utilities services of any type, or the subsidiaries of such
15 entities.

16 “(c) The Secretary shall administer this section in
17 accordance with regulations which he shall develop in con-
18 currence with the committee described in section 210 (e) of
19 this title. The regulations shall include guidelines for the ad-
20 ministration of this section at the Federal and State levels,
21 and identify the measures and activities eligible for cost
22 sharing under this section.

23 “(d) Individual forest management plans developed in
24 cooperation with and approved by the State forester or other

9

1 appropriate State official shall be the basis for agreements
2 between the landowner and the Secretary under this section.
3 The Secretary and participating States shall utilize private
4 agencies, consultants, organizations, and firms to the extent
5 feasible in the preparation of the individual forest manage-
6 ment plans. Under each agreement, the landowner shall agree
7 to—

8 “(1) comply with all applicable Federal, State, or
9 local laws and regulations; and

10 “(2) comply with additional provisions the Secre-
11 tary determines necessary and includes in the agreement
12 to achieve the purposes of the program or to facilitate the
13 practical administration of the program.

14 “(e) In return for the agreement by the landowner, the
15 Secretary shall agree to share the cost of carrying out those
16 forestry practices and measures set forth in the agreement for
17 which he determines that cost sharing is appropriate and in
18 the public interest. The portion of such cost (including labor)
19 to be shared shall be that part which the Secretary determines
20 is necessary and appropriate to implement the forestry prac-
21 tices and measures under the agreement, but, in the case of a
22 contract not entered into under an advertising and bid proce-
23 dure under subsection (g) of this section, not less than 50
24 per centum nor more than 75 per centum of the actual costs

1 incurred by the landowner. The maximum annual amount
2 any individual can receive under this program shall be deter-
3 mined by the Secretary of Agriculture in concurrence with
4 the Committee described in section 210 (e) of this title.

5 “(f) The Secretary shall, for the purposes of this sec-
6 tion, distribute funds available for cost sharing among the
7 States only after assessing the public benefit incident thereto,
8 and after giving appropriate consideration to the acreage
9 of commercial forest lands and the number of eligible owner-
10 ships in the State to be served by such cost sharing, the
11 potential productivity of such lands, and the need for re-
12 forestation, timber stand improvement, or other forestry
13 investments on such lands.

14 “(g) The Secretary may, if he determines that doing so
15 will contribute to the effective and equitable administration
16 of the program established by this section, use an advertising
17 and bid procedure in determining the lands in any area to be
18 covered by agreements.

19 “(h) There is authorized to be appropriated annually
20 not more than \$50,000,000 to carry out this section and for
21 administrative expenses associated therewith, except that such
22 authorization level may be exceeded to meet natural disaster,
23 emergency, or special employment programs.

24 “SEC. 204. INSECT AND DISEASE CONTROL.—(a) The
25 Secretary shall, directly on National Forest System lands

1 and in cooperation with others on other lands, protect the
2 tree, shrub, forest, and wood resources of the United States
3 from insects, diseases, and environmental pollutants, and
4 thereby—

5 “(1) enhance the growth and maintenance of trees,
6 shrubs, and forests;

7 “(2) promote the stability of forest-related indus-
8 tries and employment associated therewith through pro-
9 tection of tree and forest resources;

10 “(3) aid forest fire prevention and control by re-
11 ducing the number of dying and dead trees;

12 “(4) enhance water quality and promote favorable
13 conditions of water flow by conserving tree and shrub
14 cover on watersheds;

15 “(5) protect esthetic, recreational, and other values
16 of trees, shrubs, and forests; and

17 “(6) extend timber supplies by protecting wood
18 products, stored wood, and wood in use.

19 “(b) Subject to the provisions of subsections (c), (d),
20 and (e) of this section and subject to whatever other con-
21 ditions he may prescribe, the Secretary is authorized di-
22 rectly on National Forest System lands and in cooperation
23 with Federal departments, State foresters and other appro-
24 priate State officials, subdivisions of States, agencies, insti-
25 tutions, organizations, or individuals on other lands to—

1 “(1) conduct surveys to detect and appraise insect
2 infestations, disease conditions, and environmental pol-
3 lutants affecting trees and shrubs;

4 “(2) determine the measures necessary to prevent,
5 retard, control, or suppress incipient, potential, threaten-
6 ing, or emergency insect infestations, disease conditions,
7 and environmental pollutants affecting trees and shrubs;

8 “(3) plan, organize, direct, and carry out the meas-
9 ures he determines necessary to prevent, retard, control,
10 or suppress incipient, potential, threatening, or emer-
11 gency insect infestations, disease conditions, and environ-
12 mental pollutants affecting trees and shrubs;

13 “(4) provide technical information, advice, and
14 assistance in managing and coordinating the use of pesti-
15 cides and other toxic substances applied to trees and
16 shrubs, and regarding the prevention and control of dam-
17 age to wood products, stored wood, and wood in use
18 caused by insects and other biological agents; and

19 “(5) take any other actions he deems necessary to
20 accomplish the objectives and purposes of this section.

21 “(c) Operations planned to prevent, retard, control, or
22 suppress insects or diseases affecting trees and shrubs on
23 land not controlled or administered by the Secretary shall
24 not be conducted without the consent, cooperation, and par-

1 ticipation of the entity having ownership of or jurisdiction
2 over the affected land.

3 “(d) No money appropriated to carry out this section
4 shall be expended to prevent, retard, control, or suppress,
5 insects or diseases affecting trees and shrubs on non-Federal
6 land until the entity having ownership of or jurisdiction over
7 the affected land contributes to or agrees to contribute to the
8 work to be done in the amount and in the manner determined
9 by the Secretary.

10 “(e) The Secretary may, in his discretion and out of any
11 money appropriated to carry out this section, make alloca-
12 tions to Federal agencies having jurisdiction over lands held
13 or own by the United States in the amounts he deems
14 necessary to retard, control, or suppress insect infestations,
15 diseases, and environmental pollutants affecting trees and
16 shrubs on those lands.

17 “(f) Any money appropriated to carry out this section
18 shall be available for necessary expenses. However, no
19 money appropriated to carry out this section shall be used
20 to pay the cost of felling and removing dead or dying trees
21 and shrubs, unless the Secretary determines that such actions
22 are necessary to prevent the spread of a major insect or
23 disease severely affecting trees and shrubs. Neither shall any
24 money appropriated to carry out this section be used to com-

1 pensate for the value of any property injured, damaged, or
2 destroyed by any cause. The Secretary may procure ma-
3 terials and equipment necessary to retard, control, or sup-
4 press insects and diseases affecting trees and shrubs without
5 regard to section 3709 of the Revised Statutes (41 U.S.C.
6 5) under whatever procedures he may prescribe, whenever
7 he deems such action necessary in the public interest.

8 “(g) There is authorized to be appropriated such sums
9 as may be needed to carry out this section and for adminis-
10 trative expenses associated therewith on Federal lands and
11 on lands not within urban and community areas. A special
12 fund shall be established in the Treasury into which the
13 Secretary is authorized to deposit, in whatever amounts he
14 deems proper, some of the money appropriated under this
15 subsection. Money from the special fund shall be immediately
16 available to and used by the Secretary to supplement any
17 other money available to carry out this section under emer-
18 gency conditions, as determined by the Secretary, on Federal
19 lands and on lands not within urban and community areas.
20 However, money appropriated under this subsection and
21 money within the special fund established by this subsec-
22 tion may be used to carry out this section on lands within
23 urban and community areas whenever the Secretary deter-
24 mines that doing so will protect forest values outside urban
25 and community areas.

1 “(h) There is authorized to be appropriated such sums
2 as may be needed to carry out this section and for adminis-
3 trative expenses associated therewith on land within urban
4 and community areas. A special funds shall be established
5 in the Treasury into which the Secretary is authorized to
6 deposit, in whatever amounts he deems proper, some of the
7 money appropriated under this subsection. Money from the
8 special funds shall be immediately available to and used by
9 the Secretary to supplement any other money available to
10 carry out this section under emergency conditions, as deter-
11 mined by the Secretary, on lands within urban and com-
12 munity areas.

13 “SEC. 205. URBAN AND COMMUNITY FORESTRY
14 ASSISTANCE.—(a) The Congress finds that—

15 “(1) trees and shrubs are important economic assets
16 to urban and community areas, and they improve the
17 quality of urban and community environments by re-
18 ducing noise and air pollution, enhancing scenic beauty,
19 preventing erosion, providing shade, and modifying ex-
20 tremes of temperature and humidity, thus reducing the
21 energy required to heat and cool buildings;

22 “(2) trees and shrubs in urban and community
23 areas are weakened, damaged, or killed by highway and
24 street widening, sidewalk construction, air pollution,
25 modified drainage patterns, erosion, depletion of soil fer-

1 tility, insect and disease attacks, mechanical and struc-
2 tural facilities, and other adverse influences that result
3 from or are aggravated by the concentrated use of land;
4 and

5 “(3) planting, protecting, and maintaining trees
6 and shrubs and utilizing wood from pruned limbs, dam-
7 aged trees, and felled trees in urban and community
8 areas makes those areas more pleasant and healthful
9 places to live, work, and visit.

10 “(b) The Secretary is authorized to provide financial,
11 technical, and other assistance to State foresters, State exten-
12 sion directors, and other appropriate State officials for the
13 purpose of encouraging States to provide information and
14 technical assistance to local governments, industries, busi-
15 nesses, associations, and others that will encourage coopera-
16 tive efforts to plan urban forestry programs and to plant,
17 protect, maintain, and utilize wood from trees and shrubs in
18 open spaces, greenbelts, roadside screens, parks, woodlands,
19 curb areas, residential developments, and other urban and
20 community areas. The Secretary is also authorized to
21 cooperate directly with local governments, industries, busi-
22 nesses, associations, universities, and others in carrying out
23 this section whenever the Secretary and the affected State
24 forester, State extension director, or other appropriate State

1 official agree that such direct cooperation would better
2 achieve the purposes of this section.

3 “(c) There is authorized to be appropriated such sums
4 as may be needed to carry out this section and for admin-
5 istrative expenses associated therewith.

6 “SEC. 206. RURAL FIRE PREVENTION AND CONTROL.—

7 (a) The Congress finds that—

8 “(1) outstanding and significant accomplishments
9 have been made by the Secretary and cooperating States
10 in the prevention and control of fires on forest lands and
11 on nonforested watersheds for more than fifty years;

12 “(2) progress is also being made by the Secretary
13 and cooperating States and rural communities in the
14 protection of human lives, agricultural crops and live-
15 stock, and property and other improvements from fires
16 in rural areas;

17 “(3) notwithstanding the accomplishments and
18 progress that have been made, fire prevention and con-
19 trol on rural lands and in rural communities is of con-
20 tinuing high priority to protect human lives, natural
21 resources, agricultural crops and livestock, financial
22 investments, and environmental quality;

23 “(4) the effective cooperative relationships between
24 the Secretary and the States regarding fire prevention

1 and control on rural lands and in rural communities
2 should be retained and improved;

3 “(5) efforts in fire prevention and control on rural
4 lands should be integrated among Federal, State, and
5 local organizations; and

6 “(6) in addition to providing assistance to planned
7 State and local rural fire prevention and control pro-
8 grams, the Secretary should provide prompt and
9 adequate assistance whenever a rural fire emergency
10 overwhelms, or threatens to overwhelm, the financial
11 and other firefighting capability of the affected State
12 or rural area.

13 “(b) Notwithstanding the Federal Fire Prevention and
14 Control Act of 1974 (88 Stat. 1535), the Secretary is
15 authorized and directed, under whatever conditions he may
16 prescribe, to—

17 “(1) cooperate with State foresters and other ap-
18 propriate State officials in developing systems and
19 methods for the prevention, control, suppression, and
20 prescribed use of fires on rural lands and in rural com-
21 munities that will protect human lives, natural resources,
22 agricultural crops and livestock, financial investments,
23 and environmental quality;

24 “(2) provide financial, technical, and other assist-
25 ance to State foresters and other appropriate State offi-

1 cials, and through them to other agencies and individuals
2 therein, for the prevention, control, suppression, and
3 prescribed use of fires on non-Federal forest lands and
4 other non-Federal rural lands; and

5 “(3) provide financial, technical, and other assist-
6 ance to State foresters and other appropriate State offi-
7 cials in cooperative efforts to organize, train, and equip
8 local firefighting forces, including those of Indian tribes
9 or other native groups, to prevent, control, and suppress
10 fires threatening human lives, livestock, wildlife, crops,
11 pastures, orchards, rangeland, woodland, farmsteads or
12 other improvements, and other values in rural areas as
13 defined in the first clause of section 306 (a) (7) of the
14 Consolidated Farm and Rural Development Act (75
15 Stat. 308, as amended; 7 U.S.C. 1926).

16 “(c) The Secretary, with cooperation and assistance
17 from the Administrator of General Services, shall encourage
18 the use of excess personal property (within the meaning of
19 the Federal Property and Administrative Services Act of
20 1949) by State and local fire forces receiving assistance under
21 this section.

22 “(d) To promote maximum effectiveness and economy,
23 the Secretary shall seek to coordinate the assistance he pro-
24 vides under this section with the assistance provided by the

1 Secretary of Commerce under the Federal Fire Prevention
2 and Control Act of 1974 (88 Stat. 1535).

3 “(e) There is authorized to be appropriated annually up
4 to \$5,000,000 to carry out subsection (b) (1) of this section
5 and up to \$15,000,000 to carry out subsection (b) (3) of this
6 section. There is authorized to be appropriated annually up to
7 \$60,000,000 to carry out subsection (b) (2) of this section,
8 but the amount appropriated during any fiscal year shall not
9 exceed one-third of the total Federal and non-Federal expend-
10 itures for the purposes of subsection (b) (2) during the pre-
11 vious fiscal year, except that authorization limitations may be
12 exceeded to meet natural disaster, emergency, or special em-
13 ployment programs. Appropriations under this section may
14 include amounts for administrative expenses associated there-
15 with.

16 “(f) There shall be established in the Treasury a special
17 rural fire disaster fund which shall be immediately available
18 to and used by the Secretary to supplement any other money
19 available to carry out this section under rural fire emergen-
20 cies, as determined by the Secretary. The Secretary shall
21 determine that State and local resources are fully utilized or
22 will be fully utilized before using money in the emergency
23 fund to assist a State in which one or more rural fire emer-
24 gencies exist. There is authorized to be appropriated such

1 sums as may be needed to establish and replenish the special
2 fund established by this subsection.

3 "SEC. 207. MANAGEMENT AND PLANNING ASSIST-
4 ANCE.—(a) To aid in achieving maximum effectiveness
5 from the programs and activities established under this title,
6 the Secretary is authorized to provide technical, financial,
7 and other assistance to State foresters and other appropriate
8 State officials in the development of stronger and more effi-
9 cient organizations that will enable them to better fulfill
10 their responsibilities for the protection and management of
11 non-Federal forest lands. Assistance under this subsection
12 may include, but not necessarily be limited to, assistance in
13 matters related to organization management, program plan-
14 ning and management, budget and fiscal accounting services,
15 personnel training and management, information services,
16 and recordkeeping. Assistance under this subsection shall be
17 extended as requested by State foresters and other appropri-
18 ate State officials.

19 "(b) To insure that data regarding forest lands are
20 available for, and effectively presented in, State and Fed-
21 eral natural resources planning, the Secretary is authorized
22 to provide financial, technical, and other assistance to State
23 foresters and other appropriate State officials in the assembly,
24 analysis, display, and reporting of State forest resources data,

1 in the training of State forest resources planners, and in
2 participating in natural resources planning at the State and
3 Federal levels. The Secretary shall restrict his assistance
4 under this subsection to the implementation of the forestry
5 aspects of State and Federal natural resources planning con-
6 ducted under other laws. This section shall not be construed,
7 in any way whatsoever, as extending, limiting, amending,
8 repealing, or otherwise affecting any other law or authority.
9 “(c) There is authorized to be appropriated annually
10 up to \$5,000,000 to carry out this section and for adminis-
11 trative expenses associated therewith.

12 “SEC. 208. COOPERATIVE TECHNOLOGY IMPLEMEN-
13 TATION.—(a) The Congress finds that—

14 “(1) cooperative programs of the Department of
15 Agriculture are necessary to help assure the protection
16 and use of forests and related forest resources on non-
17 Federal lands;

18 “(2) a comprehensive program of education,
19 advice, assistance, and service is needed to introduce
20 new technology, integrate new information into existing
21 technology, and assure that forestry research findings
22 are promptly made available to State forestry personnel,
23 forest landowners and managers, timber processors,
24 forestry cooperators, and individuals;

25 “(3) State cooperative extension services should

1 provide leadership in developing information delivery
2 systems related to educational programs for nonindustrial
3 private forest landowners, consulting foresters, State
4 forestry personnel, and others;

5 “(4) State forestry organizations should provide
6 technical assistance and service to nonindustrial private
7 forest landowners through State personnel, consulting
8 foresters, and others;

9 “(5) the Secretary, in cooperation with State
10 agencies and others, should coordinate forestry techni-
11 cal assistance and educational programs to encourage
12 and assist landowners and others in the protection, man-
13 agement, and utilization of forests and related resources.

14 “(b) The Secretary, is authorized, through appropriate
15 Department of Agriculture agencies, either directly or in
16 cooperation with other Federal departments, State foresters,
17 State extension directors, and other appropriate State officials,
18 subdivisions of States, agencies, institutions, organizations,
19 or individuals, to—

20 “(1) disseminate the results of research and con-
21 duct and disseminate the results of pilot projects and
22 field tests of management and utilization practices, equip-
23 ment, and technologies related to the programs and
24 activities authorized by this title;

25 “(2) develop and maintain technical information

1 systems in support of programs and activities authorized
2 by this title;

3 “(3) test, evaluate, and seek registration of chemi-
4 cals for use in carrying out the programs and activities
5 authorized by this title; and

6 “(4) carry out other activities, including training
7 of State forestry personnel, he deems necessary to assure
8 that the programs and activities authorized by this title
9 are responsive to special problems, unique situations,
10 and changing conditions.

11 “(c) The Secretary may make funds available to co-
12 operators under this section without regard to the provisions
13 of section 529 of title 31 of the United States Code, which
14 prohibits advances of public money.

15 “(d) The Secretary shall utilize forestry planning com-
16 mittees at National and State levels where they exist in car-
17 rying out this section.

18 “(e) There is authorized to be appropriated annually
19 up to \$10,000,000 to carry out this section.

20 “SEC. 209. CONSOLIDATED PAYMENTS:—(a) To pro-
21 vide flexibility in funding activities authorized by this title,
22 the Secretary may, upon the request of any State, consoli-
23 date the financial assistance to that State under this title by
24 using consolidated payments in lieu of functional cost-sharing
25 mechanisms, formulas, or agreements. However, consolidated

1 payments shall not include money appropriated under sec-
2 tion 203 of this title or money from any special Treasury
3 fund established by this title.

4 “(b) Consolidated payments under this title shall be
5 based upon State forestry programs developed by State
6 foresters or other appropriate State officials.

7 “(c) Federal consolidated payments to any State during
8 any fiscal year shall not exceed the total amount of non-
9 Federal funds expended within the State during that year
10 to carry out its State forestry program. However, the Secre-
11 tary may make payments that exceed the non-Federal
12 amount expended for selected activities under the program,
13 so long as the total Federal expenditure during any fiscal
14 year does not exceed the total non-Federal expenditure dur-
15 ing that fiscal year under the State forestry program.

16 “(d) The Secretary may make consolidated payments
17 on the certificate of the State forester or other appropriate
18 State official that the conditions for Federal payment have
19 been met.

20 “(e) The Secretary shall administer this section to
21 insure that the use of consolidated payments does not by
22 itself adversely affect or eliminate any individual program
23 authorized by this title.

24 “(f) Subject to applicable appropriation Acts, the total
25 annual amount of financial assistance to any participating

1 State subsequent to enactment of this title shall not be less
2 than the base amount of financial assistance provided to that
3 participating State under all the provisions of law specified
4 in section 4 (a) of the Act which created this title, during
5 the fiscal year in which this title was enacted. However,
6 financial assistance for special projects of one or two years
7 duration shall not be included in determining the base amount
8 for any participating State.

9 "SEC. 210. GENERAL PROVISIONS.—(a) In carrying
10 out this title, the Secretary shall, to the maximum extent
11 practical—

12 " (1) work through, cooperate with, and assist State
13 foresters, State extension directors, and other appropriate
14 State officials;

15 " (2) utilize, and encourage cooperators to utilize
16 private agencies, consultants, organization, firms, and
17 individuals to furnish necessary materials and services;
18 and

19 " (3) promote effectiveness and economy by coor-
20 dinating the direct actions and assistance authorized by
21 this title with related programs he administers, and with
22 cooperative programs of other agencies.

23 " (b) Notwithstanding any other provision of this title,
24 the Secretary is authorized to cooperate with private agencies

1 and individuals in furnishing technical forestry services
2 within the United States that will further the purposes of
3 this title.

4 “(c) Whenever he deems it to be beneficial to the pur-
5 poses of this title and to the United States, the Secretary may
6 cooperate with appropriate officials in other countries in the
7 exchange of renewable resources information, in the con-
8 duct of pilot projects and field tests, in the development of
9 international symposia, conferences, and training activities,
10 in the control of tree insect and disease emergency outbreaks,
11 and in other forestry matters of mutual interest.

12 “(d) Money appropriated under this title shall remain
13 available until expended.

14 “(e) Requirements for the development of State
15 forestry programs under section 209 of this title, apportion-
16 ment of funds among States participating under this title,
17 administrative expenses in connection with activities and
18 programs under this title, and the amounts to be expended
19 by the Secretary to assist non-State cooperators under this
20 title shall be determined by the Secretary in concurrence
21 with a committee of not less than five State foresters or other
22 appropriate State officials selected by a majority of the
23 State foresters or other appropriate State officials from States
24 participating in programs under this title. However, the

1 Secretary shall not consult with such a committee regarding
2 funds to be expended under emergency conditions that he
3 may determine.

4 “(f) For the purposes of this title the terms ‘United
5 States’ and ‘State’ shall include each of the several States,
6 the District of Columbia, the Commonwealth of Puerto
7 Rico, the Commonwealth of the Northern Mariana Islands,
8 and the territories, possessions, and trust territories of the
9 United States.

10 “(g) For the purposes of this title, the term ‘forest
11 resources’ shall mean any or all of the public or private
12 benefit accruing from private forest land, singly or in com-
13 bination, tangible or intangible, including but not limited to
14 wildlife, recreation, satisfaction of ownership, fiber or wood
15 production, and water; according to the priorities the owner
16 considers to be most important to this objectives of
17 ownership.

18 “(h) The Secretary shall define ‘urban and community
19 area’ for the purposes of this title after consulting the latest
20 census data and with concurrence of a committee of not less
21 than five State foresters or other appropriate State officials
22 selected by a majority of the State foresters or other ap-
23 propriate State officials from States participating in programs
24 under this title.

25 “(i) The Secretary may prescribe rules and regulations,

1 as he deems appropriate, to carry out this title or portions of
2 this title.

3 “(j) The Secretary is authorized to make grants, agree-
4 ments, contracts, and other arrangements he deems neces-
5 sary to carry out this title.

6 “(k) This title shall be construed as supplementing all
7 other laws relating to the Department of Agriculture and shall
8 not be construed as limiting or repealing any existing law or
9 authority of the Secretary.”

10 SEC. 3. REPORTS.—To insure that Congress has adequate
11 information to carry out its oversight responsibilities and to
12 provide accountability for expenditures and activities under
13 this Act, section 108 (c) of the Forest and Rangeland Re-
14 newable Resources Planning Act of 1974 (88 Stat. 476,
15 as amended), as redesignated by this Act, is amended by—

16 (1) striking the period at the end of the last sen-
17 tence and adding thereto “and in cooperative Forest
18 Service programs.”; and

19 (2) adding a new sentence at the end thereof as
20 follows: “With regard to the cooperative forestry com-
21 ponent of the program, the report shall include, but
22 not be limited to, a description of the status, accomplish-
23 ments, needs, and work backlogs for the programs and
24 activities conducted under title II of this Act.”.

1 SEC. 4. RELATIONSHIP TO OTHER LAWS.—(a) The
2 following laws, and portions of laws, are hereby repealed:

3 (1) sections 1, 2, and 4 of the Act of June 7, 1924,
4 known as the Clarke-McNary Act (43 Stat. 653, as
5 amended; 16 U.S.C. 564, 565, 567) ;

6 (2) the Act of August 26, 1940, known as the
7 White Pine Blister Rust Protection Act (54 Stat. 168;
8 16 U.S.C. 594a) ;

9 (3) the Act of June 25, 1947, known as the Forest
10 Pest Control Act (61 Stat. 177, as amended; 16 U.S.C.
11 594-1 to 594-5) ;

12 (4) the Act of August 25, 1950, known as the
13 Cooperative Forest Management Act (64 Stat. 473, as
14 amended; 16 U.S.C. 568c, 568d) ;

15 (5) section 401 of the Act of May 28, 1956, known
16 as the Agriculture Act of 1956 (70 Stat. 207; 16 U.S.C.
17 568e) ;

18 (6) sections 401, 402, 403, and 404 of the Act of
19 August 30, 1972, known as the Rural Development Act
20 of 1972 (86 Stat. 670, as amended; 7 U.S.C. 2651-
21 2654) ; and

22 (7) section 1009 and the proviso to section 1010 of
23 the Agricultural Act of 1970 as added by the Act of
24 August 10, 1973, known as the Agriculture and Con-

1 sumer Protection Act of 1973 (87 Stat. 221, 245; 16
2 U.S.C. 1509, 1510).

3 (b) The last sentence of section 3 of the Act of June 7,
4 1924, known as the Clarke-McNary Act (43 Stat. 653, as
5 amended; 16 U.S.C. 566) is amended to read as follows:
6 "There is authorized to be appropriated annually such sums
7 as may be needed to carry out this section, and money ap-
8 propriated under this section shall remain available until
9 expended."



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

March 10 1978

Honorable Thomas S. Foley
Chairman, Committee on Agriculture
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

As you requested, here is our report on H.R. 8020, a bill "To authorize and direct the Secretary of Agriculture to provide cooperative forest resources assistance to States and others, and for other purposes."

The Department of Agriculture recommends that H.R. 8020 be enacted, if amended as recommended in the enclosed supplemental statement.

H.R. 8020 would add a new title II to the Forest and Rangeland Renewable Resources Planning Act of 1974 (88 Stat. 476, as amended; 16 U.S.C. 1600 et seq.). The new title would provide an updated comprehensive authority for the Forest Service to provide cooperative forest resources assistance to the States and others. Existing cooperative forestry authorities would be repealed.

The text of H.R. 8020 evolved as representatives of State forestry agencies, State extension services, forest industries, conservation organizations, forestry schools and members of Congress worked together to develop a bill which would update and consolidate some half dozen cooperative forestry authorities spanning more than 50 years. Much of the effort to reach an agreement among diverse interests was coordinated by an "areas of agreement" committee sponsored by the American Forestry Association and by a task force appointed by the Society of American Foresters. Representatives of the Forest Service, the Soil Conservation Service, the Agricultural Stabilization and Conservation Service, and the Extension Service participated in many of the discussions which lead to H.R. 8020. We believe H.R. 8020 represents a consensus within the forestry community on many of the questions related to cooperative forestry programs.

The President, in his Environmental Message of May 23, 1977, directed the Secretary of Agriculture to make a comprehensive study of cooperative forestry programs. The study was to "... examine the feasibility of providing financial assistance to State forestry agencies on the basis of State forestry plans rather than through the present fragmented approach and should consider the need for measures to:

- assure that forestry programs support national environmental goals;

- assure that assistance to forest owners will emphasize interdisciplinary planning and multiple-use planning;
- improve the capability of private forest lands to meet the Nation's need for wood;
- prevent and control pollution, fires, insects and diseases that damage forests, using environmentally sound methods, such as biological pest controls;
- improve and maintain fish and wildlife habitat, particularly those that are critical for threatened and endangered species;
- strengthen planning and management capabilities of State and local forestry agencies."

H.R. 8020, if amended as we recommend, would complement the cooperative forestry goals outlined by the President as well as many of the alternative approaches for meeting those goals which are described in the Report to the President dated August 1977 and entitled "The Federal Role in the Conservation and Management of Private Nonindustrial Forest Lands."

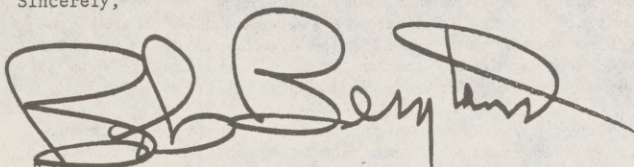
The enclosed supplemental statement summarizes the improvements in our authority to provide cooperative forest resources assistance which would result from the enactment of H.R. 8020. We have a number of amendments of both a substantive and technical nature. We recommend that Section 205, Urban and Community Forestry Assistance, not be included in the bill. We recommend that all appropriation levels be "such sums as may be needed." We recommend that the special fund provisions of subsection 204(g) and (h) and subsection 206(f) be deleted. These and other amendments are described in our supplemental statement. Also enclosed is a table which compares the program authorities in H.R. 8020 with the existing cooperative forestry programs.

We attach special importance to Section 209 which would authorize the Secretary to make consolidated payments to States rather than functional matching grant payments for individual programs. The President, in the Environmental Message, asked the Department to examine the desirability of using non-categorical comprehensive grants in carrying out cooperative forestry programs. There are some substantial benefits to this approach in terms of: (1) greater flexibility for States to tailor programs to meet their special needs; (2) less red tape for both Federal and State agencies; (3) more effective use of forestry funds overall, and (4) improvement of resource planning and leadership at the State level.

We recognize that while this is a sound principle, special attention must be given to implementation. There are some problems in terms of administrative limitations, State policy, timing and accounting for categorical programs and appropriations. We need to understand more about these potential problems and develop ways to resolve them. Upon enactment we would work with State forestry agencies with the objective of moving as fast as possible toward a comprehensive forestry grant program based on comprehensive State plans. We will include a discussion of our progress in moving in this direction in upcoming annual reports of the Forest Service that are made to Congress pursuant to the Forest and Rangeland Renewable Resources Planning Act.

The Office of Management and Budget advises that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

A handwritten signature in dark ink, appearing to read "Bob Bergland". The signature is fluid and cursive, with a large initial "B" and a long, sweeping underline.

Bob Bergland
Secretary

Enclosures

USDA SUPPLEMENTAL STATEMENT
H.R. 8020
COOPERATIVE FOREST RESOURCES ASSISTANCE

Discussion of Provisions and Recommendations--Amendments are on Pages 9 and 10.

General

Forest Service cooperation in State and private forestry began in 1911 with passage of the Weeks Law. Several cooperative forestry programs evolved during the intervening two-thirds of a century in response to that Act, in response to seven other Acts passed in 1924, 1940, 1947, 1950, 1956, 1972, and 1973, and in response to several amendments along the way. The current collection of legislative authorities has generally provided a sound statutory basis for effective cooperative forestry relationships between the Federal Government and the States. However, we believe the time has come to review these authorities and to update, clarify, and consolidate them as necessary.

H.R. 8020 outlines forward-looking, comprehensive, and coordinated cooperative forestry programs by retaining elements from successful programs, by modestly and logically expanding the scope of some programs, and by authorizing some needed new cooperative approaches. All major existing authorities for Forest Service cooperative forestry programs would be repealed and replaced by H.R. 8020.

As a new title to the Forest and Rangeland Renewable Resources Planning Act (88 Stat. 476, as amended; 16 U.S.C. 1600 et seq.), the Forest Service cooperative forest resources assistance program would be more visibly and directly tied to the overall assessment, program, and planning processes required by the Act. H. R. 8020 would add "Cooperative Forest Resources Assistance" as Title II of the Forest and Rangeland Renewable Resources Planning Act of 1974. H.R. 8021, dealing with Forest and Rangeland Renewable Resources Research and being reported upon separately by USDA, would also be designated as Title II. We propose that H.R. 8020 be Title III of RPA. Necessary language is included under "Recommended Amendments."

Section 201. Policy and Purpose

This section outlines clearly and in one place the underlying needs for cooperative forest resources assistance and the expectations of Congress which would guide the Secretary of Agriculture in meeting those needs. Current cooperative forestry authorities generally lack comprehensive statements of policy and purpose, and this contributes to their being thought of by some in an individual and unrelated way.

Each of the seven policy statements in section 201 serves as a basis for programs authorized later in the bill. Thus, there is an important direct relationship between the "policy and purpose" and the authorizations and requirements that follow.

The diversity of the subject matter covered in section 201 illustrates the diversity of resource benefits that accrue from non-Federal forest lands. The definition of "forest resources" in section 210(g) makes it clear that the scope of H.R. 8020 includes "any or all of the public or private benefits accruing from private forest land, singly or in combination, tangible or intangible." The definition also makes it clear that land-owner objectives will continue to be the deciding factor in determining what practices will be used.

Section 202. Rural Forestry Assistance

Three existing programs would be combined and somewhat expanded to provide continuing technical and financial assistance to States for broad forest management purposes on non-Federal forest lands. The three programs to be combined are:

1. Cooperation in Forest Management and Processing, also known as "CFM" since it is based on the Cooperative Forest Management Act of 1950 (64 Stat. 473, as amended; 16 U.S.C. 568c, 568d);
2. Cooperation in Forest Tree Production, also known as "C-M 4" since it is based on section 4 of the Clarke-McNary Act of 1924 (43 Stat. 654, as amended; 16 U.S.C. 567); and
3. Assistance to States for Tree Improvement, also known as "Title IV" since it is based on title IV of the Agriculture Act of 1956 (70 Stat. 207; 16 U.S.C. 568e).

In addition to logically consolidating these three related programs, section 202 would expand the traditional CFM program to include financial as well as technical assistance to State Foresters to carry out timber stand improvement and other cultural work on non-Federal forest land. This would enable the State Forester to help landowners carry out forest management practices which have been recommended where these services are not available from private sources. This can be especially important in cases involving the use of manpower programs.

Section 202 also recognizes the importance of forested watershed stability and water quality by specifically including forested watershed protection and rehabilitation practices within the scope of the Rural Forestry Assistance Program. Existing programs provide some indirect forested watershed management benefits, although forested watershed management is not a stated purpose under existing cooperative forestry authorities. This also holds true for wildlife habitat development and improvement activities on forest lands, which are specifically recognized in the section.

Technical assistance in strip mine rehabilitation on forest lands is provided for in section 202(b)(6)(C). Stabilization of mined lands is provided for in the recently enacted Surface Mining Control and Reclamation Act of 1977 (P.L. 95-87). We propose that this activity be deleted from H.R. 8020 and the broader authority apply.

This Section would authorize "and direct" the Secretary to carry out the program provisions. While we believe that the program be clearly authorized, we feel that it should not be directed and recommend that this language be deleted. This would also affect Sections 203, 204, and 206.

Section 203. Forestry Incentives

Section 203 is based on and would retain several elements of the existing Forestry Incentives Program (87 Stat. 221, 245; 16 U.S.C. 1509, 1510). However, the following changes would be made.

1. The definition of "non-industrial private forest lands" would be broadened to exclude private entities which "principally" engage in the business of manufacturing forest products or providing public utilities services of any type.
2. The role of the State foresters or other appropriate State officials would be strengthened in the technical and operational aspects of the program at the State level. A committee of at least five State foresters or other appropriate State officials would concur in regulations developed by the Secretary for administration of the program at the Federal and State levels. County ASCS offices and committees would continue to handle applications, approvals, and payments under the program. We recommend that the manner of State forester assistance be through consultation with the Secretary rather than through concurrence. This recommendation also applies to Section 210(e).
3. The 500-acre limitation on tract size would be removed. As experience has been gained in the program, we have encountered eligible tracts of 500 to 1,000 acres that should be in the program. The Secretary, under existing authority, has waived the 500-acre limitation whenever he determined that doing so would result in a significant public benefit. Removal of the 500-acre limitation would simplify administration of the program without changing its basic intent. Throughout the development and implementation of the Forestry Incentives Program, the intent of Congress and the policy of this Department have been to direct the program to those nonindustrial private owners who most need a financial incentive to make forestry investments and to those sites that have the best timber production potential. We still believe this is the proper course to follow. Removal of the 500-acre limitation would not lessen our commitment to cost-share incentives for owners of qualified small tracts. Most of the tracts in the program would continue to be smaller than 500 acres.
4. The annual authorization would be increased from \$25 million to \$50 million. This is in accord with RPA projected program. While we support a reaffirmation of the Nation's dedication to the long-term improvement of nonindustrial private forests, we are concerned that government spending

be controlled. Furthermore, a rapid increase in funding for forestry incentives could create a demand that would exceed the ability of State forestry agencies to provide needed administrative and technical services. Recognizing H.R. 8020 as long-term comprehensive authorizing legislation, we believe an authorization of "such sums as may be needed" would be more appropriate in carrying out the program. This recommended amendment is consistent with similar changes in other sections and discussed under Section 210, General Provisions.

5. The annual authorization would be changed to permit inclusion of "administrative expenses associated therewith, . . .". We oppose this addition to the authorization. The Agricultural Stabilization and Conservation Service administers this program in cooperation with the Forest Service and the State forestry agencies. Under current practice, ASCS receives administrative funds for their programs through separate appropriation. This change would require them to establish accounting procedures separate from their overall authority, considered an unnecessary requirement. The Forest Service and the State forestry agencies receive funds under the FIP authorization to furnish support to ASCS to provide technical assistance to forest landowners receiving cost-sharing under the program. This authority should be recognized in paragraph (h) of Section 203. Language to make this change is included in this statement under "Recommended Amendments."

The section would retain the current authority regarding cost-sharing limits of "not less than 50 per centum nor more than 75 per centum of the actual costs." We recommend that the lower limit of 50 per cent be removed and only the maximum limit apply.

Section 204. Insect and Disease Control

Section 204 is based largely on the present authority under the Forest Pest Control Act of 1947 (61 Stat. 177, as amended; 16 U.S.C. 594-1 to 594-5).

The emphasis on non-National Forest System land would continue to be placed upon the cooperation and contributions of States and private landowners. No action would be taken until the Secretary and the entity having jurisdiction over the affected land agreed to their relative roles and contributions. No funds could be used to fell or remove dead or dying trees and shrubs, unless the Secretary determined such action was necessary to prevent the spread of a major insect or disease. Neither could funds be used to compensate for the value of any property injured, damaged, or destroyed by any cause.

While the current authority applies only to forests and forest resources, section 204 would broaden the program's scope to include trees, shrubs, and wood in storage or use. The Secretary would continue to have direct control of the program on National Forest System lands and cooperative

authorities to provide assistance on other lands. Separate appropriation authorizations and contingency funds for emergencies, under the control of the Secretary, would be provided for (1) Federal lands and rural areas and (2) urban and community areas. We recommend deletion of the special fund provisions described in subsections (g) and (h). Special contingency funds can be handled through general authority available to the Department.

Section 205. Urban and Community Forestry Assistance

Section 205 builds upon the urban and community forestry authority in section 1 of the Cooperative Forest Management Act of 1950 (64 Stat. 473, as amended; 16 U.S.C. 568c).

As under the present authority, the Secretary could provide financial, technical, and other assistance to States for the purpose of encouraging the States to provide technical assistance in support of urban and community forestry activities. If the appropriate cooperating State official preferred, the Secretary could provide direct assistance to local governments, industries, businesses, associations, universities and others. No direct cost-sharing for tree planting, tree removal or other practices would be authorized. The program would complement, and not compete with, the work of arborists, nurserymen, consultants, and other private businessmen.

The 1950 Act, as amended, provides a single appropriations authorization for cooperative forest management assistance in both rural and urban areas. H.R. 8020 would clearly separate the two programs by authorizing funds for rural forestry assistance under section 202 and funds for urban and community forestry assistance under section 205.

The Department recommends that the detailed provisions for the Urban and Community Forestry Assistance Program not be included in the legislation. We will support limited programs in this area by State Foresters; we are not in a position to recommend a major emphasis in this area.

Section 206. Rural Fire Prevention and Control

Two existing programs would be combined and strengthened to provide financial, technical and other assistance to the States for integrated programs of rural fire prevention and control. The two programs to be combined are:

1. Cooperation in Forest Fire Control, also known as "C-M 2" since it is based on section 2 of the Clarke-McNary Act of 1924 (43 Stat. 653, as amended; 16 U.S.C. 565); and

2. Rural Community Fire Protection authorized by title IV of the Rural Development Act of 1972 (86 Stat. 670, as amended; 7 U.S.C. 2651-2654).

Section 206 properly places considerable emphasis on cooperation and coordination with State officials, the Administrator of General Services (regarding the availability of Federal excess personal property) and the Secretary of Commerce (regarding assistance provided under the Federal Fire Prevention and Control Act of 1974 (88 Stat. 1535)).

A provision of section 206 would establish a special rural fire disaster fund which would be available to the Secretary for assisting States clearly overwhelmed by disastrous fire situations. The fund would be used only under unmistakable emergency conditions. The primary responsibility for rural fire protection would continue to rest with the States and appropriate sub-State units. We recommend deletion of the special rural fire disaster fund provided in subsection (f). The Disaster Relief Act of 1974 authorizes the President to provide assistance including grants, equipment, supplies and personnel to any State for the suppression of any fire on publicly or privately owned forest or grassland. Assistance is provided when fires threaten destruction that would constitute a major disaster. This Act provides a means for the Federal Government to respond to the most urgent needs of States facing critical fire situations. Therefore, we believe the provisions in section 206(f) are not needed.

Section 207. Management and Planning Assistance

Management and planning assistance to States provides critical support to on-the-ground cooperative forestry programs. This is clearly recognized in section 207 which builds upon existing more general forestry authorities.

Authority for management assistance would include matters related to organization management, program planning and management, budget and fiscal accounting services, personnel training and management, information services, and recordkeeping. This assistance would be provided to States only upon request.

Section 207 would also clarify the Secretary's authority to assist State forestry agencies implement or participate in existing State and Federal forestry resource planning processes.

Participation of State forestry agencies in Federal planning efforts such as those related to water pollution control, coastal zone management, surface mining reclamation, and renewable resources management is necessary. In the latter case, State involvement is absolutely essential in the development of the periodic Renewable Resource Assessments and Programs required by the Forest and Rangeland Renewable Resources Planning Act of 1974 (38 Stat. 476, as amended; 16 U.S.C. 1600 et seq.).

At the State level, participation by State forestry agencies in natural resources planning is frequently minimal or nonexistent, because they lack expertise, staffing and funds. Unfortunately, forest lands are viewed by some planners as a "bank" from which to withdraw areas for non-forestry

purposes. The impacts on State and private forest lands, including economic implications to the forestry industry, impacts on wildlife and other environmental values, and the long-term effects on the Nation's wood supply are substantial and serious. It would be much better to help assure adequate forestry representation during current planning processes than to later work out land use conflicts.

In summary, section 207 would clarify the Secretary's authority to assist States in the administration of more efficient cooperative forestry programs and in the development of State and Federal plans that significantly affect forest resources. In this regard, it responds specifically to the President's May 23, 1977 Environmental Message to Congress.

Section 208. Cooperative Technology Implementation

Section 208 would give increased visibility and emphasis to the need to make sure that cooperative forestry programs incorporate the latest scientific knowledge and techniques. Those involving multi-functional applications are particularly difficult to implement without specific authorization. The emphasis of section 208 would be placed upon pilot testing of management and utilization practices, development and maintenance of technical information systems, testing and evaluating forestry chemicals, and training State forestry personnel.

Existing forestry planning committees at the National and State levels would be used to help implement this section. Activities under section 208 would also be coordinated with applicable forestry extension programs to maximize effectiveness and avoid duplication.

An early draft had the cooperative forestry and extension forestry programs combined into one legislative proposal. H.R. 8020 covers only cooperative forestry programs while H.R. 8022 deals only with the extension forestry program. Some language from the earlier draft relating to extension forestry, such as "education", and "State Extension Directors", was carried forward into H.R. 8020 (Sections 205 and 208). We believe H.R. 8022 correctly defines the extension forestry program. Appropriate language to remove these references from H.R. 8020 is included under "Recommended Amendments."

It appears that the authority to cooperate with the States regarding forest taxation laws, methods and practices now contained in section 3 of the Clarke-McNary Act of 1924 (43 Stat. 653, as amended; 16 U.S.C. 566) should logically be included in section 208 of H.R. 8020. This seems particularly reasonable since H.R. 8020, as currently written, would repeal sections 1, 2, and 4 of the Clarke-McNary Act. We do recommend the limiting of this authority to that which is within the responsibility of USDA. Language to accomplish this change is included in this statement under "Recommended Amendments."

Section 209. Consolidated Payments

Section 209 would authorize the Secretary, upon the request of any State, to consolidate financial assistance to that State by using consolidated payments in lieu of functional cost-sharing formulas. However, appropriations for Forestry Incentives (section 203(h)), special contingency funds for insect and disease control (sections 204(g) and (h)), and the special rural fire disaster fund (section 206(f)) would not be included in the amount available for consolidated payments.

Consolidated payments would be based upon State forestry programs developed by State foresters or other appropriate State officials. Each participating State would be required to at least match the annual amount of Federal funds expended to carry out the State's total forestry program. In other words, so long as the State provided at least half of the total combined Federal-State expenditures for cooperative forestry programs, the 50/50 matching requirement would be met. The Federal share of specific activities within the overall State program could exceed 50 percent, if "overmatching" by the State in other activities compensated.

The use of consolidated payments would not, of itself, reduce the total amount of financial assistance that would otherwise go to a State under existing procedures. A "base level" of funding would be established for each State by reference to the total allocation of Federal funds to that State in the fiscal year prior to enactment. Each year thereafter, the first "demand" for cooperative forestry appropriations would be to fund the base level in each State.

Preparation of a State forestry program would be at the option of each State. Program requirements would be developed in concurrence with a committee of at least five State foresters or other appropriate State officials (section 210(e)). The Forest Service would assist in development of the State programs as requested. Financial allocations to States without documented forestry programs would be made on the basis of the best available information after consulting with the Executive Committee of the National Association of State Foresters.

The procedures in section 209 would serve four important purposes. First, State forestry agencies would have more flexibility and less "red tape" in the utilization of Federal funds for cooperative forestry programs, thus responding to the direction in the President's Environmental Message. Second, Federal funds would be allocated on the basis of coordinated forestry programs rather than piecemeal formulas. Third, the development of State forestry programs would complement the development and implementation of the periodic Renewable Resource Programs required by the Forest and Rangeland Renewable Resources Planning Act of 1974. Fourth, Federal auditing procedures would be simplified at the State level, since the audits would be based upon consolidated payments rather than separate payments for individual programs.

Section 210. General Provisions

This general section contains several important overall provisions regarding cooperation and coordination, international information exchange and testing, availability of appropriations until expended, consultation with the National Association of State Foresters, definitions, rules and regulations, grants and contracts, and the relationship to existing law. Four of these items deserve special mention.

First, the activities authorized in H.R. 8020 would be administered to complement the related activities of the Forest Service, the Soil Conservation Service, the Agricultural Stabilization and Conservation Service, the Science and Education Administration and other USDA agencies. We would also continue to build upon the existing close working relationship between the Forest Service and the National Association of State Foresters.

Second, we would continue to utilize and encourage cooperators to utilize services and materials available from private agencies, consultants, organization, firms, and individuals. Every effort would be made to support and provide expanded opportunities for private enterprise.

Third, appropriations under H.R. 8020 would remain available until expended. This provision would add desirable flexibility to the programs, particularly with respect to dealing with 50 States having a variety of fiscal year starting dates and a variety of legislative appropriations processes. In 1975, the Congress recognized the importance of this provision with respect to the Forest Pest Control Act of 1947, and that Act was amended to make funds appropriated therefor available until expended (89 Stat. 224). Appropriations for Assistance to States for Tree Improvement (70 Stat. 207, 16 U.S.C. 568e) are also currently available until expended. Appropriations for Cooperation in Forest Tree Production (43 Stat. 654, as amended; 16 U.S.C. 567) are available for 3 years.

Fourth, specific authorizations are provided for each of the programs (except for Sections 204 and 205). We recommend that all authorization levels be described as "such sums as may be needed." The Renewable Resources Program, coupled with Congressional review of budget requests, provides a more effective oversight than a set authorization level. Necessary language to make this change is included under recommended amendments.

Other Provisions

In addition to the ten sections (201-210) which would make up a new title II within the Forest and Rangeland Renewable Resources Planning Act, the bill contains two related provisions.

First, the reporting requirements of section 8 (redesignated as section 108 by H.R. 8020) of the Forest and Rangeland Renewable Resources Planning Act would be amended to specifically require inclusion of a description of the status, accomplishments, needs, and work backlogs for the cooperative forestry programs under H.R. 8020. We have no objection to this change.

Second, seven specific laws and portions of laws which now provide authority for Federal cooperative forestry assistance would be repealed. Assuming enactment of sections 201-210 with our recommended amendments, repeal of the seven existing authorities would be desirable.

Recommended Amendments

1. Change "II" to "III" on lines 2 and 3 on page 2, and on line 24, page 29; renumber sections 201 to 210 to 301 to 310 respectively.
2. Revise 202(a)(1), page 5, to read as follows:

 "(1) production of wood on non-Federal forest lands and the efficient processing and use of wood produced on those lands is important in meeting the Nation's demand for wood;"
3. Revise lines 10 and 11, page 5 to read as follows:

 "the Federal Government can assist in building up timber growing stocks"
4. Revise lines 17 and 18, page 5 to read as follows:

 ". . . . tion and processing of products therefrom can contribute to the economic strength and environmental qual-"
5. Change "optimize" to "increase" in line 11 on page 6.
6. Change "quality" to "quantity" line 2 on page 7.
7. Delete (b)(6)(C) of section 202, page 7.
8. Delete the words "up to \$25,000,000" on line 13, page 7 and substitute "such sums as may be needed."
9. Change "incentive" to "incentives" in line 20 on page 7.
10. Change the word "concurrence" to "consultation" in lines 17-18 on page 8, line 3 on page 10, line 20, page 27, and line 20, page 28.
11. Revise lines 23 and 24, page 9 to read as follows:

 ". . . .dure under subsection (g) of this section, not more than 75 per centum of the actual costs. . . ."
12. Revise Section 203(h) on page 10 to read as follows:

 "(h) There is authorized to be appropriated annually such sums as may be needed to carry out this section, including funds necessary for technical assistance and related expenses associated therewith."

13. Change "shall" to "is authorized to" on line 25, page 10.
14. Change "own" to "owned" in line 13 on page 13.
15. Revise Section 204(g), page 14 to read as follows:

"(g) There is authorized to be appropriated such sums as may be needed to carry out this section and for administrative expenses associated therewith on Federal lands and on lands not within urban and community areas."
16. Delete that part of subsection (h), Section 204, following the conclusion of the first sentence, page 15.
17. Delete Section 205, pages 15-17.
18. Delete finding (a)(6) page 18, and subsection (f), page 20-21, of Section 206.
19. Revise Section 206(e) to read as follows:

"(e) There is authorized to be appropriated annually such sums as may be needed to carry out this section and for administrative expenses associated therewith. The amount appropriated during any fiscal year shall not exceed one-third of the total Federal and non-Federal expenditures for the purposes of subsection (b)(2) during the previous fiscal year."
20. Delete the words "up to \$5,000,000" on line 10, page 22 and substitute "such sums as may be needed."
21. Revise Section 208(a)(2) page 22 to read as follows:

"(2) technology transfer, as an essential part of the Department of Agriculture's education, technical assistance and incentives programs, assure that forestry research findings are promptly made available to State Forestry personnel, forest landowners and managers, timber processors, forestry cooperators, and individuals;"
22. Delete (a)(3) of Section 208, pages 22 and 23, renumber paragraphs (4) and (5) to (3) and (4) respectively.
23. Delete "State extension directors" from line 17, page 23.
24. Revise Section 208(b)(1) page 23 to read as follows:

"(1) strengthen the technical assistance and service programs of cooperators by applying the results of research and conducting pilot projects and field tests of management and

utilization practices, equipment and technologies related to the program and activities authorized by this title;"

25. Insert the following new paragraph between lines 24 and 25 on page 23 and appropriately renumber paragraphs (2), (3), and (4) of section 208(b).

"(2) study the effects of tax laws, methods, and practices upon forest perpetuation;"

(This amendment would not be new authority; it would simply transfer existing authority under section 3 of the Clarke-McNary Act (43 Stat. 653, as amended; 16 U.S.C. 566) to H.R. 8020. Scope would be limited to that of USDA authorities.)

26. Delete the words "up to \$10,000,000" on line 19, page 24 and substitute "such sums as may be needed."
27. Delete phrase "or money from any special Treasury fund established by this title" lines 2-3, page 25.

(This revision would conform with recommended amendments #15, 16, 18.)

28. Revise subsection (f) of Section 210 to read as follows:

"(f) For the purposes of this title, the terms 'United States' and 'State' shall include each of the several States, the District of Columbia, the Commonwealth of Puerto Rico, the Commonwealth of the Northern Mariana Islands, the Trust Territory of the Pacific Islands and the territories and possessions of the United States."

29. Amend section 210(g) on page 28 to read as follows:

"(g) For the purposes of this title, the term 'forest resources' shall include any or all of the public or private benefits accruing from forest land, singly or in combination, tangible or intangible, including but not limited to wildlife, recreation, fiber or wood, forage, water, and satisfaction of ownership, according to the objectives of the person or entity having ownership of or jurisdiction over the affected forest land."

(The definition in H.R. 8020 applies only to private forest land, does not recognize forage as a major benefit, and contains two typographical errors. The proposed revision maintains most of the existing definition while broadening it to reflect the scope of H.R. 8020.)

30. Amend section 4(1) on page 30 to read as follows:

"(1) sections 1, 2, 3 and 4 of the Act of June 7, 1924, known as the Clarke-McNary Act (43 Stat. 653, as amended; 16 U.S.C. 564, 565, 566, 567);"

(This revision would conform with recommended amendment #25.)

31. Delete section 4(b) on page 31.

(This deletion would conform with recommended amendments #25 and #30.)

COMPARISON OF PROGRAM AUTHORITIES IN
H.R. 8020 WITH CURRENT STATE AND PRIVATE FORESTRY PROGRAMS
FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Programs Proposed by H.R. 8020

<u>Name of Program</u>	<u>Annual Appropriations Authorization 1/, 2/</u>
Rural Forestry Assistance (Section 202)	\$25,000,000 (but not to exceed one-half of the total Federal and non-Federal expenditures for the same purpose during the previous fiscal year).
Forestry Incentives (Section 203)	\$50,000,000 (except amount could be expended to meet natural disaster, emergency, or special employment programs)

Current Programs Replaced by H.R. 8020

<u>Name of Program</u>	<u>Annual Appropriations Authorization 3/</u>	<u>Fiscal Year 1978 Appropriation</u>
Cooperation in Forest Management and Processing (64 Stat. 473, as amended; 16 U.S.C. 568c, 568d)	\$20,000,000 (includes \$5,000,000 for urban and community forestry)	\$11,042,000 (includes \$3,500,000 for urban and community forestry)
Cooperation in Forest Tree Production (43 Stat. 654, as amended; 16 U.S.C. 1509-1510)	\$2,500,000 (available for up to 3 years after appropriated).	\$801,000
Cooperation in Tree Improvement and Forestation (70 Stat. 207; 16 U.S.C. 568e)	Such sums as may be needed.	\$1,387,000
Forestry Incentives (87 Stat. 245, 16 U.S.C. 1509-1510)	\$25,000,000	\$15,000,000

<u>Programs Proposed by H.R. 8020</u>		<u>Current Programs Replaced by H.R. 8020</u>		
<u>Name of Program</u>	<u>Annual Appropriations Authorization 1/ 2/</u>	<u>Name of Program</u>	<u>Annual Appropriations Authorization 3/</u>	<u>Fiscal Year 1978 Appropriation</u>
Insect and Disease Control (Section 204)	Such amounts as needed on Federal lands and lands not within urban and community areas, some of which may be held in a special contingency fund.	Forest Pest Control (61 Stat. 177, as amended; 16 U.S.C. 594-1 to 594-5)	Such amounts as needed (available until expended)	\$24,655,000
Urban and Com- munity Forestry Assistance (Section 205)	Such amounts as needed within urban and com- munity areas, some of which may be held in a special contingency fund.	Cooperation in Forest Manage- ment and Pro- cessing (64 Stat. 473, as amended; 16 U.S.C. 568c, 568d)	\$5,000,000 <u>4/</u>	\$3,500,000 <u>5/</u>

(This program would be deleted under a USDA Recommended Amendment.).

Programs Proposed by H.R. 8020Current Programs Replaced by H.R. 8020

<u>Name of Program</u>	<u>Annual Appropriations Authorization</u> <u>1/, 2/</u>	<u>Name of Program</u>	<u>Annual Appropriations Authorization</u> <u>3/</u>	<u>Fiscal Year 1978 Appropriation</u>
Rural Fire Prevention and Control (Section 206)	\$5,000,000 for developing systems and methods.	Cooperation in Forest Fire Control (43 Stat. 653, as amended; 16 U.S.C. 564-565)	\$40,000,000 ^{6/}	\$30,008,000
	\$60,000,000 for assistance on non-Federal rural lands but not to exceed one-third of the total Federal and non-Federal expenditures for the same purpose during the previous fiscal year. Authorization may be exceeded to meet natural disaster, emergency, or special employment programs.	Rural Community Fire Protection (86 Stat. 670, as amended; 7 U.S.C. 2651-2654)	\$7,000,000	\$3,500,000
	\$15,000,000 for assistance to local fire fighting forces in rural areas.			
	Such amounts as needed to establish and replenish a special rural fire disaster fund.			

Programs Proposed by H.R. 8020

Current Programs Replaced by H.R. 8020

<u>Name of Program</u>	<u>Annual Appropriations Authorization 1/, 2/</u>	<u>Name of Program</u>	<u>Annual Appropriations Authorization 3/</u>	<u>Fiscal Year 1978 Appropriation</u>
Management and Planning Assistance (Section 207)	\$5,000,000	General Forestry Assistance (58 Stat. 743, 7 U.S.C. 2249)	Such amounts as needed.	\$10,686,000 for GFA. 7/
Cooperative Technology Implementation (Section 208)	\$10,000,000	General Forestry Assistance (58 Stat. 743, 7 U.S. C. 2249)	Such amounts as needed.	\$10,686,000 for GFA. 7/

- 1/ All money appropriated under H.R. 8020 would be available until expended.
- 2/ USDA Recommended Amendment would replace all dollar authorizations with "such sums as may be needed."
- 3/ All current authorizations are non-expiring, except the authority for the Rural Community Fire Protection Program will expire September 30, 1980.
- 4/ Urban and community forestry is only one of several activities included in the \$20 million authorization for Cooperation in Forest Management and Processing. The legislative history (Senate Report No. 92-592) indicates that \$5 million of the \$20 million authorization is for urban and community forestry.
- 5/ This amount is included in the \$11,042,000 appropriated for Cooperation in Forest Management and Processing.
- 6/ This authorization includes cooperation in studying forest taxation, (16 U.S.C. 566) as well as cooperation in forest fire control (16 U.S.C. 564-565). H.R. 8020 would retain the authority in 16 U.S.C. 566 but amend it to authorize the appropriation of such amounts as needed to remain available until expended. The Department of Agriculture recommends that 16 U.S.C. 566 be repealed and that its substance be included in section 208 of H.R. 8020.
- 7/ Technically, 7 U.S.C. 2249 does not authorize specific appropriations. Rather, it authorizes the Secretary of Agriculture to determine the measure and the character of cooperation authorized by other provisions of law. Historically, this and other general authorities have been used by the Congress to appropriate funds for general cooperative forestry activities that are in addition to specific programs. Collectively, these activities have become known as "General Forestry Assistance" or "GFA."

95TH CONGRESS
1ST SESSION

H. R. 8021

IN THE HOUSE OF REPRESENTATIVES

JUNE 24, 1977

Mr. WEAVER (for himself, Mr. AMMERMAN, Mr. AuCOIN, Mr. BAUCUS, Mr. BOWEN, Mr. BROWN of California, Mrs. BURKE of California, Mr. PHILLIP BURTON, Mr. DUNCAN of Oregon, Mr. FRASER, Mr. ICHORD, Mr. OBERSTAR, and Mr. UDALL) introduced the following bill; which was referred to the Committee on Agriculture

A BILL

To authorize and direct the Secretary of Agriculture to carry out forest and rangeland renewable resources research, to provide cooperative forest resources assistance to States and others, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Forest and Rangeland Renewable Resources Plan-
4 ning Act of 1974 (88 Stat. 476, as amended) is redesignated
5 as "TITLE I—FOREST AND RANGELAND RENEW-
6 ABLE RESOURCES PLANNING" and sections 1 through
7 16 are redesignated as sections 101 through 116, respec-
8 tively.

1 SEC. 2. The Forest and Rangeland Renewable Resources
2 Planning Act of 1974 (88 Stat. 476, as amended) is
3 amended by adding a new title II as follows:

4 "TITLE II—FOREST AND RANGELAND
5 RENEWABLE RESOURCES RESEARCH

6 "SEC. 201. RESEARCH PROGRAM.—(a) The Congress
7 declares that scientific discoveries and technological advances
8 must be made and applied to support the protection, man-
9 agement, and utilization of the Nation's renewable resources.
10 It is, therefore, the purpose of this title to authorize and
11 direct the Secretary of Agriculture (hereafter the 'Secre-
12 tary') to carry out a comprehensive program of forest and
13 rangeland renewable resources research, and research
14 dissemination.

15 "(b) The Secretary is authorized and directed to con-
16 duct, support, and cooperate in investigations, experiments,
17 tests, and other activities he deems necessary to obtain,
18 analyze, demonstrate, and disseminate scientific information
19 about protecting, managing, and utilizing forest and range-
20 land renewable resources in rural, suburban, and urban areas.
21 The activities conducted, supported, or cooperated in by the
22 Secretary under this title shall include, but not be limited to,
23 the five major areas of renewable resource research identified
24 in paragraphs (1) through (5) of this subsection.

25 "(1) Renewable resource management research may

1 include activities related to reproducing and growing forest
2 and rangeland plants; planting and managing vegetation on
3 forests and rangelands for wood, forage, water, wildlife and
4 fish, esthetics, recreation, wilderness, and other products and
5 purposes.

6 “(2) Renewable resource environmental research may
7 include activities related to understanding and managing
8 surface and subsurface water flow, preventing and control-
9 ling erosion, and restoring damaged or disturbed soils on
10 forest and rangeland watersheds; maintaining and improv-
11 ing wildlife and fish habitats; managing trees and shrubs to
12 change weather and climatic conditions, reduce air and water
13 pollution, provide amenities, and for other purposes; and
14 understanding, predicting, and modifying weather, climatic,
15 and other environmental conditions that affect the protec-
16 tion and management of forests and rangelands.

17 “(3) Renewable resource protection research may in-
18 clude activities related to protecting vegetation and other
19 forest and rangeland resources, as well as wood and wood
20 products in storage or use from fires, insects, diseases, noxious
21 plants, animals, air pollutants, and other agents through bio-
22 logical, chemical, genetic, silvicultural, and other control
23 methods and systems; and protecting people, natural re-
24 sources, and property from fires in rural areas.

25 “(4) Renewable resource utilization research may in-

1 clude activities related to harvesting, transporting, process-
2 ing, marketing, distributing, and utilizing wood and other
3 materials derived from forest and rangeland renewable re-
4 sources; recycling and fully utilizing wood fiber; testing forest
5 products, including necessary fieldwork associated therewith;
6 determining the role of forest and rangeland management in
7 diversified agriculture, in the productive use of forests and
8 rangelands, and in mining, transportation, and other in-
9 dustries; and developing economic and social alternatives
10 for the management of forests and rangelands that will make
11 possible the fullest and most effective use of their multiple
12 products and services.

13 “(5) Renewable resource assessment research may
14 include activities related to developing and applying scien-
15 tific knowledge and technology in support of the survey and
16 analysis of forest and rangeland renewable resources de-
17 scribed in section 103 (b) of this Act.

18 “SEC. 202. RESEARCH FACILITIES AND COOPERA-
19 TION.—(a) In carrying out this title, the Secretary is
20 authorized to establish and maintain a system of experiment
21 stations, experimental areas, and other forest and rangeland
22 research facilities. The Secretary is authorized, with donated
23 or appropriated funds, to acquire by lease, donation, pur-
24 chase, exchange, or otherwise, land or interests in land
25 within the United States needed to carry out this title, to

1 make necessary expenditures to examine, appraise, and
2 survey such property, and to do all things incident to per-
3 fecting title thereto in the United States. The Secretary
4 may receive money and other contributions from any State,
5 other political subdivision, organization, or individual for
6 the purpose of establishing and operating any forest and
7 rangeland research facility.

8 “(b) In carrying out this title, the Secretary may
9 cooperate with Federal, State, and other governmental
10 agencies, with public or private agencies, institutions, univer-
11 sities, and organizations, and with businesses and individuals
12 in the United States and in other countries. The Secretary
13 may receive money and other contributions from cooperators
14 under conditions he may prescribe. Any money contributions
15 received under this subsection shall be covered into the
16 Treasury as a special fund which is hereby appropriated and
17 made available until expended as the Secretary may direct
18 for use in conducting the research activities authorized by
19 this title and in making refunds to contributors.

20 “SEC. 203. COMPETITIVE RESEARCH GRANTS.—In ad-
21 dition to any grants made under other laws, the Secretary
22 is authorized to make competitive grants to Federal, State,
23 and other governmental agencies, to public or private agen-
24 cies, institutions, universities, and organizations, and to busi-
25 nesses and individuals in the United States that will further

1 the research activities authorized by this title. In making
2 these grants, the Secretary shall emphasize basic and ap-
3 plied research activities that are important to achieving the
4 purposes of this title, and to obtain, through review by
5 qualified scientists and other methods the participation, in
6 research activities, of scientists throughout the United States
7 who have expertise in matters related to forest and range-
8 land renewable resources. Grants made under this subsection
9 shall be made at the discretion of the Secretary under what-
10 ever conditions he may prescribe, after publicly soliciting
11 research proposals, after allowing sufficient time for sub-
12 mission oft he proposals, and after considering qualitative,
13 quantitative, financial, administrative, and other factors
14 which he deems important in judging, comparing, and ac-
15 cepting the proposals. The Secretary may reject any or all
16 proposals received under this section if he determines that it
17 is in the public interest to do so.

18 "SEC. 204. GENERAL RESEARCH PROVISIONS.—(a)
19 The Secretary may make funds available to cooperators and
20 grantees under this title without regard to the provisions of
21 section 529 of title 31 of the United States Code, which pro-
22 hibits advances of public money.

23 "(b) To avoid duplication, the Secretary shall coordi-
24 nate cooperative aid and grants under this title with coop-
25 erative aid and grants he makes under any other authority.

1 “(c) The Secretary shall use the authorities and means
2 available to him to disseminate the knowledge and tech-
3 nology developed from research activities conducted under
4 or supported by this title. In carrying out this responsibility,
5 the Secretary shall cooperate, as he deems appropriate,
6 with the organizations identified in subsection (d) (3) of
7 this section and with others.

8 “(d) In carrying out this title, the Secretary, as he
9 deems appropriate and practical, shall—

10 “(1) use, and encourage cooperators and grantees
11 to use, the best available scientific skills from a variety
12 of disciplines within and outside the fields of agriculture
13 and forestry;

14 “(2) seek, and encourage cooperators and grantees
15 to seek, a proper mixture of short term and long term
16 research and a proper mixture of basic and applied
17 research;

18 “(3) avoid unnecessary duplication and coordinate
19 his activities under this section among agencies of the
20 Department of Agriculture and with other affected Fed-
21 eral departments and agencies, State agricultural experi-
22 ment stations, State extension services, State foresters
23 or other appropriate State officials, forestry schools,
24 and private research organizations; and

25 “(4) encourage the development, employment, re-

1 tention, and exchange of qualified scientists and other
2 specialists through postgraduate, postdoctoral, and other
3 training, national and international exchange of sci-
4 entists, and other incentives and programs to improve
5 the quality of forest and rangeland research.

6 “(e) This title shall be construed as supplementing all
7 other laws relating to the Department of Agriculture and
8 shall not be construed as limiting or repealing any existing
9 law or authority of the Secretary not specifically repealed.

10 “(f) For the purposes of this title, the terms ‘United
11 States’ and ‘State’ shall include each of the several States,
12 the District of Columbia, the Commonwealth of Puerto Rico,
13 the Commonwealth of the Northern Mariana Islands, and the
14 territories, possessions, and trust territories of the United
15 States.

16 “SEC. 205. RESEARCH APPROPRIATIONS AUTHORIZA-
17 TION.—There is authorized to be appropriated annually
18 such sums as may be needed to carry out this title and for
19 administrative expenses associated therewith. Money appro-
20 priated under this title shall remain available until
21 expended.”.

22 SEC. 3. Section 103 (b) of the Forest and Rangeland
23 Renewable Resources Planning Act (88 Stat. 476, as
24 amended), as redesignated by this Act, is amended to read
25 as follows:

1 “(b) To assure the availability of adequate data and
2 scientific information needed for development of the assess-
3 ment, the Secretary of Agriculture is authorized and directed
4 to make and keep current a comprehensive survey and analy-
5 sis of the present and prospective conditions of and require-
6 ments for the renewable resources of the forests and range-
7 lands of the United States and of the supplies of such
8 renewable resources, including a determination of the present
9 and potential productivity of the land, and of such other
10 facts as may be necessary and useful in the determination
11 of ways and means needed to balance the demand for and
12 supply of these renewable resources, benefits, and uses in
13 meeting the needs of the people of the United States. The
14 Secretary shall carry out the survey and analysis under such
15 plans as he may determine to be fair and equitable, and coop-
16 erate with appropriate officials of each State, territory, or
17 possession of the United States, and either through them or
18 directly with private or other agencies. There is authorized to
19 be appropriated annually such sums as may be needed to
20 carry out this subsection, and money appropriated under this
21 subsection shall remain available until expended.”.

22 SEC. 4. The McSweeney-McNary Act of May 22, 1928
23 (45 Stat. 699, as amended; 16 U.S.C. 581, 581a, 581b-
24 581i), is hereby repealed.



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

March 10 1978

Honorable Thomas S. Foley
Chairman, Committee on Agriculture
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

As you requested, here is our report on H.R. 8021, a bill "To authorize and direct the Secretary of Agriculture to carry out forest and rangeland renewable resources research, to provide cooperative forest resources assistance to States and others, and for other purposes."

The Department of Agriculture recommends that H.R. 8021 be enacted, if amended as recommended in the enclosed supplemental statement.

H.R. 8021 would add a new title II to the Forest and Rangeland Renewable Resources Planning Act of 1974 (88 Stat. 476, as amended; 16 U.S.C. 1600 et seq.). The new title would provide a revised comprehensive authority for forest and rangeland research within the Department of Agriculture. Our current forestry research authority, the McSweeney-McNary Act of 1928 (45 Stat. 699, as amended; 16 U.S.C. 581, 581a, 581b-581i), would be repealed. The authority for the forest survey now provided by the McSweeney-McNary Act would become part of the Forest and Rangeland Renewable Resources Planning Act of 1974. The bill would authorize the appropriation of such sums as might be needed, and money appropriated would remain available until expended.

The text of H.R. 8021 evolved early in 1977 as representatives of forestry schools, conservation organizations, forest industries, State forestry agencies, State extension services, and others worked together to develop a bill which would update the 50-year-old authority now provided by the McSweeney-McNary Act. Much of the effort to reach an agreement among diverse interests was coordinated by an "areas of agreement" committee sponsored by the American Forestry Association and by a task force appointed by the Society of American Foresters. Representatives of the Forest Service, the Cooperative State Research Service, and the Extension Service participated in many of the discussions which lead to H.R. 8021. While some minor differences may remain on certain details, we believe H.R. 8021 represents a strong consensus among the forestry community.

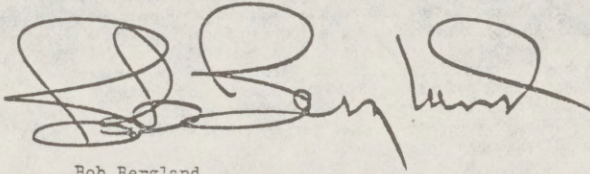
H.R. 8021 would not of itself require an increase in forestry research expenditures for the Department of Agriculture, because the existing authorization for the appropriation of such sums as may be needed would

be continued. Although the existing authorization ceiling of \$20 million annually for the forest survey would be eliminated, that change would not necessarily require a change in expenditures for the forest survey.

The enclosed supplemental statement summarizes the clarifications and other improvements in our authority to conduct forest and rangeland renewable resources research which would result from the enactment of H.R. 8021. The statement also presents our recommended amendments which are largely of a technical nature.

The Office of Management and Budget advises that there is no objection to the presentation of this report, and that enactment of H.R. 8021 would be consistent with the Administration's objectives.

Sincerely,

A handwritten signature in dark ink, appearing to read "Bob Bergland", with a stylized, flowing script.

Bob Bergland
Secretary

USDA PROPOSED AMENDMENTS TO H.R. 8021

1. Amend the title of the bill to read: "To authorize and direct the Secretary of Agriculture to carry out forest and rangeland renewable resources research, and for other purposes."
2. Page 2, Section 2. Lines 10 and 11. On line 10 delete the word "and". On line 11, delete the word "direct".
3. Page 2, Section 2. Line 15. Delete the words "and directed".
4. Page 5.
 - a) Strike lines 3-7 beginning with the phrase "The Secretary..."
 - b) Insert a new Section 202(b) as follows:

(b) In carrying out this title, the Secretary is authorized to accept, hold, and administer gifts, donations, and bequests of money, real property, or personal property from any source not otherwise prohibited by law and to use such gifts, donations, and bequests to (1) establish or operate any forest and rangeland research facility within the United States, or (2) to carry out any forest and rangeland renewable resource research activity authorized by this title. Any money contributions received under this subsection shall be credited to the applicable appropriation to be used for the same purposes and shall remain available until expended.
 - c) Line 8. Redesignate the proposed section 201(b) as section 201(c).
 - d) Lines 14-19. Strike the last sentence of redesignated subsection (c) and insert in lieu thereof the following:

Any money contributions received under this subsection shall be credited to the applicable appropriation to be used for the same purposes and shall be made available until expended as the Secretary may direct for use in conducting the research activities authorized by this title and in making refunds to contributors.
 - e) Insert a new subsection (d) as follows:

(d) The paragraph headed 'Forest research:' under the center heading 'FOREST SERVICE' and the center subheading 'SALARIES AND EXPENSES' of title I of the Department of Agriculture Appropriation Act, 1952 (65 Stat. 233, 16 U.S.C. 581a-1) is amended by inserting a period immediately after the figure '\$5,108,603' and by striking all that follows in that paragraph.
5. Page 8, Line 9. Insert a period after "Secretary" and delete "not specifically repealed."
6. Page 8, Lines 13-15. Delete all after the word "Islands" and substitute the following:

"the territories and possessions of the United States and the trust territory of the Pacific Islands."

USDA SUPPLEMENTAL STATEMENT
H.R. 8021
FOREST AND RANGELAND RENEWABLE RESOURCES RESEARCH

General

H.R. 8021 relies heavily upon many basic provisions of the McSweeney-McNary Act (45 Stat. 699, as amended; 16 U.S.C. 581, 581a, 581b-581i) which has provided the authority for in-house forestry research within the Department of Agriculture since 1928. Although the McSweeney-McNary Act has generally served very well, the past 50 years have brought changes in forestry research needs that are not adequately reflected in the 1928 Act. H.R. 8021 contains updated, clearer, and more specific language that would provide the basis for a long-term, comprehensive forestry research program.

Special emphasis is correctly placed on the need for increased coordination and cooperation among Federal, State, private, and other groups involved in forestry research.

As a new title to the Forest and Rangeland Renewable Resources Planning Act (88 Stat. 476, as amended; 16 U.S.C. 1600 et seq.), the Forest Service research program would be more visibly and directly tied to the overall assessment, program, and planning processes required by that Act.

Section 201. Research Program

The Secretary of Agriculture would be authorized and directed to carry out a comprehensive program of forest and rangeland renewable resources research and research dissemination that would include, but not be limited to, five major areas: (1) Renewable resource management research, (2) Renewable resource environmental research, (3) Renewable resource protection research, (4) Renewable resource utilization research, and (5) Renewable resource assessment research. The bill outlines specific subjects and activities which could be included within each of the five major areas.

Here are examples of the clarifications that would result from the bill:

1. While the McSweeney-McNary Act speaks to "obtaining the fullest and most effective use of forest lands", the bill speaks to "protecting, managing, and utilizing forest and rangeland renewable resources in rural, suburban, and urban areas." (Lines 19-20, page 2)

2. While not specifically mentioned in the McSweeney-McNary Act, the bill makes it clear that fish, esthetics, recreation, and wilderness are additional resources for which forest and rangeland research is conducted. (Line 4, page 3)

3. While the McSweeney-McNary Act authorizes studies of the "relationship of weather conditions to forest fires", the bill would authorize activities related to "understanding, predicting, and modifying weather, climatic, and other environmental conditions that affect the protection and management of forests and rangelands." (Lines 14-16, page 3)

4. While the McSweeney-McNary Act authorizes studies of "forest insects, forest trees diseases and wood decay", the bill includes "noxious plants, animals, air pollutants, and other agents" within the scope of resource protection research. (Lines 20-21, page 3)

5. While the McSweeney-McNary Act speaks to "protecting timber and other forest growth from fire", the bill speaks to "protecting people, natural resources, and property from fires in rural areas." (Lines 23-24, page 3)

6. While the McSweeney-McNary Act authorizes a survey and analysis of forest and rangeland renewable resources, it does not, as the bill would do, authorize research into the survey and analysis process itself. (Lines 13-17, page 4)

Section 202. Research Facilities and Cooperation

The Secretary would be authorized to establish and maintain a system of experiment stations, experimental areas, and other forest and rangeland research facilities. Although the McSweeney-McNary Act contains a list of authorized experiment stations, the Act also provides that the stations are to be maintained at the discretion of the Secretary. Thus, the first sentence of section 202(a) would simplify existing law without changing its basic effect. (Lines 19-22, page 4)

The Secretary could acquire land or interests in land needed for the research program. A similar authority in the McSweeney-McNary Act applies only to the authorization for a Great Plains Forest Experiment Station. This authority would be desirable although it would probably be little used since most Forest Service research facilities are, and will continue to be, on existing Federal land or on land owned by universities and other cooperators. The bill would clearly authorize the use of donated funds for land acquisition and the acceptance of donated land. (Lines 22-25, page 4 and lines 1-3, page 5)

The Secretary could also accept "money and other contributions" to establish or operate forest and rangeland research facilities. This provision would extend the authority in the Act of August 31, 1951 (65 Stat. 233; 16 U.S.C. 581a-1), which authorizes the acceptance of "funds" for the same purposes. See recommended amendments later in this statement. (Lines 3-7, page 5)

While the McSweeney-McNary Act restricts foreign cooperation to the collection, investigation, and testing of foreign woods, the bill would authorize full cooperation with others in the United States and in other countries. This provision would strengthen existing cooperative relationships and clarify the Secretary's authority to participate in cooperative forestry research activities in other countries. (Lines 8-12, page 5)

The Secretary could continue to accept money and other contributions from cooperators. Money contributions from cooperators would continue to go into a special Treasury fund that would be appropriated and made available until expended. The McSweeney-McNary Act contains a similar provision. (Lines 12-19, page 5)

Section 203. Competitive Research Grants

In addition to more general granting authorities, the Secretary would be specifically authorized to make competitive grants to further forest and rangeland renewable resources research. This provision would add flexibility by encouraging the timely and coordinated involvement of highly qualified scientists as needed to work on particular research opportunities. The Secretary could call upon top scientists in other governmental agencies, in private industries and institutions, at universities, or as individuals to carry out activities on an ad hoc basis that would supplement research conducted in-house by the Forest Service. (Line 20, page 5 to line 8, page 6)

While the grants would be of a competitive nature, more than dollar cost would be considered. Thus, the Secretary could consider qualitative, administrative, and other factors he deemed necessary. He could also reject all grant proposals if he determined it in the public interest to do so. (Lines 8-17, page 6)

Section 204. General Research Provisions

This section contains several general guidelines and policies that the Secretary would be required to follow. Many of the concepts expressed in this section appear to respond to the findings and recommendations of the House Committee on Science and Technology during the 94th Congress. The Committee report, issued as a committee print in August 1976, resulted from the Special Oversight Review of Agricultural Research and Development held in 1975.

In addition to authorizing the advance of funds to cooperators, directing the dissemination of knowledge developed, and requiring close coordination of cooperative aid and grant programs, the bill includes desirable policy guidelines related to (1) using the best available scientific skills from a wide variety of disciplines; (2) properly mixing short-term and long-term research and basic and applied research; (3) avoiding unnecessary duplication and coordinating forest and rangeland research; and (4) improving the professional and scientific quality of forest and rangeland research. (Line 18, page 6 to line 15, page 8).

With regard to the dissemination of research information, the Secretary would be directed to coordinate such activities within USDA and with other Federal agencies, State agricultural experiment stations, State extension services, State foresters and other appropriate State officials, forestry schools, and private research organizations. (Lines 18-24, page 7)

Section 205. Research Appropriations Authorization

This section would authorize the appropriation of such sums as may be needed, and money appropriated would be available until expended. Currently, under the McSweeney-McNary Act, there is no authorization ceiling, but funds are available only during the year for which they are appropriated. The "no-year" provision would increase the Secretary's ability to plan for and fund long-term research projects, and to respond more quickly to unforeseen research needs. Although McSweeney-McNary contains several specific dollar authorizations, none of them have been applicable since fiscal year 1939. (Lines 16-21, page 8)

Other Provisions

In addition to the five sections (201-205) which would make up a new research title II within the Forest and Rangeland Renewable Resources Planning Act, the bill contains two other provisions affecting forest and rangeland renewable resources research.

1. The McSweeney-McNary Act of 1928 would be repealed in its entirety. Assuming sections 201-205 are enacted, this repeal would be desirable. (Lines 22-24, page 9)
2. The authority now provided by section 9 of the McSweeney-McNary Act regarding the forest and rangeland survey would become a part of section 3 (redesignated as section 103) of the Forest and Rangeland Renewable Resources Planning Act. This is a technical amendment made necessary by the repeal of the McSweeney-McNary Act. The bill would also change the survey authorization from \$20 million annually to such sums as needed, available until expended. This change would be consistent with the appropriations authorization for the rest of the research program. (Lines 1-21, page 9)

Recommended Technical Amendments

1. Amend the title of the bill to read: "To authorize and direct the Secretary of Agriculture to carry out forest and rangeland renewable resources research, and for other purposes." The bill does not deal with "cooperative forest resources assistance to States and others" as the current title implies.
2. On page 2, lines 10 and 11 delete the phrase "and direct." On line 15 delete the phrase "and directed." We feel authorization of these research programs is adequate and that the additional direction to conduct the programs is superfluous.
3. Insert a period after "Secretary" and delete "not specifically repealed." in line 9, page 8. The new title proposed by H.R. 8021 would not repeal any existing law, and thus the words "not specifically repealed" would be inaccurate and confusing. The repeal of the McSweeney-McNary Act is technically a separate item which is not within the proposed new title.

4. On page 8, lines 13-15, delete all after "Islands" on line 13 and substitute in lieu thereof the following:

"the territories and possessions of the United States
and the trust territory of the Pacific Islands."

Recommended Amendments Dealing with Donations

A proviso in title I of the Act of August 31, 1951 (65 Stat. 233, 16 U.S.C. 581a-1) provides that "funds may be received (by the Secretary of Agriculture) from any State, other political subdivision, organization, or individual for the purpose of establishing or operating any forest research facility located within the United States, its Territories, or possessions." (Emphasis added.)

This a valuable authority, since it is not uncommon for the Secretary to receive unsolicited donations and bequests for forestry research purposes. However, the authority suffers from two limitations. First, real property, equipment, and other nonmonetary contributions cannot be accepted, because they are not "funds." Second, the donations cannot be used for scholarships, fellowships, stipends for visiting lecturers, travel, or other research purposes not directly related to "establishing or operating" a research facility.

The last sentence of the proposed section 202(a) in H.R. 8021 would remove the first limitation by authorizing the acceptance of "money and other contributions." However, the bill would not remove the other limitation. Therefore, we recommend the following amendments:

1. Delete the last sentence of the proposed section 202(a).
2. Insert a new section 202(b) as follows:

""(b) In carrying out this title, the Secretary is authorized to accept, hold, and administer gifts, donations, and bequests of money, real property, or personal property from any source not otherwise prohibited by law and to use such gifts, donations, and bequests to (1) establish or operate any forest and rangeland research facility within the United States, or (2) to carry out any forest and rangeland renewable resource research activity authorized by this title. Any money contributions received under this subsection shall be credited to the applicable appropriation to be used for the same purposes and shall remain available until expended.""

3. Redesignate the proposed section 202(b) as section 202(c).

4. Lines 14-19. Strike the last sentence of redesignated subsection (c) and insert in lieu thereof the following:

"Any money contributions received under this subsection shall be credited to the applicable appropriation to be used for the same purposes and shall be made available until expended as the Secretary may direct for use in conducting the research activities authorized by this title and in making refunds to contributors."

5. Insert a new subsection (d) as follows:

"(d) The paragraph headed 'Forest research:' under the center heading 'FOREST SERVICE' and the center subheading 'SALARIES AND EXPENSES' of title I of the Department of Agriculture Appropriation Act, 1952 (65 Stat. 233, 16 U.S.C. 581a-1) is amended by inserting a period immediately after the figure '\$5,108,603' and by striking all that follows in that paragraph."

95TH CONGRESS
1ST SESSION

H. R. 8022

IN THE HOUSE OF REPRESENTATIVES

JUNE 24, 1977

Mr. WEAVER (for himself, Mr. AMMERMAN, Mr. AuCOIN, Mr. BAUCUS, Mr. BOWEN, Mr. BROWN of California, Mrs. BURKE of California, Mr. PHILLIP BURTON, Mr. DUNCAN of Oregon, Mr. FRASER, Mr. ICHORD, Mr. OBERSTAR, and Mr. UDALL) introduced the following bill; which was referred to the Committee on Agriculture

A BILL

To provide for an expanded forest resources extension program.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Forest Resources Exten-
4 sion Act of 1977".

5 SEC. 2. The Congress finds that:

6 (1) Programs of the Cooperative Extension Service,
7 the educational arm of the Department of Agriculture, are
8 essential to carrying out the Department's cooperative for-
9 estry programs with owners and managers of private forest
10 lands. These educational programs complement both re-

1 search and technical assistance programs conducted by the
2 Department.

3 (2) In carrying out the Nation's objective to increase
4 the timber productivity of private forest lands, it is essential
5 that all forest resource benefits (timber, wildlife, forage,
6 water, recreation, and other values) be considered in design-
7 ing programs to meet the Nation's needs as well as those of
8 forest landowners. It is also essential that those who own or
9 control private lands which have a potential for increasing the
10 Nation's timber supply be involved in the development of
11 forestry extension education programs in order that their in-
12 terests and needs are considered.

13 (3) It is essential that the products of forests be mar-
14 keted and utilized efficiently in order to provide adequate
15 returns to landowners and those engaged in processing and
16 distribution, and to provide products to consumers at reason-
17 able prices.

18 (4) Cooperative extension programs carried out by the
19 land grant university system and the Department of Agri-
20 culture involve a wide range of subject matter departments
21 and disciplines at the universities, as well as professional staffs
22 at the county level who maintain a continuing working rela-
23 tionship with local people throughout the Nation.

3

1 SEC. 2. The Secretary is authorized, in cooperation with
2 State extension directors and under whatever conditions he
3 may prescribe, to—

4 (1) provide educational programs which enable
5 individuals to recognize and analyze forestry-related
6 problems;

7 (2) utilize the educational process in disseminating
8 the results of forestry research and innovations for the
9 transfer of technology from forestry research;

10 (3) conduct educational programs which will pro-
11 vide the best available information for making decisions
12 to those involved in the protection, management, proc-
13 essing, and use of forest resources;

14 (4) focus special attention on the educational needs
15 of small nonindustrial forest owners, vendors, forest oper-
16 ators, and the owners and managers of small wood-
17 processing plants;

18 (5) conduct educational programs for professionals
19 in forestry and related fields;

20 (6) help forest landowners to find sources of tech-
21 nical, financial, and other services, to use research and
22 educational materials, and to bring other expertise to
23 bear on their problems;

1 (7) help identify research needs;

2 (8) help provide factual information as a basis for
3 public policy determination and decisionmaking; and

4 (9) help people to help themselves by informing
5 and aiding in the developing of local leadership.

6 SEC. 3. In carrying out section 2, all appropriate educa-
7 tional methods may be used including, but not limited to,
8 developing and presenting meetings, short courses, work-
9 shops, tours, demonstrations, preparation and distribution
10 of publications, news releases, and radio and television pro-
11 grams.

12 SEC. 4. This section and the cooperative agreements
13 made under it shall be administered by the Secretary to en-
14 courage close cooperation between extension staffs at county,
15 State, and Federal levels and other agencies having respon-
16 sibilities for forest protection, management, and utilization.
17 Forestry planning committees at national and State levels
18 shall be utilized where they exist in carrying out this section,
19 and clientele shall be consulted in the development and con-
20 duct of programs to the extent such consultation is deemed
21 important in carrying out this section by the State extension
22 director.

23 SEC. 5. Within one year of enactment, the Secretary shall
24 present to the Agriculture Committees of the Senate and the
25 House of Representatives a report outlining a coordinated

5

1 five-year plan to follow in carrying out this section. This
2 report may include, but not necessarily be limited to, forest
3 resource management (timber production; timber harvesting;
4 related forest uses including range, water, and windbreak
5 programs; wildlife management; recreational uses of forest
6 land and public policy issues), forest products utilization and
7 marketing (including consumer education), and programs
8 designed to provide forest resources information to urban
9 people.

10 SEC. 6. The Secretary shall carry out this Act pursuant
11 to the provisions of subsection 3 (d) of the Act of May 8,
12 1914 (38 Stat. 373, as amended; 7 U.S.C. 343) known as
13 the Smith-Lever Act. In addition to any sums authorized to
14 carry out the provisions of said subsection 3 (d), there is
15 authorized to be appropriated annually for the purpose of
16 carrying out this Act, the sum of \$15,000,000.

95TH CONGRESS
1ST SESSION

H. R. 8822

IN THE HOUSE OF REPRESENTATIVES

AUGUST 5, 1977

Mr. BROWN of California introduced the following bill; which was referred to the Committee on Agriculture

A BILL

To require the Secretary of Agriculture to periodically report to the Congress on the status, condition, and productive potential of privately owned forest land.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 That the Congress finds that—

4 (1) adequate supplies of timber and other forest
5 products are essential to the Nation's productivity and
6 well-being;

7 (2) the Nation's ability to produce timber and
8 other forest products is largely dependent upon privately
9 owned forest land; and

10 (3) it is essential that the Secretary of Agriculture

1 obtain and make available to the Congress and others
2 adequate information on the status, condition, and pro-
3 ductive potential of privately owned forest land so that
4 policies and programs regarding assistance to persons
5 who own such land can be more accurately evaluated
6 and more effectively modified as necessary.

7 SEC. 2. (a) On the date the Congress first assembles
8 in 1980 and on the date Congress first assembles in each
9 fifth year thereafter, the Secretary of Agriculture shall trans-
10 mit to the Speaker of the House of Representatives and the
11 President pro tempore of the Senate a report concerning the
12 status and condition of privately owned forest land, pro-
13 ductivity of such land, and methods of increasing such pro-
14 ductivity. Such report shall be prepared and organized on a
15 State-by-State basis and on such other geographical basis as
16 the Secretary deems appropriate and shall at least include the
17 Secretary's findings and conclusions and recommendations,
18 if any, concerning the following:

19 (1) The acreage and condition of privately owned
20 forest land in each State on the basis of the following
21 classifications: ownership size, major species, site pro-
22 ductivity, stand age, stand volume, stand size, and such
23 other classifications as the Secretary deems appropriate.

24 (2) Forest practices and conditions which have
25 resulted in or which are resulting in reductions in pro-

1 ductivity or potential productivity of privately owned
2 forest land under multiple-use sustained-yield manage-
3 ment.

4 (3) The forms, amounts, and sources of assistance
5 which are available in each State to persons who own
6 forest land and the necessity for providing and encourag-
7 ing the provision of additional assistance to such persons,
8 including such forms of assistance as consultation with
9 foresters, forestry cooperatives, and State and Federal
10 programs which encourage, assist, or support such per-
11 sons with respect to increasing forest productivity, mini-
12 mizing costs described in paragraph (5) of this
13 subsection, and producing, harvesting, processing, and
14 marketing of timber and other forest products under
15 multiple-use sustained-yield management.

16 (4) The potential for and the feasibility of increas-
17 ing productivity of privately owned forest lands in each
18 State, the methods and sources which could practicably
19 be used to increase such productivity, and investments
20 which persons who own such lands could make to
21 increase such productivity under multiple-use sustained-
22 yield management.

23 (5) The costs of owning, maintaining, and manag-
24 ing privately owned forest land in each State (includ-
25 ing such costs as property and income taxes, labor costs,

1 and equipment costs), current trends with respect to
2 such costs, and the relationship of such costs to
3 forest productivity under multiple-use sustained-yield
4 management.

5 (6) Methods of minimizing costs described in para-
6 graph (5), including reductions in income, property, and
7 other taxes which would encourage and assist produc-
8 tion of timber and other forest products on such land
9 under multiple-use sustained-yield management.

10 (7) The availability of, and the necessity for addi-
11 tional, systems of managing and recording costs described
12 in paragraph (5) in order to assist persons who own
13 forest land in determining the amount of such costs, in
14 recording such cost, and in recovering such costs.

15 (8) The location and size of milling and other
16 facilities which utilize timber and other forest products
17 in each State, the relationships between such facilities
18 and areas they serve, and the species, stand age classes,
19 and fiber qualities of timber on which such facilities
20 depend for sustained production.

21 (9) The quantities and types of byproducts result-
22 ing from harvesting, milling, and processing timber and
23 other forest products in each State, the degree to which
24 and the purposes for which such byproducts are being
25 recycled to produce forest products, the techniques and

1 methods (such as fabrication of such byproducts) being
2 used and the equipment being developed and installed
3 to reduce the amount of byproducts not being recycled,
4 and the need for programs in each State to encourage and
5 assist the use of such techniques and methods and the
6 development and installation of such equipment.

7 (b) To the extent practicable, the Secretary of Agri-
8 culture shall prepare the reports required by subsection (a)
9 of this section in coordination with the forest survey con-
10 ducted pursuant to section 9 of the Act of May 22, 1928
11 (45 Stat. 702; 16 U.S.C. 581h), and the Renewable Re-
12 source Assessments and Renewable Resource Programs pre-
13 pared pursuant to sections 2 and 3 of the Forest and Range-
14 land Renewable Resources Planning Act of 1974 (16
15 U.S.C. 1601 and 1602).

95TH CONGRESS
2D SESSION

H. R. 10618

IN THE HOUSE OF REPRESENTATIVES

JANUARY 30, 1978

Mr. WEAVER (for himself, Mr. FOLEY, Mr. AMMERMAN, Mr. AuCOIN, Mr. BAUCUS, Mr. BOWEN, Mr. BROWN of California, Ms. BURKE of California, Mr. DUNCAN of Oregon, Mr. FRASER, Mr. ICHORD, Mr. JEFFORDS, Mr. JENRETTE, Mr. JONES of Tennessee, Mr. MATHIS, Mr. MEEDS, Mr. OBERSTAR, Mr. RICHMOND, Mr. SYMMS, Mr. THORNTON, and Mr. UDALL) introduced the following bill: which was referred to the Committee on Agriculture

A BILL

To provide for an expanded and comprehensive extension program for forest and range land renewable resources.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Renewable Resources
4 Extension Act of 1978".

5 SEC. 2. The Congress finds that—

6 (1) the extension program of the Department of
7 Agriculture and the Cooperative State Extension Service
8 of each State provide useful, productive, educational
9 programs for private forest and range landowners and

1 processors and consumptive and nonconsumptive users
2 of forest and range land renewable resources, and these
3 educational programs complement research and assist-
4 ance programs conducted by the Department of Agri-
5 culture;

6 (2) to meet national goals, it is essential that all
7 forest and range land renewable resources (hereafter
8 in this Act referred to as "renewable resources"), name-
9 ly, fish and wildlife, forage, outdoor recreation opportu-
10 nities, timber, and water, be fully considered in design-
11 ing educational programs for landowners, processors, and
12 users;

13 (3) more efficient utilization and marketing of re-
14 newable resources extend available supplies of such re-
15 sources, provide products to consumers at prices less
16 than they would otherwise be, and promote reasonable
17 returns on the investments of landowners, processors,
18 and users;

19 (4) trees and forests in urban areas can improve
20 aesthetic quality, reduce noise, filter impurities from the
21 air and add oxygen to it, save energy by moderating
22 temperature extremes, control wind and water erosion,
23 and provide habitat for wildlife; and

24 (5) trees and shrubs used as shelterbelts can pro-
25 tect farm lands from wind and water erosion, promote

1 moisture accumulation in the soil, and provide habitat
2 for wildlife.

3 SEC. 3. (a) The Secretary of Agriculture (hereafter in
4 this Act referred to as the "Secretary"), under conditions he
5 may prescribe and in cooperation with the State directors
6 of cooperative extension service programs and eligible
7 colleges and universities, shall—

8 (1) provide educational programs which enable in-
9 dividuals to recognize, analyze, and resolve problems
10 dealing with renewable resources, including forest- and
11 range-based outdoor recreation opportunities, trees and
12 forests in urban areas, and trees and shrubs in shelter-
13 belts;

14 (2) use educational programs to disseminate the
15 results of research on renewable resources;

16 (3) conduct educational programs which transfer
17 the best available technology to those involved in the
18 management and protection of forest and range lands
19 and the processing and use of their associated renewable
20 resources;

21 (4) develop and implement educational programs
22 which give special attention to the educational needs of
23 small, private nonindustrial forest landowners;

24 (5) develop and implement educational programs
25 in range and fish and wildlife management;

1 (6) assist in providing continuing education pro-
2 grams for professionally trained individuals in fish
3 and wildlife, forest, range, and watershed management
4 and related fields;

5 (7) help forest and range landowners in securing
6 technical and financial assistance in bringing appropriate
7 expertise to bear on their problems; and

8 (8) help identify areas of needed research regarding
9 renewable resources.

10 (b) As used in this Act, the term "eligible colleges
11 and universities" means colleges and universities required to
12 be supported and maintained, in whole or in part, with funds
13 made available under the provisions of the Act entitled "An
14 Act donating Public Lands to the several States and Terri-
15 tories which may provide Colleges for the Benefit of Agri-
16 culture and the Mechanic Acts", approved July 2, 1862
17 (12 Stat. 503; 7 U.S.C. 301-305, 307, 308), and the Act
18 entitled "An Act to apply a portion of the proceeds of the
19 public lands to the more complete endowment and support
20 of the Colleges for the benefit of agriculture and the mechanic
21 arts established under the provisions of an Act of Congress
22 approved July second, eighteen hundred and sixty-two",
23 approved August 30, 1890 (26 Stat. 417; 7 U.S.C. 321-
24 326, 238), and colleges and universities eligible for assistance
25 under the Act entitled "An Act to authorize the Secretary of

1 Agriculture to encourage and assist the several States in
2 carrying on a program of forestry research, and for other pur-
3 poses", approved October 10, 1962 (76 Stat. 806; 16 U.S.C.
4 582a—582a-7).

5 (c) In carrying out this section, all appropriate educa-
6 tional methods may be used, including, but not limited to,
7 meetings, short courses, workshops, tours, demonstrations,
8 publications, news releases, and radio and television
9 programs.

10 SEC. 4. (a) The respective State directors of cooperative
11 extension programs shall develop, coordinate, and administer
12 each State's renewable resources extension program. In
13 carrying out these responsibilities, each State director shall
14 consult and seek appropriate agreement with the administra-
15 tive technical representatives and the forestry representatives
16 in his State provided for by the Secretary in implementation
17 of the Act of October 10, 1962 (76 Stat. 806; 16 U.S.C.
18 582a—582a-7). In further carrying out such responsibilities,
19 each State director shall encourage within his State, close
20 cooperation between Extension Service staffs at the county
21 and State levels, and State and Federal research organiza-
22 tions dealing with renewable resources, State and Federal
23 agencies which manage forest and range lands and their
24 associated renewable resources, State and Federal agencies
25 which have responsibilities associated with the processing or

1 use of renewable resources, and other agencies or organiza-
2 tions the State director deems appropriate.

3 (b) In meeting the provisions of this section, each State
4 director shall appoint and use one or more advisory commit-
5 tees comprised of forest and range landowners, professionally
6 trained individuals in fish and wildlife, forest, range, and
7 watershed management and related fields, as appropriate,
8 and such other persons as the State director deems
9 appropriate.

10 (c) As used in this Act, the term "State" shall include
11 Puerto Rico, Guam, the District of Columbia, and the Vir-
12 gin Islands.

13 SEC. 5. (a) The Secretary shall prepare for Congress
14 a five-year plan for implementing this Act, which is to be
15 called the Renewable Resources Extension Program and
16 which is to be submitted to Congress no later than the last
17 day of the first half of the fiscal year ending September 30,
18 1980, and the last day of the first half of each fifth fiscal
19 year thereafter. The Renewable Resources Extension Pro-
20 gram shall provide national emphasis and direction as well
21 as guidance to State directors in the development of their
22 respective State renewable resources extension programs,
23 which are to be appropriate in terms of the conditions, needs,
24 and opportunities in each State. The Renewable Resources
25 Extension Program shall contain, but not be limited to, brief

1 outlines of general extension programs for fish and wildlife
2 management (for both game and nongame species), range
3 management, timber management (including brief outlines
4 of general extension programs for timber utilization, timber
5 harvesting, timber marketing, wood utilization, and wood
6 products marketing), and watershed management (giving
7 special attention to water quality protection), as well as
8 brief outlines of general extension programs for the recogni-
9 tion and enhancement of forest- and range-based outdoor
10 recreation opportunities, for the planting and management
11 of trees and forests in urban areas, and for the planting and
12 management of trees and shrubs used in shelterbelts.

13 (b) In preparing the Renewable Resources Extension
14 Program, the Secretary shall take into account the respective
15 capabilities of private forest and range lands for yielding
16 renewable resources and relative needs for such resources
17 identified in the periodic Renewable Resource Assessment
18 provided for in section 3 of the Forest and Rangeland
19 Renewable Resources Planning Act of 1974 (88 Stat. 476,
20 as amended).

21 (c) To provide information that will aid Congress in its
22 oversight responsibilities and to provide accountability in
23 the implementation of this Act, the Secretary shall prepare
24 an annual report which shall be furnished to Congress at the
25 time of submission of each annual fiscal budget, beginning

1 with the annual fiscal budget for fiscal year 1981. The annual
2 report shall set forth accomplishments of the Renewable Re-
3 sources Extension Program, apparent strengths and weak-
4 nesses, recommendations for improvement, and costs of pro-
5 gram administration, each with respect to the preceding fiscal
6 year.

7 SEC. 6. There is authorized to be appropriated to carry
8 out this Act \$15,000,000 for the fiscal year ending Septem-
9 ber 30, 1979, and \$15,000,000 for each of the next nine
10 fiscal years. Generally, States shall be eligible for funds
11 appropriated under the authority of this Act according to the
12 respective capabilities of their private forest and range lands
13 for yielding renewable resources and relative needs for such
14 resources identified in the periodic Renewable Resource
15 Assessment provided for in section 3 of the Forest and
16 Rangeland Renewable Resources Planning Act of 1974 (88
17 Stat. 476, as amended).

18 SEC. 7. The provisions of this Act shall terminate on
19 September 30, 1988.



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

MAR 01 1978

Honorable Thomas S. Foley
Chairman
Committee on Agriculture
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

As you requested, here is our report on H.R. 10618, a bill "to provide for an expanded and comprehensive Extension program for forest and rangeland renewable resources." H.R. 10618 supersedes and broadens H.R. 8022.

The Department of Agriculture recommends that H.R. 10618 be enacted if amended as described in the enclosure.

H.R. 10618, if amended as we recommend, would strengthen the educational component of programs of USDA and its cooperators. A key recommendation is to eliminate the \$15 million annual authorization level and to substitute an authorization for "such sums as necessary," to be included within the overall Extension authorizations provided under Section 1464 of P.L. 95-113. This change would allow for greater flexibility in the funding to be provided each year while retaining an overall authorization on funding for Extension activities just enacted. The enclosed supplemental statement presents our recommended amendments.

H.R. 10618 would authorize the Secretary to conduct renewable resources educational programs in cooperation with State Directors of Cooperative Extension Services and other eligible colleges and universities. The educational programs would enable the Secretary to disseminate renewable resources research and technology to appropriate audiences such as small, private, non-industrial forest owners; rangeland owners; resource professionals; processors; users; and urban tree owners and managers. Through these programs audiences would be taught how to manage and use forests and forest products, range, outdoor recreation, fish and wildlife, shelterbelts, watersheds, and trees in urban areas. The bill would require the Secretary to formulate a five-year plan for educational work to implement the Act, and submit the plan to Congress.

H.R. 10618 evolved as representatives of state forestry agencies, State Extension Services, forest industries, conservation groups, forestry schools, and members of the Congress worked together for a comprehensive program to improve the productivity of natural resources on private lands. The text of H. R. 10618 was developed along with H.R. 8020 and H.R. 8021. Together, the three bills would provide coordinated technical assistance (H.R. 8020), research (H.R. 8021), and education (H.R. 10618) to improve the natural resource capabilities of private lands. The American Forestry Association's "areas of agreement" Committee and a task force of the Society of American Foresters brought diverse interests together. Representatives of USDA forestry agencies participated in many of the discussions. The intent of all three bills was supported in hearings on February 2 before the House Subcommittee on Forestry of the House Agricultural Committee.

The President, in his Environmental Message of May 23, 1977, directed the Secretary of Agriculture to study federal programs and determine where improvements could be made to encourage better management of America's private forestlands. The President asked that the study examine how technical assistance and education could be used to improve the capability of non-federal forestlands to meet the nation's need for wood, improve and maintain fish and wildlife habitats, prevent and control environmental pollution, and effectively disseminate forestry information.

The report was delivered to the President on September 13, 1977. Relative to education, it said:

Education programs inform landowners of opportunities for protecting and managing their lands and of sources of assistance. They are prerequisite to success in gaining wider participation in other programs. They provide the owner a rational basis for deciding how to manage his land.

The Office of Management and Budget advises that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,



Enclosure

Bob Bergland
Secretary

USDA SUPPLEMENTAL STATEMENT
H.R. 10618
Extension Program for Forest and
Rangeland Renewable Resources

Discussion of provisions and recommended amendments.

Provisions

H.R. 10618 would provide for an expanded and comprehensive Extension program for forest and rangeland renewable resources. It would expand the present effort which involves 180 forestry and wildlife specialists, 39 fisheries and aquaculture specialists, and about 80 other specialists supported by the Department of Commerce Sea Grant Program. It recognizes that education of private owners and users is essential in order for public lands to provide more of the renewable resources needed by the Nation. Extension can also add to the value of forests and trees through teaching more efficient utilization and marketing of renewable resources, and more effective use and protection of trees in urban areas and in shelterbelts.

Section 3 describes the educational programs that would be developed by the Secretary in cooperation with State Directors of Cooperative Extension Services and eligible colleges and universities. The educational programs would cover a broad range of renewable resources and a broad range of audiences. Extension educators would also help identify needed renewable resources research. Other eligible colleges and universities, in addition to the 1862 Land-Grant Universities, would be included because they have some of the needed expertise by virtue of their forestry research and teaching programs. Appropriate educational methods would be used.

Section 4 would place responsibility for the state's Renewable Resources Extension Program with the State Director of Cooperative Extension Programs. It would require him in developing the educational programs to consult and seek agreement with those responsible for forestry research and appoint and use one or more advisory committees. He would encourage cooperation between all renewable resource agencies which operate within the state.

Section 5 would require the Secretary to prepare a five-year Renewable Resources Extension Program timed to coincide with the Resources Planning Act (RPA) planning cycles. The plan would provide national emphasis and direction as well as guidance to State Directors. The Secretary's five-year plan would be based on the capabilities of private forest and range lands for yielding renewable resources and relative

needs for such resources. The Secretary would also prepare an annual report to Congress.

Section 6 would authorize \$15 million for these educational programs to be divided among the states according to the capabilities of their private forest and range land for yielding renewable resources and relative needs for such resources.

Section 7 is a sunset provision.

Recommended Amendments

1. Page 1, line 7 and 8, strike "Cooperative State Extension Service of" and substitute "extension activities in."
2. Page 4, add the following item after line 9:
 - (9) Provide information to consumers that will assist them in selection, maintenance, and use of forest products.

Secondary manufacturers, building contractors, building code authorities, public utility companies, and the general public can effect substantial savings in energy, maintenance, and replacement costs if provided with sound technical guidelines to the selection, treatment, installation, and use of forest products.

3. Delete Section 4(a) and substitute the following:

"Sec. 4(a) The chief administrative officers for extension, in the eligible colleges and universities specified in Section 3(b) of this Act and the administrative technical representatives and forestry representatives provided for by the Secretary in implementation of the Act of October 10, 1962 (76 Stat. 806; 16 U.S.C. 582a-582a-7), shall jointly develop, by mutual agreement, a comprehensive State Extension program for renewable resources for their respective State to be submitted annually for approval by the Secretary. The National Agricultural Research and Extension Users Advisory Board established pursuant to Section 1408 of the Food and Agriculture Act of 1977 (91 Stat. 988, 7 U.S.C., 3123) shall have the responsibility to review and make recommendations to the Secretary pertaining to programs conducted under this Act. In developing and carrying out this program, the eligible colleges and universities shall encourage within each State close cooperation between Extension staffs at the county and State levels, state forestry and renewable resource agencies and planning committees, State and Federal research agencies which have responsibilities associated with the processing or use of renewable resources, and other appropriate agencies or organizations."

In order to insure partnership and cooperation among the eligible institutions of each state, it is essential that they jointly develop a single comprehensive plan for the State by mutual agreement.

Making one institution responsible for developing, coordinating, and administering the program, including the funds, subordinates all other institutions. This violates the extension partnership established between the 1890 and 1862 institutions by Section 1444 of P.L. 95-113 (7 U.S.C. 3221). It also reduces the equity of the McIntire-Stennis supported schools.

The amendment requires the eligible institutions to submit annually a single plan for each State.

4. Page 6, lines 3 and 4, strike "each State director" and substitute "the eligible colleges and universities in each State."
5. Page 6, strike lines 8 and 9, and substitute "and other appropriate persons."
6. Page 6, line 21, strike "State directors" and substitute "eligible colleges and universities."
7. Page 7, line 20, add the following before the period:
 "and the periodic appraisal of land and water resources provided for in Section 5 of the Soil and Water Resources Conservation Act of 1977 (91 Stat. 1408; 16 U.S.C., 2004)."
8. Page 8, delete lines 8 and 9 and the words "fiscal years" from line 10, and substitute the following:
 "out this Act such sums as may be needed within the overall authorization provided under Section 1464 of the Food and Agriculture Act of 1977 (91 Stat. 1018; 7 U.S.C. 3312) for the purposes of carrying out the extension programs of the Department of Agriculture."

This would keep the total funds authorized for extension programs in any one year within the limits Congress established in P.L. 95-113, while allowing the targeting or focusing of resources on this area.

9. Page 8, line 17, add the following before the period:
 "and the periodic appraisal of land and water resources provided for in Section 5 of the Soil and Water Resources Conservation Act of 1977 (91 Stat. 1408; 16 U.S.C. 2004)."

