

Implementation of Multiparty Monitoring and Evaluation:
The USDA Forest Service
Stewardship End Results Contracting Demonstration Program

FY2003

A Report to the USDA Forest Service

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September 2004

**PINCHOT INSTITUTE
FOR CONSERVATION**

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Executive Summary

Section 347 of the FY1999 Omnibus Appropriations Act (*P.L. 105-277*) authorized the Forest Service to implement up to 28 stewardship contracting pilots; each designed to test new administrative processes and procedures for the agency. The program continued to expand in size following passage of subsequent Interior Appropriation Acts (*P.L. 106-291* and *P.L. 107-63*). By FY 2003, 84 pilots had been authorized to test the following authorities:

- The exchange of goods for services;
- The retention of receipts;
- The designation of timber for cutting by prescription or description;
- The awarding of contracts based on “best value”;
- Multi-year contracting (service contracts of over a 5-year duration);
- Offering contracts with less than full and open competition; and
- Non-USDA administration of timber sales.

Subsection (g) of Section 347 (*P.L. 105-277*) mandated that the Forest Service report annually to the Appropriations Committees of the U.S. House of Representatives and the Senate. The report must provide project level information on: 1) the status of efforts; 2) specific accomplishments resulting from project implementation; and 3) the role of local communities in developing and implementing the projects. In addition, Subsection (g) also directed the Forest Service to establish a multiparty monitoring and evaluation process. Section 323 of the FY 2003 Omnibus Appropriations bill (*P.L. 108-7*) amended Section 347 on February 20, 2003 and changed the focus of required monitoring from project to programmatic. The Forest Service elected to continue project level monitoring of the pilots in FY 2003.

Monitoring and Evaluation Progress for FY 2003

During FY 2003, the multiparty monitoring and evaluation program achieved several benchmarks. Approximately 62% of all projects had established local, project level monitoring teams. Of these, six projects formally requested a combined total of \$6,000 in support of their monitoring efforts. These funds have been used to offset administrative costs associated with local team meetings and procedures. In addition, a total of 79 Local Teams (94%) submitted an annual accomplishment report to the Pinchot Institute, representing a 3% increase over last year. Data contained in these reports provide background information for each pilot and insight into project status and accomplishments.

Regional and National Teams continued to maintain their diverse membership/participation and convened biannual meetings and field tours to complete annually required assessments and reports.

Project Administration and Status

In general, the Stewardship End Results Contracting Demonstration Program continues to show signs of maturation. Six projects completed implementation and monitoring activities by the close of FY 2003. The lessons learned by these projects and through this on-going evaluation have helped to identify barriers to implementation, develop new approaches to overcome them, and enabled newer projects to learn from older ones. Whereas a number of projects continue to make considerable progress, the program continues to encounter various delays related to procedural burdens, budget/funding constraints, misunderstanding or confusion in authority usage, and inconsistent agency support.

By the close of FY 2003, 59 projects (75% of those reporting) had completed the NEPA process and signed decision notices. Nineteen projects (24% of those reporting) have yet to complete NEPA. Of the projects that have completed NEPA, 68% were appealed or litigated (41 of 60 projects).

Forty-four projects (56% of those reporting) have developed contracts, and 38 projects (49% of those reporting) have made a contract award. Within these projects, 49 individual contracts have been awarded

(17 contracts in FY 2003 alone). Thirty-four projects (44% of those reporting) have yet to develop contracts. The majority of awarded contracts have been either service contracts with product removal included (16 projects) or individual timber sales or service contracts (each used by 12 projects). On average, the former pilots have received few bids for contracts, despite a high level of initial interest on the part of potential contractors (average bids received: 2 per pilot; high-9, low-0). Some reasons behind these lower bid rates include high bonding requirements, perceived higher risk with implementation, and complex contractual and proposal processes.

Funding for planning, implementation, and monitoring efforts has largely come from appropriations and product exchanged for value. Thus far, the highest cost parameters are associated with planning and NEPA compliance, followed by individual service contracts and contract/sale preparations. In general, multiparty teams have found that the use of stewardship contracts is resulting in varying incidence of cost-savings and inflation. For some projects, the proper use of expanded authorities is resulting in significant savings in administration (particularly with the use of *designation by description* and *goods for services*). However, others report that the steep learning curve and time needed to develop and monitor a project using fairly unconventional approaches is resulting in higher costs. It is anticipated that as these new mechanisms become more accepted and widely used, these costs will level-out.

Project Accomplishments

More projects have reached the implementation phase in FY2003, than compared to previous years. These projects are planning or implementing a number of integrated activities to meet project objectives. The majority of FY 2003 projects incorporate stand thinning (74% of projects) and/or road maintenance (51%). Other widely used activities include road decommissioning (38%), temporary road construction (36%), and prescribed fire for fuels reduction (36%). During FY 2003, approximately 21,000 acres of terrestrial habitat restoration and 4,812 acres of fuels management were accomplished. As part of these efforts, many projects also anticipate removing merchantable timber and other forest products from project areas. In FY 2003, stewardship projects extracted approximately 40,943 ccf of sawlogs (valued at approximately \$1.5 million), and 5,071 ccf of smaller-diameter material (valued at approximately \$62,000).

These projects continue to experience mixed cooperator involvement at various levels, creating a local body of support and understanding for project efforts. Presently, the majority of projects are collaborating with conservation groups, community-based groups, industry/commodity interests, and individual community members. Projects are collaborating least with tribal governments (due to the fact that potentially concerned tribes are not located near project areas), and wildlife groups. The depth of public involvement tends to vary based on the size and profile of a given project, but stakeholders reportedly are actively involved in the development of site-specific monitoring plans (64% of the reporting projects), problem identification (62% of reporting projects), and project design and monitoring (55% of reporting projects).

Businesses or other organizations receiving stewardship contracts tend to be small (most with less than 25 employees), of local origin (89% of projects reported awards to local businesses), and focused on logging or forest product manufacturing. The number of people involved in a single project ranges from 2 to 259, with nearly all of these drawn from the local labor pool. Twenty-two projects are utilizing subcontractors.

Review of Expanded Authorities

Collectively, the projects are utilizing the full suite of available authorities, often utilizing more than one authority at a time.

Sixty-eight projects (86% of those reporting) are utilizing *goods for services*. This authority allows the exchange of removed product value for desired restoration or maintenance services. According to Local, Regional and National Team reports, the use of goods for services has:

- Facilitated treatment of areas that have otherwise been avoided due to cost, accessibility, or the existence of large amounts of low-value material.

- Allowed for the completion of activities that rarely receive adequate funding (i.e., water quality improvements, road maintenance, treatment of noxious weeds, educational materials and services).
- Provided increased administrative flexibility by reducing the number of required contracts.
- Contributed towards greater operational efficiency, cost-savings and ecological impact by promoting single-entrance into a project site.
- Encouraged small business participation by reducing the up-front costs often associated with timber sale procedures.
- Allowed projects to address pressing ecological needs and focus on holistic project objectives, not just those objectives that pay for themselves.
- Been hampered, at times, by contractor unfamiliarity and confusion.
- Deterred some bids because of substantial bonding requirements.
- Been affected by the availability and volatility of timber markets.
- Been challenged by issues of accountability (i.e., some regions report that the current agency accounting system may not adequately track goods for services transactions).

Fifty-four projects (68% of those reporting) are utilizing *best-value contracting*. This authority allows the Forest Service to use other factors, in addition to price, when making award decisions. Factors currently being used to award best-value contracts are (ranked by projects from most important to least): price, technical proposals, use of by-products, past performance, and local economic benefit. According to Local, Regional, and National Team reports, the use of best-value contracting has:

- Afforded greater flexibility to project managers in considering and employing different pools of contractors including smaller, local firms.
- Provided the agency and its partners with opportunities to incorporate potential economic benefit into the project.
- Encouraged small businesses to participate, while providing greater incentive for contractors to do quality work and develop a competitive edge.
- Helped maintain better accountability and pride in work accomplishment, from both the agency and contractor perspective.
- Been limited by the uncertainty of future programs of work and contractors' unfamiliarity with writing technical proposals.
- Been hindered by the agency's confusion in how to incorporate the views of community members and potential contractors into best-value criteria.

Forty-six projects (58% of those reporting) are utilizing *designation by description or prescription*. Under this authority, land managers in place of federal designation or tree marking, can provide prescriptions or area/species/size designations that clearly describe the silvicultural objective or desired "end result." According to Local, Regional and National Team reports, the use of designation by description or prescription has:

- Reduced site preparation costs.
- Helped expedite preparation of the sale.
- Been less visible in high recreation use areas.
- Improved safety and health conditions for agency personnel and contractors.
- Increased management flexibility and fostered more timely follow-up treatments associated with insect outbreaks, road closures, road obliteration and maintenance without the need for separate contracts.
- Generated some concern by potentially creating a perverse incentive to set diameter limits.
- Generated some concern over the appropriate balance needed between purchaser discretion in selecting material to be cut and governmental control of removed product.
- Sometimes resulted in high administrative costs, likely due to misunderstandings and different agency/contractor interpretation of end-results.

Forty projects (51% of those reporting) are utilizing *multi-year contracts*. This expanded authority allows the agency to enter into service contracts with duration of more than 5-years. According to Local, Regional and National Team reports, the use of multi-year contracts has:

- Led to improvements in contract administration, cost, and local business enhancement.
- Facilitated better planning, investment and management for local contractors due to the longer employment horizons associated with these contracts.
- Provided increased flexibility to purchasers.
- Reduced the cost of solicitation for the government and provided some degree of certainty associated with economies of scale for contractors.
- Facilitated the establishment and continuance of relationships with companies that produce the most desirable end-results.
- Helped the agency accomplish more thorough restoration activities.
- Limited the competitive ability of small contractors, due to the increased size of projects.
- Been limited by negative market fluctuations over longer contract terms, thereby increasing the perceived risk and financial responsibility of partners.
- Been limited by bonding requirements, because some companies may not be bonded for more than 5-6 years.

Thirty-three former pilots (42% of those responding) are utilizing *receipt retention*. This authority allows proceeds from the sale of commercial product from a project to be retained to fund activities in that or another pilot project. According to Local, Regional and National Teams, the use of retained receipts has:

- Provided new funding mechanisms to allow timely implementation of services and research.
- Allowed the government to accomplish work in areas where current funding sources (e.g., Knutson-Vandenberg funds and Salvage Sale funds) are insufficient to address restoration priorities.
- Helped promote a consistent program of work for local communities.
- Been limited by current accounting methods used to track receipts.
- Generated concern over equity across regions, as the authority tends to favor those areas with sufficient merchantable product.
- Generated some concern over a lack of federal guidelines or sideboards on how funds should be used.

Twenty-one former pilots (27% of those reporting) are utilizing *less than full and open competition*. This authority exempts projects from Subsection (d) of Section 14 of the National Forest Management Act and allows the award of projects through direct sales or sole-source contracts regardless of product value. According to Local, Regional and National Team reports, the use of less than full and open competition has:

- Improved the economic condition of some forest-dependent communities by allowing the government to contract with small, community-based enterprises and unconventional partners.
- Improved efficiencies in treating insect and disease outbreaks.
- Been helpful to projects with right-of-way issues.
- Raised concern over potential unfairness to the contractor base.
- Raised concern over limiting requirements for securing a competitive price.

Six projects (8% of those reporting) are utilizing *non-USDA administration of timber sales*. This authority exempts projects from Subsection (g) of Section 14 of the National Forest Management Act, which requires that USDA employees supervise the harvest of trees from a National Forest. According to Local, Regional and National Team reports, the use of non-USDA administration of timber sales has:

- Improved the efficiency of projects that seek to treat forest fuels on a mixed-ownership landscape.
- Helped the agency interact with neighboring landowners and establish agreements to allow for improved project access.

Emerging Issues and Outcomes

As the program completes its fourth year of implementation and projects begin or even complete project activities, a series of outcomes and issues continued to surface. Whereas some project managers and

monitoring teams have expressed frustration over the amount of time and effort needed to move projects into implementation, some project managers, partners, and stakeholder groups have readily been sharing experiences and innovation.

Many agency personnel and project partners continue to wrestle with achieving the intended level of community involvement and collaboration required by stewardship contracting. This *uncertainty of what community involvement means*, how collaboration should be practiced, and what individual roles in collaborative process are continuing to challenge many projects.

Inconsistent agency support and communication continue to impact planning, implementation, monitoring, and partnership building for many projects. Some examples include: confusion over the type of contracts and authorities to use; a lack of training opportunities and communication strategies for project coordinators and partners; and unbalanced levels of support and expertise among and between regions with regard to project efforts and authority application.

The *capacity and understanding of potential contractors* has been identified as an essential component of successful contract implementation. Inadequate understanding of the available tools, mechanisms, and requirements of these new mechanisms has been found to hamper a contractor's ability to bid on a project and impact the surrounding community's ability to capture full economic benefit. Training, particularly in the area of bidding, bonding and subcontracting, has been identified as the key solution to alleviate this situation.

The *impacts of the 2003 fire season* have also affected project progress. Even in regions that are not directly impacted by a local fire, transferred or detailed personnel tend to reduce the number of staff available to implement or manage a given stewardship project. Contractor behavior during these high-risk periods has also impacted projects, as operators sometimes voluntarily suspend operation due to high fire risk.

As with previous years, the complex, expensive and time-consuming *processes associated with agency compliance of NEPA* have challenged implementation efficiencies and effective collaboration. Long delays in project implementation have also led to changes in product conditions and economics of the project.

Funding issues and various budgetary constraints remain considerable concerns. A combination of personnel and funding shortages make it difficult for the agency to implement the projects as effectively as desired. Local priorities need to be established for stewardship contracting projects.

A combined loss of sawmill and logger capacity, preponderance of low-value species and small diameter logs, and suppressed domestic/import lumber markets have all impacted the salability of stewardship contracts. A *lack of vertically integrated, value-added industry* has also negatively impacted the ability of projects to capture the full benefit of these projects.

Forward and Acknowledgements

This report is the product of the multiparty effort responsible for monitoring and evaluating the USDA Forest Service Stewardship Contracting Pilots. The information contained herein is based upon information collected from four principle sources:

- ❑ ***Local Team discussions and criteria packages*** (described in more detail and provided as links in Sec. 1.3.3);
- ❑ ***Regional Team discussions and reports*** (described in more detail and provided as links in Sec. 1.3.3);
- ❑ ***National Team discussions and reports*** (described in greater detail in Sec. 1.3.3); and
- ❑ Various ***outreach efforts*** with interest groups, Congressional staff and agency personnel.

The Pinchot Institute would like to sincerely thank all of the individuals who have provided timely response to inquiries and contributed in innumerable ways to the production of this document (a full listing of team members and their affiliations can be found in Appendix A).

In particular, the Institute would like to thank the following individuals for their significant contributions:

Mila Alvarez, *American Forests*
Darci Birmingham, *USDA Forest Service*
Carol Daly, *Flathead Economic Policy Center*
Maia Enzer, *Sustainable Northwest*
Gerry Gray, *American Forests*
Carla Harper, *Montezuma County Federal Lands Program*
Cliff Hickman, *USDA Forest Service*
Lynn Jungwirth, *Watershed Research and Training Center*
Marcus Kauffman, *Watershed Research and Training Center*
Harriet London, *Community Dispute Resolution Center, Inc.*
Naureen Rana, *Pinchot Institute for Conservation*
Karen Steer, *Sustainable Northwest*

We appreciate this opportunity to highlight the projects' accomplishments and look forward to helping fuel a peer-learning process that encourages creative approaches to public land management. Please direct questions related to this report to the *Pinchot Institute for Conservation* (ph- 202.797.6580 or andreabedell@pinchot.org).

1.0 Introduction

1.1 What is Stewardship Contracting?

The initial concept of stewardship contracts originated in the 1980s, when land management service contracts were introduced in response to shrinking federal budgets, reduced personnel, and demands from the public for a broader range of outputs from federal forests and rangelands. These early contracts were designed to save public funds through improved contract administration, specification of desired end-results, and the consolidation of multiple activities into a single contract mechanism. Although these contracts were initially developed to facilitate timber management objectives, they soon evolved into tools that support the more comprehensive approach embodied by ecosystem management. By the 1990s, these early land stewardship contracts broadened to include local and small business participation, alternative land management strategies, and locally based planning efforts.

Today, some or all of the following key points are used to characterize stewardship contracting:

- Broad-based public (community) involvement at all project stages;
- Provisions for multi-year, multi-task, end-results oriented activities;
- Improved administrative efficiency and decreased cost to the agency; and
- Creation of a new workforce focused on maintenance and restoration activities.

1.2 Stewardship Contracting as an Agency Tool

1.2.1 Development of the Forest Service Demonstration Program

The Forest Service's Stewardship End Results Contracting Demonstration Program developed as a direct result of several internal and external challenges facing National Forest management. These challenges included (but are not limited to):

- Shifts in the National Forest Timber Sale Program to address broader ecosystem or watershed needs, thereby achieving a variety of expanded land management objectives (e.g., forest health improvement, wildfire fuel reduction, ecosystem restoration).
- A marked decline in National Forest Timber Sale Program size and compositional changes in the agency's annual offer mix (increased proportions of dead, dying, and small diameter trees).
- Growing recognition that overstocking and other undesirable forest conditions place many National Forests at high risk for wildfire, disease, and insect damage.
- Limitations in the applicability of traditional tools and mechanisms (i.e., standard timber sales and service contracts) to achieve broadened goals and comprehensive treatments.
- Limited availability of appropriated dollars to carry out restoration-oriented activities (e.g., treatment of low-value, small diameter material).
- Increased unemployment and poverty rates in some rural, resource-dependent communities (particularly in the West).
- Considerable interest in exploring new and innovative ways that allow the Forest Service and local communities to work more effectively together to solve mutual resource management problems.

These challenges prompted the Forest Service to further its exploration of stewardship contracting, with Congressional interest in the concept stimulated by a variety of advocacy efforts led by community-based and industry interests.

Eventually, the development of a pilot program to test stewardship contracting procedures was realized by the inclusion of Section 347 in the FY 1999 Omnibus Appropriations Act (*P.L. 105-277*). This

legislation provided the Forest Service authorization to implement up to 28 stewardship contracts.¹ Specifically, the legislation set forth several new administrative processes and procedures that the Forest Service might test while implementing the stewardship contracting projects. The legislative language stated that the agency was granted these new authorities to perform services that would help: (1) achieve restoration objectives on the National Forests, and (2) meet the needs of local and rural communities.

New processes and procedures identified within the appropriations language included:

- The exchange of goods for services;
- The retention of receipts;
- The designation of timber for cutting by prescription or description;
- The awarding of contracts on a “best value” basis;
- Multi-year contracts (service contracts of more than 5-years duration);
- Offering contracts with less than full and open competition; and
- Non-USDA administration of timber sales.

1.2.2 Expansion of the Demonstration Program (2001-2002)

In FY 2001, the pilot program was expanded in size with the passage of Section 338 of the FY 2001 Appropriations Act for Interior and Related Agencies (*P.L. 106-291*). Section 338 authorized the Forest Service to implement up to 28 additional stewardship contracting pilots under the same terms and conditions as required in Section 347 of *P.L. 105-277*. In FY 2002, the pilot program expanded once again with the passage of Section 332 of the FY 2002 Appropriations Act for Interior and Related Agencies (*P.L. 107-63*).

In total, 84 projects were authorized under the pilot legislation.

1.2.3 New 10-year Authority for Stewardship Contracts

In February 2003, Congress extended the authority that had previously only been available to the Forest Service to the Bureau of Land Management (BLM), thereby enabling greater implementation with these evolving tools and mechanisms among federal land managers. Through passage of Section 323 of the Consolidated Appropriations Act for FY 2003 (*P.L. 108-7*), both agencies were authorized to undertake unlimited, “stewardship end results contracting projects” for a period of 10-years.

New stewardship end results contracting projects may include a variety of activities used to accomplish the goals set forth in Section 347 of *P.L. 105-277*. In meeting these goals, the agencies can enter into contracts or agreements (including consideration of non-traditional sources under public and private contracts) for services to achieve land management goals and meet local and rural community needs.

Like the earlier pilots, any new stewardship contracting projects must continue to meet the direction of Forest Service and BLM’s land use plans and management policies relating to existing special designations (e.g., Wilderness). They will also continue to comply with the National Environmental Policy Act (NEPA) and other laws such as the Endangered Species Act, Clean Water Act and Clean Air Act.

NOTE: This report highlights the findings of the 84 pilot projects, authorized by Section 347 (P.L. 105-277), Section 338 (P.L. 106-291), and Section 332 (P.L. 107-63). No information has been collected on new projects resulting from this newest authority (Section 323, P.L. 108-7).

¹ Section 341 of the FY2000 Interior Appropriations Act (*P.L. 106-113*) changed this language to read 28 stewardship contracting “pilot projects,” instead of “contracts.”

1.3 Multiparty Monitoring and Evaluation Structure and Process

To gather the information necessary for future policy development, Congress required the Forest Service to establish a “multiparty monitoring and evaluation process” capable of assessing the accomplishments and experiences of each pilot project (Subsection (g) of Section 347 of *P.L. 105-277*).

1.3.1 The Multiparty Concept

A multiparty process is one that involves a heterogeneous group of individuals from government agencies, community-based organizations, and local, regional, and national interest groups in an effort to accomplish tasks and/or seek solutions to problems while being responsive to diverse values and interests. A multiparty approach to monitoring is designed to promote mutual learning, as participants work together to better understand project objectives and subsequent impacts. Participants can expect to gain a greater understanding of ecological health, local communities’ economic and social well-being, and the interconnections between the environment, the economy, and social conditions. They will also learn more about others’ perspectives and potential outcomes related to project activities.

Several key principles of a multiparty monitoring and evaluation process are:

- Collaborative learning;
- Trust building among diverse interests;
- Open and transparent decision making;
- Emphasis on the importance of local processes (e.g., knowledge, input);
- Identification and exploration of a broad array of lessons learned; and
- The connection of findings and lessons to on-going and new projects through recommended changes or improvements.

1.3.2 Established Monitoring and Evaluation Framework

In July 2000, the Forest Service competitively awarded a contract to the Pinchot Institute for Conservation to design, implement and manage the multiparty monitoring and evaluation process for the stewardship contracting pilot program. The current framework consists of a three-tiered structure, incorporating local, regional, and national multi-party monitoring and evaluation teams. These teams are intended to be collaborative units in which all interested parties can participate and have equal weight in decision-making. It is hoped that such inclusiveness will build trust within the community, as well as between communities and the Forest Service, through collaborative learning and adaptive management.

Local Teams

Each stewardship contracting project is required to have a multiparty Local Team to carry out monitoring and evaluation functions at the project level. These teams must operate in an open and transparent manner and promote broad public involvement. Each Local Team is responsible for the development of site-specific monitoring methods, schedules, and operating procedures, in addition to collecting and analyzing data necessary for project and program evaluation.

Regional Teams

Regional monitoring and evaluation teams comprise the second level of the three-tiered assessment. Regional Teams are specifically designed to synthesize data from Local Teams and analyze the outcome of project efforts on a regional scale (i.e., the influence of geography, ecosystem functions, particular economic or social conditions, and the role of communities in the development of contracts and work plans). At present, four Regional Teams are established: the East (ERT), the Inland Northwest (INWRT), the Pacific Northwest (PNWRT), and the Southwest (SWRT). Each Regional Team is broadly

inclusive, drawing its members from a spectrum of interests and interacting closely with local teams within its geographic area.

National Team

Finally, a broadly representative National Team (NT) assesses the program from a national vantage, monitoring and evaluating information on: (a) the development, execution, and administration of authorized contracts and agreements; (b) specific accomplishments resulting from project efforts; and (c) the role of local communities in the development of contracts. Furthermore, the National Team provides an assessment of national stewardship issues such as the effectiveness of the stewardship contracting authorities in meeting Congressional intent, impacts of federal forest policy on the implementation of the projects, linkages to local-regional-national interests, and improvements in agency accountability.

Technical Assistance

In addition to this team framework, specific roles and responsibilities have been established for the Pinchot Institute and its subcontracted partners. As mentioned, the Pinchot Institute is the lead contractor for development and implementation of multiparty efforts. In addition, the Institute provides technical assistance to those projects located in the East. Each of the subcontracted partners (Flathead Economic Policy Center (Columbia Falls, MT), Montezuma County Federal Lands Program (Cohone, CO), and the Watershed Research and Training Center (Hayfork, CA)) provides technical assistance and general program guidance to those Local and Regional Teams within their respective geographic regions. Specific responsibilities of these organizations are to:

- Ensure nationwide consistency in the collection and reporting of information.
- Evaluate and make recommendations to the contractor (Pinchot Institute) regarding Local Team requests for funding in support of monitoring/evaluation.
- Provide other assistance and/or input to the monitoring and evaluation process.
- “Organize and facilitate biannual Regional Team meetings biannually.

Outreach

The Pinchot Institute also subcontracts with American Forests to assist with various elements of outreach, including analyzing national policy issues and developing informational materials and events to proactively engage stakeholders in stewardship efforts and “lessons learned” symposia.

1.3.3 Reporting Requirements

Tiered annual reporting requirements are built into the multiparty monitoring framework. Combining and comparing information from these sources helps sustain the evaluation process and provides critical information for the development of reports to the agency and to Congress.

Local Team Reports

Each year, every project is required to complete an annual report that provides information on its status, administration, and accomplishments under the demonstration program. In addition, Local Teams must provide a detailed assessment of the usefulness of expanded authorities to facilitate effective, efficient project implementation and public collaboration. The Pinchot Institute and its subcontracted partners established a standardized report format based on input from project coordinators, partners and interests. Its use ensures that all Local Teams collect and report results in a uniform manner, thereby facilitating comparison. Submissions of these annual criteria are required by the close of each fiscal year (September 30), in order to feed into the tiered assessment process.

A copy of this annual criteria package can be downloaded at:

<http://www.pinchot.org/community/moneval/criteria.htm>

Regional Team Reports

At the close of each fiscal year, each Regional Team reviews the submitted Local Team reports, synthesizes the data therein, and analyzes the overall progress and accomplishments of projects for their given region. At the request of the National Team, these reports follow a similar format to provide information on project status, authorities' usage and benefits, levels of community involvement, and general conclusions. These annual regional reports are submitted to the National Team and are typically prepared by mid-November of each calendar year.

National Team Report

The National Team develops its annual report based on information collected at the local and regional levels. Following discussions and assessment, the team creates a report that provides information on: (1) the usefulness of expanded authorities in the development, execution, and administration of contracts; (2) specific project accomplishments; and (3) the role of local communities in the development of contracts, project implementation, and monitoring. In addition, the National Team also identifies and evaluates "lessons learned" from the projects, including obstacles and barriers to project implementation. The annual National Team report is typically prepared by the close of each calendar year, and submitted to the Pinchot Institute.

Agency and Congressional Reports

Subsection (g) of Section 347 of P.L. 105-277 mandates that the Forest Service report annually to the Appropriations Committees of the U.S. House of Representatives and the Senate. This report must provide project-level information on: (1) the status of project efforts; (2) specific accomplishments resulting from implementation; and (3) the role of local communities in developing and implementing projects. The Pinchot Institute for Conservation prepares this report using information derived from the various aforementioned sources. The final report is submitted to the Forest Service for review and potential distribution to Congress and other interested parties.²

To date, the Forest Service has submitted four annual reports to Congress. Each of these reports can be downloaded at: http://www.pinchot.org/community/moneval/reports_publications.htm

2.0 Monitoring and Evaluation Progress for FY 2003

2.1 Local Team Development and Meetings

According to this year's reports, 62% of projects have established a Local Team (LT). These teams vary in size, from three to as many as thirty participants. While some have adopted formal charters to govern their operations, others continue to operate in flexible and informal ways. Several use outside facilitators and/or employ someone to take meeting minutes and handle logistics, while most members participate on a totally volunteer basis (INWRT, 2003).

As mentioned in Section 1.3.3, each LT must submit an annual report to the Pinchot Institute to establish a baseline for evaluation. While it is encouraged that these reports be developed collaboratively, in some instances an annual report has been completed and distributed by the Forest Service, not the project's associated LT. For FY 2003, 79 projects submitted annual reports. These can be downloaded at:

² The Forest Service reserves the right to adopt the report prepared by the Pinchot Institute as its official report to Congress. Following past reviews, the agency has forwarded the Institute's report to Congress without alteration.

Projects in the *East*:

http://www.pinchot.org/community/moneval/regional_projects/east.htm

Projects in *Inland Northwest*:

http://www.pinchot.org/community/moneval/regional_projects/northwest_rockies.htm

Projects in the *Pacific Northwest*:

http://www.pinchot.org/community/moneval/regional_projects/pacific_northwest.htm

Projects in the *Southwest*:

http://www.pinchot.org/community/moneval/regional_projects/southwest.htm

2.2 Regional Team Development and Associated Meetings

In 2003, each Regional Team convened a series of seasonal meetings and field tours- each serving a dual purpose of informing team members on project developments and providing venues for a variety of discussions. In general, the spring and early summer gatherings provided an opportunity to visit local efforts, discuss monitoring processes and informational resources, and provide input on pending agency guidance for stewardship contracting. During the spring, the teams met in the following locations:

- Inland Northwest Regional Team- Libby, MT (April 2003)
- Southwest Regional Team – Boulder, CO (April 2003)
- Eastern Regional Team- Charlotte, NC (May 2003)
- Pacific Northwest Regional Team- Bend, OR (June 2003)

The teams each reconvened in the fall to discuss regional trends and to develop their annual reports. For these purposes, the teams met in the following locations:

- Eastern Regional Team- Morehead, KY (October 2003)
- Inland Northwest Regional Team- Kalispell, MT (October 2003)
- Pacific Northwest Regional Team- Cove, OR (October 2003)
- Southwest regional team- Bryce Canyon, UT (October 2003)

Meeting minutes and reports for each Regional Team can be downloaded at:

Meeting Minutes: http://www.pinchot.org/community/moneval/meetings_conferences.htm

Reports: http://www.pinchot.org/community/moneval/reports_publications.htm

A full list of associated team members for each region can be found in Appendix A.

2.3 National Team Development and Meetings

During 2003, the National Team met twice to evaluate the projects and discuss emerging trends. The first meeting took place in Flagstaff, AZ in May 2003. The purpose of this meeting was to share program/project updates, discuss on-going monitoring efforts, suggest changes to monitoring protocols, and develop timelines for local and regional reporting requirements. The Team also spent considerable time discussing lessons learned and continued obstacles to project implementation as part of its effort in providing valuable input on pending agency guidance for stewardship contracting. The Team met again in December 2003 in Kalispell, MT to discuss and highlight issues and trends within the demonstration program and to develop its annual report.

Meeting minutes and reports for the National Team can be downloaded at:

Meeting Minutes: http://www.pinchot.org/community/moneval/meetings_conferences.htm

Reports: http://www.pinchot.org/community/moneval/reports_publications.htm

A full list of team members and their affiliations can be found in Appendix A.

2.4 Criteria Collection

In September 2003, the Pinchot Institute and its subcontracted partners began to collect and process all criteria packages from Local Teams. Final formatting was completed by the Institute to ensure presentation consistency, with resulting documents shared with Regional and National Teams for annual report completions. Each local criteria package has been converted into an Adobe Acrobat file and can be accessed at: http://www.pinchot.org/community/moneval/regional_projects.htm

It should be noted that, despite a clear legislative mandate for monitoring and reporting, some stewardship contracting projects did not provide the data required for comprehensive evaluation. A total of 78 Local Team reports were received in FY 2003, each in various stages of completion.³

2.5 Financial Support for Local Monitoring

During FY 2003, the Institute responded to a series of requests from Local Teams for project-level monitoring support. Approximately \$1,000 was available per project to defray the costs associated with various Local Team activities (e.g., training, stipends, travel costs, child care services), in addition to basic operating expenses (e.g., supplies, printing charges, postage, phone).⁴

During FY 2003, the Institute received six requests (a decrease of 65% from FY 2002) (Table 2.1).

Table 2.1 Local Monitoring Support

<i>Region</i>	<i>Project</i>	<i>Admin. Unit</i>	<i>Amount</i>
4	Warm Ridge Glide	Boise NF	\$1,000
4	Atlanta South Fuels Reduction	Boise NF	\$1,000
4	North Kennedy-Cottonwood	Boise NF	\$1,000
5	Granite Watershed Project	Stanislaus NF	\$1,000
6	Sprinkle Restoration	Wallowa-Whitman NF	\$1,000
8	Longleaf Pine Restoration	Conecuh NF	\$1,000
<i>Total</i>			<i>\$6,000</i>

For those projects that did utilize local monitoring funds in FY 2003, expenditures were made for: minor equipment purchases, mileage reimbursement to and from meetings, photo processing, office supplies/materials (e.g., paper, envelopes), and photocopying costs. However, as in previous years, some of these requests have gone unexpended by the close of the fiscal year. This is due in part to shifts in agency focus (i.e., away from monitoring activities), delays in monitoring plan and team development, and shifts in personnel. Under such circumstances, funds are typically rolled from one year to the next with full accountability and reporting of expenditures expected during the next fiscal year.

2.6 Technical Assistance and Outreach

The Institute and its subcontracted partners also provided technical assistance to Local and Regional teams throughout the year. This assistance included: information sharing and network building; attending Local and Regional Team meetings, upon request; assisting with Local Team development and associated needs; and attending to Congressional and agency requests and inquiry. This assistance proved to be especially valuable after passage of Section 323 (of *P.L. 108-7*), when the agency requested specific feedback on policy guidelines and lessons learned.

³ *Note:* This lack of full reporting has been due, in part, to slow progress in project establishment, turnover of key personnel, and impacts of the 2003 fire season on employee workloads.

⁴ *Note:* Most local monitoring is funded at the project level through generous in-kind support from both the agency and its partners.

Outreach to Congress and the public is also another important aspect of the monitoring and evaluation efforts. Through its subcontract with the Institute, American Forests has performed various tasks designed to increase understanding of stewardship contracting and to foster a larger learning circle. These activities include:

- ❑ ***Outreach on “Healthy Forests Initiative” and FY 2003 Interior Appropriations.*** In response to specific requests from Congressional staff and national interest groups, American Forests provided information and outcomes from the July 2002 House Agriculture Committee hearing on stewardship contracting. This information suggested broad support for continuing and expanding projects to learn more about the effectiveness of the expanded authorities.
- ❑ ***Western Week in Washington.*** In a January 2003 planning meeting, community-based forestry partners in the Pacific Northwest identified stewardship contracting as a key policy issue for forest-dependent communities. As such, the Pinchot Institute and American Forests worked with numerous partners to implement the first “Western Week in Washington.” Key outreach, as part of this effort, included organizing and participating in meetings with USDA Natural Resources and Environment representatives, several Congressional staff members, and several national environmental groups.
- ❑ ***Joint letters regarding new authority.*** In February 2003, American Forests held in-depth conversations with community-based forestry partners, Congressional staff, national interest groups, and federal officials related to Section 323 (*P.L. 108-7*). Several conference calls were convened to develop an initial joint letter to the Secretaries of Agriculture and Interior recommending an open process for the development of implementation guidelines for stewardship contracting.

2.7 Internet Resources

The Pinchot Institute continues to maintain a customized website on the stewardship contracting projects. The website includes general information on the history of stewardship contracting and the pilot program, in addition to specific information related to multiparty monitoring and evaluation efforts. This resource is funded by a grant from the Ford Foundation:

http://www.pinchot.org/community/stewardship_contracting.htm

The Watershed Research and Training Center, which provides technical assistance to projects in the Pacific Northwest and facilitates the Pacific Northwest/Coastal Regional team, also established a project website that summarizes efforts for their region:

<http://www.thewatershedcenter.org/stewpilot/index.htm>.

3.0 Project Administration and Status

3.1 Overview

Subsection (g) of Section 347 (of *P.L. 105-277*) mandates the Forest Service to report annually to the Appropriations Committee of the U.S. House of Representatives and Senate on specific issues, one of which is project administration and efforts made to achieve greater efficiency and effectiveness in contract implementation. Whereas a number of projects continue to make considerable progress in implementation and innovation, many others continue to encounter delays based on a variety of issues. This section aims to highlight the status of current projects and where, if anywhere, delays are being encountered.

NOTE: Estimates and statistics provided in this section are based solely upon those projects that submitted annual reports and may fluctuate depending on the response rate for a particular question. For all related statistics, the sample size (N) is provided for each parameter.

3.2 Project Objectives

Each project has specified its objectives for project implementation (Table, 3.1, Appendix B). Following the tenets of land stewardship contracting, nearly all projects are focused on meeting desired ecological end results, with many projects comprehensively addressing issues at an ecosystem, watershed or sub-basin scale (PNWRT, 2003). They also aim to address various social and economic objectives, including providing benefit to adjacent rural communities, as well as improving the agency's financial efficiency and level of public support (PNWRT, 2003). In most instances, projects have identified multiple objectives, illustrating the comprehensive nature of ecosystem restoration and land stewardship contracting.

Table 3.1. Project Objectives

	<i>Pilot Use</i>	
	<i>No. of Pilots (N=78)</i>	<i>Percentage</i>
Reduce wildfire risk (fuels management)	47	59%
Maintain or restore forest/ecosystem health	34	43%
Restore wildlife habitat	23	29%
Enhanced recreation/ public education	16	20%
Restore aquatic habitat and water quality	15	19%
Restore/protect watershed	13	16%
Provide forest products and/or improve utilization of product	13	16%
Provide economic opportunities to local/rural communities	13	16%
Restore habitat for threatened/endangered species	12	15%
Reduce spread of noxious/invasive species	10	13%
Reduce threat of insect/disease	10	13%
Return vegetation to historic range	9	11%
Reduce soil erosion and/or sedimentation	8	10%
Restore riparian areas	8	10%
Restore old growth forest conditions	7	9%
Manage transportation networks	6	8%
Reduce preparation and administrative costs	5	6%
Protect Special Site (e.g., archeol.)	2	3%
Build pride of tribal community	1	1%
Restore forest meadows	1	1%
Advance knowledge of Native American stewardship	1	1%
Provide research opportunities	1	1%

3.3 Project Location and Size

3.3.1 Project Locations

Stewardship projects have been widely distributed geographically, with every Forest Service administrative region, except Region 10, hosting at least one project (Figure 1, Table 3.2).

Specific regional distributions of the original 84 pilot projects were: 27 projects in Region 1 (Northern); 8 projects in Region 2 (Rocky Mountain); 8 projects in Region 3 (Southwest); 7 projects in Region 4 (Intermountain); 3 projects in Region 5 (Pacific Southwest); 12 projects in Region 6 (Pacific Northwest); 12 projects in Region 8 (Southern); and 7 projects in Region 9 (Eastern).⁵

By the close of FY 2003, there were 75 stewardship projects under the pilot program (6 projects were completed and 3 projects were dropped)(Table 3.2). Eighteen of these 75 projects will roll into programmatic monitoring for FY 2004.

⁵ Note: In authorizing language, Region 1 has been granted authority to establish 9 projects per year (e.g., 9 projects under Section 347, 9 projects under Section 338, and 9 projects under Section 332).

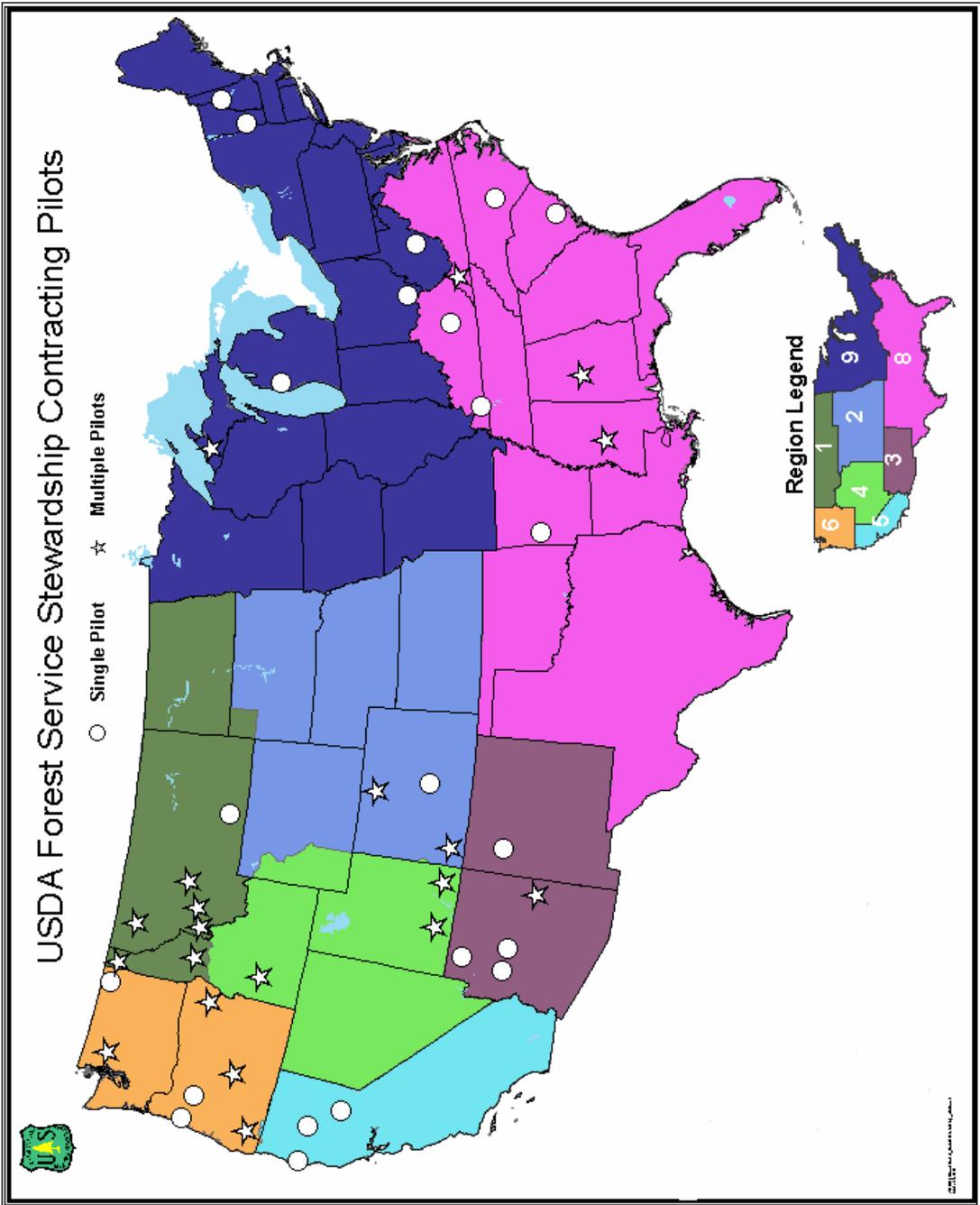


Table 3.2 Projects (status for FY 2003)

<i>Project Name</i>	<i>Leg. Auth.</i>	<i>Administrative Unit</i>	<i>State</i>
<u>Region 1- Northern</u>			
Tobacco Roots/4	Sec. 338	Beaverhead/Deerlodge NF	MT
Westface	Sec. 338	Beaverhead/Deerlodge NF	MT
Butte South	Sec.332	Beaverhead/Deerlodge NF	MT
Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF	MT
Sheafman Restoration	Sec. 338	Bitterroot NF	MT
North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF	MT
Three Mile Restoration Project	Sec.347	Custer NF	MT
Condon Fuels Project	Sec. 332	Flathead NF	MT
West Glacier Fuels Project	Sec. 332	Flathead NF	MT
Paint Emery Stewardship Demonstration	Sec.347	Flathead NF	MT
Main Boulder Project	Sec. 332	Gallatin NF	MT
Clancy-Unionville Project	Sec. 332	Helena NF	MT
North Elkhorns	Sec. 332	Helena NF	MT
Alice Creek/Nevada Dalton	Sec. 338	Helena NF	MT
Iron Honey	Sec. 338	Idaho Panhandle NF	ID
Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF	ID
Treasure Interface	Sec. 338	Kootenai NF	MT
Yaak Community Stewardship Contracting	Sec.347	Kootenai NF	MT
Dry Fork Project	Sec. 332	Lewis & Clark NF	MT
Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF	MT
Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF	MT
Frenchtown Face	Sec. 332	Lolo NF	MT
Game Range	Sec. 338	Lolo NF	MT
Clearwater Stewardship	Sec.347	Lolo NF	MT
Knox-Brooks Stewardship Project /1	Sec.347	Lolo NF	MT
Red River Watershed Project	Sec. 332	Nez Perce NF	ID
Meadow Face Stewardship Project	Sec.347	Nez Perce NF	ID
<u>Region 2- Rocky Mountain</u>			
Seven Mile	Sec. 338	Arapaho-Roosevelt NF	CO
Mt. Evans Collaborative Stewardship/1	Sec.347	Arapaho-Roosevelt NF	CO
Winiger Ridge	Sec.347	Arapaho-Roosevelt NF	CO
Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF	CO
Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF	CO
Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF	CO
Southwest Ecosystems Stewardship	Sec.347	San Juan/Rio Grande NF	CO
Upper Blue Stewardship	Sec.347	White River NF	CO
<u>Region 3- Southwestern</u>			
Mogollon Rim Biomass Utilization Project (formerly Biofuels to Energy)	Sec. 332	Apache - Sitgreaves NF	AZ
Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF	AZ
Ranch Iris	Sec. 338	Apache - Sitgreaves NF	AZ
Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF	AZ
Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF	NM
Grand Canyon Stewardship Project	Sec.347	Coconino NF	AZ
East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF	AZ
Schoolhouse Thinning	Sec. 338	Prescott NF	AZ

Table 3.2 (con't) Projects

<i>Project Name</i>	<i>Leg. Auth.</i>	<i>Administrative Unit</i>	<i>State</i>
<u>Region 4- Intermountain</u>			
Atlanta South Fuel Reduction Project	Sec. 332	Boise NF	ID
Small Wood Utilization and Sustainable Communities	Sec. 332	Boise NF	ID
Warm Ridge Glide	Sec. 338	Boise NF	ID
North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF	ID
Duck Creek Village /1	Sec. 332	Dixie NF	UT
Recap	Sec. 332	Dixie NF	UT
Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF	UT
<u>Region 5- Pacific Southwest</u>			
Maidu Stewardship	Sec. 338	Plumas NF	CA
Grassy Flats	Sec.347	Shasta - Trinity NF	CA
Pilot Creek	Sec.347	Six Rivers NF	CA
Granite Watershed /2	n/a	Stanislaus NF	CA
<u>Region 6- Pacific Northwest</u>			
Littlehorn Wild Sheep Habitat Restoration	Sec.347	Colville NF	WA
Metolius Basin Fuels Mgt. Project	Sec. 332	Deschutes NF	OR
Oh Deer (Formerly Swakane Canyon) /1	Sec 338	Okanogan & Wenatchee NF	WA
Hungry Hunter Ecosystem Restoration Project	Sec. 338	Okanogan & Wenatchee NF	WA
Upper Glade/Little Applegate	Sec.347	Rogue River NF	OR
Foggy Eden	Sec. 332	Siskiyou NF	OR
Siuslaw Basin Rehabilitation Project	Sec. 332	Siuslaw NF	OR
Buck Vegetation Management Project	Sec. 338	Wallowa - Whitman NF	OR
Sprinkle Restoration Project	Sec. 338	Wallowa - Whitman NF	OR
Baker City Watershed/3	Sec.347	Wallowa - Whitman NF	OR
McKenzie Stewardship Project	Sec. 332	Willamette NF	OR
Antelope Pilot Project /3	Sec.347	Winema NF	OR
<u>Region 8- Southern</u>			
Wolf Creek Stewardship Project (aka Nolichucky-Unaka Stewardship)	Sec.347	Cherokee NF	TN
Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF	KY
First Loblolly Pine Thining Project	Sec. 332	Francis Marion & Sumter NFs	SC
Southern Pine Beetle Suppression Project	Sec. 338	Francis Marion & Sumter NFs	SC
Burns Creek Swing Contract Logging /3	Sec.347	GW - Jefferson NF	VA
Elk & Bison Prairie Habitat Stewardship	Sec. 338	Land Between the Lakes	KY
Longleaf Ecosystem Restoration Project	Sec. 338	NFS in Alabama	AL
Longleaf Ecosystem Restoration Project	Sec. 338	NFS in Florida	FL
Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)	MS
Wayah Contract Logging /3	Sec.347	NFS in NC	NC
Sand Mountain Contract Logging Services	Sec. 332	NFS in NC (Pisgah)	NC
Comp 113 RCW Habitat Improvement	Sec. 332	Oconee NF	GA
<u>Region 9- Eastern</u>			
Unnamed Project/4	Sec. 322	Chequamegon/Nicolet NF	WI
White River Riparian Buffer	Sec. 338	Green Mountain NF	VT
Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF	MI
Fernow Experimental Forest Stewardship	Sec. 338	Monongahela NF	WV
North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF	MI
Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF	MI
Forest Discovery Trail/3	Sec.347	White Mountain	VT

/1 Monitoring report not received in FY 2003.

/2 Project authorized by the Granite Watershed Enhancement and Protection Act of 1998 (HR 2886), rather than pilot legislation. Region 5 requested that project be monitored with pilots under same contract.

/3 Project complete.

/4 Project dropped.

The geographic distribution of the projects is also reflected in their distribution by state. A total of 22 states have stewardship projects. The specific mix includes: twenty-two (22) projects in Montana; eight (8) projects each in Idaho and Oregon; eight (8) projects in Colorado; seven (7) projects in Arizona; three (3) projects each in California, Michigan, Utah and Washington; two (2) projects each in Kentucky, North Carolina, and South Carolina; and one (1) project each in Alabama, Florida, Georgia, Mississippi, New Hampshire, New Mexico, Tennessee, Vermont, Virginia and West Virginia.

A total of 54 National Forests and one National Recreation Area have stewardship contracting projects, with several forests having more than one project (Table 3.2).

3.3.2 Project Size

According to FY 2003 reports, the Forest Service and its partners/contractors anticipate treating a cumulative total of 290,339 acres through stewardship contracts. Based upon available data, the average number of acres treated per project is estimated at 4,333 acres, with the largest incorporating 65,000 acres (Grand Canyon Stewardship, R3) and the smallest incorporating 3.6 acres (Snowmobile Trail Reroute, R9) (Appendix B).

For most of these projects, the treatment acreage represents a total for a variety of activities, often performed concurrently or consecutively on the same parcel of land. For example, the Paint Emery Project (R1) includes 156 acres of timber removal/stand improvement, 62 acres of thinning, and 13 acres of noxious weed control. An additional 2,762 acres are being inventoried to identify possible erosion problems, 33 miles of roads are being maintained, 5 miles of road will be decommissioned, and 250 acres are being treated with prescribed burns (INWRT, 2003).

3.4 Process Review: National Environmental Policy Act (NEPA)

Based on FY 2003 data, sixty projects (77% of those reporting) have completed the NEPA process and achieved decisions (Table 3.3 and Appendix C). According to this year's data, nine additional projects completed their NEPA analysis in FY 2003 (three authorized under Section 347, four authorized under Section 338, and two authorized under Section 332).

Of those that have completed NEPA, 40 projects (51% of those reporting) had reached decisions prior to being designated as a stewardship project (Table 3.3). Many coordinators and Local Teams reported that having NEPA completed before authorization facilitated implementation. However, under such circumstances, community interest in or "ownership" of the project was less than when interests were involved in early planning phases.

Nineteen projects (24% of those reporting) have yet to complete NEPA.

Table 3.3. NEPA and Appeals Review

<i>Status of NEPA and Appeals</i>	<i>Number of Projects (as authorized under)</i>			<i>Totals</i>
	<i>Sec. 347 *</i>	<i>Sec. 338</i>	<i>Sec. 332</i>	
<i>NEPA Process Incomplete</i>	1	6	12	19
<i>NEPA Process Complete</i>	25	22	13	60
<i>NEPA Process Complete Prior to Authorization</i>	13	15	12	40
<i>Appeals/Litigation</i>	17	18	6	41
Total response for each (N)	25 pilots	28 pilots	25 pilots	78 pilots

* Includes Granite Watershed Project

3.5 Process Review: Appeals and Litigation

Approximately forty-one projects (68% of those reporting and with NEPA complete) have encountered an appeal or litigation (Table 3.3 and Appendix C).

Regional reviews reveal fewer appeals and/or litigation in the East and the Southwest compared to other regions (Table 3.4). Whereas there is no hard evidence for these trends, Regional Teams conclude that little correlation exists between appeals and project success or value, and that certain regions may entertain higher appeals due to higher degrees of attention to a given forest or proximity to an urban center (SWRT, 2003).

Table 3.4 Regional Appeals Review

<i>Regions</i>	<i>Incidence of Appeals/Litigation</i>		
	<i># Project with NEPA complete</i>	<i># Pilots</i>	<i>Percentage</i>
<i>Inland Northwest</i>	<i>17</i>	<i>17</i>	<i>100%</i>
<i>Southwest</i>	<i>18</i>	<i>8</i>	<i>44%</i>
<i>Pacific Northwest</i>	<i>13</i>	<i>11</i>	<i>85%</i>
<i>Eastern</i>	<i>12</i>	<i>6</i>	<i>50%</i>
Total	60	42	70%

For the majority of cases, appellants are comprised of local or regional environmental organizations (Appendix C). It should be noted that over the last two years, members and/or representatives of some appellant organizations have joined the multiparty monitoring effort at the local, regional, or national levels.

3.6 Process Review: Contract Development

3.6.1 Status of Contracts

Forty-four projects (56% of those reporting) have offered contracts, and thirty-eight projects (49% of those reporting) have made a contract award (Table 3.5 and Appendix D). During FY 2003, one additional Section 347 project, seven additional Section 338 projects, and four additional Section 332 projects made an award to successful bidders. Six projects have completed contract implementation. These include: Southwest Ecosystems Stewardship (R2), Zuni-Four Corners Sustainable Forestry Initiative (R3), Antelope Pilot (R6), Burns Creek Swing (R8), Wayah Contract Logging (R8) and the Forest Discovery Trail (R9). Approximately 34 projects (44% of those reporting) have yet to develop contracts.

Table 3.5 Contract Development and Award

<i>Contract Status</i>	<i>Authorizing Language</i>			<i>Totals</i>
	<i>Sec. 347*</i>	<i>Sec. 338</i>	<i>Sec. 332</i>	
<i>Number of Projects with no contract developed</i>	<i>7</i>	<i>12</i>	<i>15</i>	<i>34</i>
<i>Number of projects with contract(s) offered</i>	<i>20</i>	<i>15</i>	<i>9</i>	<i>44</i>
<i>Number of projects with contract(s) awarded</i>	<i>16</i>	<i>15</i>	<i>7</i>	<i>38</i>
<i>Total response for each (N)</i>	<i>27 pilots</i>	<i>27 pilots</i>	<i>24 pilots</i>	<i>78 pilots</i>

** Includes the Granite Watershed project*

3.6.2 Types of Contracts Being Used

Most contracts or agreements being awarded include a blending of traditional timber sale and service contract processes and documents, for example service contracts with product removal included have been used in 16 projects (Table 3.7 and Appendix D).

Table 3.6 Types of Contracts or Agreements Used by Projects

<i>Types of Contract(s) or Agreement(s)</i>	<i>Number of Projects Using (as authorized by)</i>			<i>Totals</i>
	<i>Sec. 347*</i>	<i>Sec. 338</i>	<i>Sec. 332</i>	
<i>Timber Sale</i>	1	4	7	12
<i>Service Contract</i>	5	4	3	12
<i>Timber Sale w/Services Included</i>	6	4	1	11
<i>Service Contract w/ Product Removal Included</i>	10	5	1	16
<i>Agreement</i>	2	1	1	4
<i>Other</i>	2	4	2	8
Total response for each (N)	21 pilots	14 pilots	12 pilots	47 pilots

Note: Some projects used multiple contracts, sometimes of different types. This is why columns do not necessarily add up to N.

** Includes the Granite Watershed Project*

Timber Sale Contract

Twelve projects (26% of those reporting) indicated using traditional timber sale contracts. In most instances, this mechanism was chosen to keep costs low and facilitate administrative work because it is considered the most familiar contract for timber purchasers. It also reportedly helps accommodate any uncertainties (e.g., fiscal, markets, or methodologies) associated with the cutting, skidding, loading, and hauling pole-sized trees (Recap-R4, 2003). In some instances, a timber sale contract was chosen specifically because the product being extracted was commercial in size and had moderate to significant value (First Thinning Loblolly-R8 and BurnedArea-R1, 2003). For some managers, it was the preferred contracting mechanism while timber markets were stable (Longleaf Ecosystem-R8, 2003).

Service Contract

Twelve projects (26% or those reporting) indicated using traditional service contracts to meet their project objectives. Many projects chose this mechanism because the bulk of work to be done was traditionally considered “service-oriented.” For other projects, it allowed the Forest Service to better assume risk (e.g., inherent risk in product merchandizing) and allow for more self-directed harvesting activities (Wayah Contract Logging-R8, 2003). Others chose this mechanism because it does not carry burdensome requirements like performance bonds, payment bonds or advanced deposits to cover timber removed (as required by a traditional timber sale) (Buck-R6, 2003).

Timber Sale Contract with Services Included

Eleven projects (23% of those reporting) are utilizing timber sale contracts with services included. Many coordinators and contracting officers reported choosing this type of contract because of its inherent flexibility and its familiar contractual framework (Meadow Face-R1, 2003 and Clearwater-R1, 2003). Often it was preferred when the majority of actions to be completed were of a timber sale nature or when products had significant value (Longleaf Ecosystems FL-R8, 2003). Under such circumstances, managers hope for greater efficiency by combining a timber sale (to remove commercial material) with a service contract (to accomplish restoration objectives). Through its use, the timber sale is expected to generate enough revenue to pay for nearly all of the planned improvements and activities.

Service Contract with Product Removal

Sixteen projects (34% of those reporting) currently utilize a service contract with product removal included. This blended mechanism essentially serves as a bill of sale to cover the sale and removal of timber, with service contract elements providing guidance and standards for quality assurance. This mechanism reportedly allows management within acceptable costs, while offering greater flexibility and protection of a Contracting Officer Representative's legal authority and delegations (Beaver Meadows-R2, 2003). Because this mechanism permits the procurement of a wide variety of services in a wide variety of

work areas, it can be easily tailored to meet project needs (Burns Creek-R8, 2003). Others have found that it offers the most flexibility in fostering local community participation with minimal upfront costs (Foggy Eden-R6, 2003).

Agreement

Four projects (9% of those reporting) indicate using some form of agreement to implement activities. For example, in the Winiger Ridge Project (R2), the Boulder Ranger District on the Arapaho-Roosevelt NF is working with the Colorado State Forest Service (CSFS) to implement cooperative agreements for treating units with poor access. This later developed into “Good Neighbor Policy” opportunities that allow the CSFS to help treat areas that are steep, with no access except by the adjacent neighbor (Winiger Ridge-R2, 2003).

Other

Eight projects (17% of those reporting) are using other contractual arrangements for project implementation. These include:

- ❑ **Construction contracts with product removal included.** This mechanism was chosen because it permitted concurrent completion of vegetation treatments and trail construction within a single contract (Forest Discovery Trail- R9). Also, the bulk of the complexity in the contract may refer to construction activities (e.g., bridge building, facility construction, recreational improvements), with any timber extraction relatively easy to contract and convey (Dry Wolf-R1, 2003)
- ❑ **Delivered log contracts (“separating the logger from the log”).** This mechanism was chosen to experiment with removing any real or perceived incentive for a contractor to cut more trees or more valuable trees than necessary to achieve a prescription. The service contractor bids and is paid on a per acre basis for on-the-ground activities. Any trees removed are sold separately, and the receipts are retained and used to pay service contract costs (Paint Emery -R1, 2003).

3.7 Process Review: Contractor Selection

3.7.1 The Bidding Process

Despite a high level of initial interest on the part of local contractors, most stewardship projects have experienced unexpectedly low numbers of bids for contracts, with an average of two bids per contract solicitation (high: 9 bids, low: 0 bids per project) (Appendix E). With these low response rates, some forests have surveyed or plan to survey contractors to identify ways to clarify contracts and associated requirements (Meadow Face-R1 and Paint Emery-R1, 2003). According to some surveys’ findings, low response rates have been linked, in part, to the increased complexity of contract requirements and perceived higher risk associated with implementation.

3.7.2 The Selection Process

In FY 2003, individual projects and Local Teams also provided information on the selection criteria used by coordinators and managers to award stewardship contracts (Appendix E). Across the country, the selection criteria, ranked from most important to least important, were:

1. **Price.**
2. **Technical proposal-** generally summarizes the types and condition of equipment used, organizational structure and focus, staffing and management details, understanding of work to be performed, work schedule, and production capacity.
3. **Use of by-product-** includes contractor’s ability to manufacture and market by-products, flexibility in delivery time, assurance of weight, and ticket accountability.
4. **Past performance-** includes a narrative explaining contractor experience with logging methods, documentation of logging certificates, professional logger training, safety training,

experience in merchandizing, experience with similar projects, dependability, compliance with contract time, etc.

5. **Local economic benefit-** highlights the contractor’s commitment to recruiting and/or hiring subcontractors and workers from the “local” area.

These results differ slightly from previous years. For example, compared to last year, price has increased in its importance (from 2nd place in FY 2002 to 1st place in FY 2003), while past performance has slipped somewhat in award consideration (from 3rd place in FY 2002 to 4th place in FY 2003).

3.8 Funding and Costs Overview

3.8.1 Funding Overview

As in previous years, financial analysis of the program is problematic. Individual projects provided information on sources and adequacy of funds to support planning, implementation, and monitoring efforts. However, because the Forest Service does not have standardized methods for recognizing and accounting for revenues and expenses on a project basis, most figures were presented as rough estimates.

Based on these estimated figures, minor trends continue to illustrate how projects are securing financial support for activities. Based on FY 2003 data, sources of funding for former pilots include federal appropriations, product value exchanged for services, retained receipts and cooperator contributions (Table 3.8, Appendix F). Only slight differences can be found from previous years. For example, in FY 2002 retained receipts funded more project activities than they did this year. In part, this change may be due to confusion over how best to apply the various authorities (see Sec. 6.2.1). National Fire Plan funding has also resulted in some projects receiving higher than average appropriated dollars or salvage rights (SWRT, 2003).

Table 3.7 Funding and Costs Overview

	<i>Percent of Total</i>	<i>Percent of Total</i>
	<i>FY2002 (N=52)</i>	<i>FY2003 (N=55)</i>
<i>Funding</i>		
<i>Appropriations</i>	41%	67%
<i>Product Exchanged for Service</i>	20%	16%
<i>Receipts Retained</i>	24%	8%
<i>Cooperator Contribution</i>	15%	5%
<i>Other</i>	X	4%
<i>Costs</i>		
<i>Planning and NEPA</i>	48%	53%
<i>Service Contract</i>	16%	17%
<i>Contract/Sale Preparation</i>	23%	15%
<i>Contract/Sale Administration</i>	10%	3%
<i>Citizen Involvement</i>	2%	3%
<i>Monitoring and Evaluation</i>	1%	2%
<i>Other</i>	X	7%

3.8.2 Costs Overview

A review of FY 2003 cost data, coupled with results from previous years, highlights trends in cost parameters and potential financial obstacles for projects (Table 3.8, Appendix G). Planning and NEPA continue to be the highest costs for projects, followed by individual service contracts, and contract/sale preparation. Once again, these trends mirror those detected in FY 2002. Some of these costs, particularly those associated with NEPA compliance, appear high due to the fact that some analyses and associated processes often cover areas that encompass many projects, not just anticipated treatment acres within the stewardship contracting project itself.

3.8.3 Cost Comparisons

Because of differing project sizes and complexities, in addition to a reliance on estimated figures, financially comparing project efforts to one another is not a useful exercise. However, project-specific comments offered by coordinators and Local Teams can be used to discuss the impacts of new authorities on cost-savings or inflation. As can be expected, a variety of experiences have been had due to the diverse nature of project activities, funding mechanisms, and contractors involved.

Administration Costs

Several projects have found that the proper use of the expanded authorities has resulted in significant cost savings to the government, including savings in project administration. For example, the Winiger Ridge Project (R2) found that “...because a contract utilizing **designation by description** does not carry the detail of a precise cruise for volume and appraisal for value, there is a saving of money and time in preparation of the contract.” The Forest Discovery Trail (R9) also found that through “... a combination of construction and timber sale contracts, thus avoiding a separate timber sale contract, costs were saved of advertising, pre-bid showing, and some contract administration costs.” Other projects have found that specific elements of stewardship contracting (e.g., trading goods for services) leave accountability requirements for tracking bonds and timber sale statements of accounts (TSSA) at a much simpler and more manageable level (Seven Mile-R2, 2003).

However, some projects have found that the costs of administering a stewardship contract have been higher, particularly when compared to the use of a traditional timber sale. Contract administration for stewardship contracting projects involving both service and timber sale contract elements require that personnel be certified as both timber sale administrators and contracting officer’s representatives. As such, training costs are often much higher for the administration of these projects (Sheafman Restoration-R1, and Paint Emery-R1, 2003). Contract administration teams have also had to maintain a presence on a job site during all contractor working hours because of an increased need for accountability (Paint Emery-R1, 2003). Bundled services, using subcontractors, also require more coordination by administration personnel (Paint Emery-R1, 2003).

Several other projects have found that there was little to no difference in administrative costs associated with these innovative mechanisms as compared to more traditional contracts (Southwest Ecosystems-R2, Burned Area-R1, Montlure Benny-R3, First Thinning Loblolly-R8, 2003).

Implementation Costs

Some projects have seen direct savings in the implementation of a project. For example, in the Grand Canyon Project (R3) “...the **goods for services** contracted was[sic] \$100 less (per acre) than comparable contracts without **goods for services**.” However, the value of wood harvested has not always offset the entire cost of thinning (Grand Canyon-R3, 2003). The Wayah Contract Logging Project (R8) found cost savings through facilitation of on-site changes as needed (Wayah Contract Logging-R8, 2003).

Monitoring Costs

Monitoring requirements were also identified as an additional expenditure typically not required within a standard service contract or traditional timber sale (Montlure Benny-R3, First Thinning Loblolly-R8, and Paint Emery-R1, 2003). As such, the monitoring component of stewardship contracting elevated costs over those projects utilizing more traditional contracting or agreement mechanisms.

4.0 Project Accomplishments

NOTE: *Estimates and statistics provided in this section are based solely upon those projects that submitted annual reports and may fluctuate depending on the response rate for a particular question. For all related statistics, the sample size (N) is provided for each parameter.*

4.1 Planned Activities and Accomplishments

4.1.1 On-the-ground Accomplishments

A review of FY 2003 Local Team reports indicate that the projects are planning or implementing a number of integrated activities, including road maintenance, aquatic habitat restoration, terrestrial habitat restoration, and fuels management (Table 4.1, Appendix H).

According to recent reports, more projects reached the implementation phase in FY 2003 than in previous years (NT, 2003). When reviewing these figures it is important to note that the comprehensive nature of work being done on many of the projects results in some acres receiving multiple treatments – undergoing thinning, pruning, and under-burning, for instance- and will be counted under each activity category. Thus, the total acreage reported as treated may substantially exceed 100 percent for the total acres in the project.

The majority of projects incorporate stand thinning (74% of projects) and/or road maintenance (51%).⁶ Other widely used activities include road decommissioning (38%), temporary road construction (36%), and prescribed fire for fuels reduction (36%). Many other activities have taken place in addition to those listed above, including: installation of toilets and construction of a pavilion in developed recreation areas; construction of fire lines, scenic pullouts, bridges, improved fishing access, interpretative trails; reconstruction of campsites; installation of signs and fencing; and the carrying out of heritage surveys, soil surveys, stand examinations, and erosion site inventories (INWRT, 2003).

Table 4.1. Planned Activities and Accomplishments (to date)

<i>Types of Activities</i>	<i>Percent with Activity Planned</i>	<i>Accomplished (to date)</i>
	<i>N=61</i>	
<i>Road Management</i>		
Roads closed/decommissioned	38%	7.5 miles
Roads obliterated	15%	20.6 miles
Roads improved or maintained	51%	118.2 miles
Temporary roads built	36%	10.7 miles
Temporary roads obliterated	30%	69.6 miles
Permanent roads built	21%	9.7 miles
<i>Aquatic Habitat Restoration</i>		
Streams restored	18%	64.5 miles
Riparian area restored	25%	17.3 acres
Culverts replaced	23%	53 culverts
Culverts removed	11%	55 culverts

⁶ The majority of thinning is being completed as part of hazardous fuels management efforts.

Table 4.1. Planned Activities and Accomplishments (con't)

<i>Types of Activities</i>	<i>Percent with Activity Planned</i>	<i>Accomplished (to date)</i>
	<i>N=61</i>	
<i>Terrestrial Habitat Restoration</i>		
Forage seeding	15%	147.5 acres
Thinning	74%	17,472 acres
Pruning	13%	21 acres
Noxious weeds treated	26%	1217 acres
Invasive species treated	15%	95 acres
Insect or disease treated	16%	2,008 acres
<i>Fire and Fuels Management</i>		
Prescribed fire for restoration	30%	1,688 acres
Prescribed fire for regeneration	11%	409 acres
Prescribed fire for fuels reduction	36%	2,715 acres
Fuels reduced	28%	92,973 tons

4.1.2 Product Removal

Nearly all projects have some element of product removal associated with them (Table 4.2, Appendix I). Guidelines associated with the stewardship contracting program indicate that commercially-sized material can be removed; however, objectives behind its removal must be consistent with the overall restoration-oriented objectives of the project (i.e., objectives must be something other than fiber production or revenue generation). Whereas many of the projects anticipate the production of sawlogs (in some cases, off-setting the costs of planned services), a nearly equal number of projects anticipate extracting smaller diameter products and firewood as part of general restoration activities.

Table 4.2. Material Removed

<i>Types of Material Removed</i>	<i>Total Removed in FY2002</i>		<i>Total Removed in FY2003</i>		<i>Removed per Project in FY2003 (Average)</i>	
	<i>ccf</i>	<i>value</i>	<i>ccf</i>	<i>value</i>	<i>ccf</i>	<i>value</i>
<i>Sawlogs (N=47)</i>	36221	\$617,134	31625	\$1,488,271	673	\$31,665
<i>Product other than log (N=35)</i>	28647	\$601,972	889	\$62,613	29	\$1,789
<i>Other (firewood, post/poles, etc) (N=4)</i>	6244	\$297	21	\$97	5	\$24

In FY 2003, stewardship contracting projects extracted approximately 4596 ccf less sawlogs than they did in FY 2002. Projects also extracted far less smaller diameter material in FY2003 (27,758 ccf less of products other than log when compared to FY 2002, and 6,223 ccf less of firewood, post/poles, etc. when compared to FY2002).⁷

⁷ Projects reported their removed product in four distinct units (e.g., ccf, mbf, tons, and MBF-Doyle). For calculation and summary purposes, the following conversions were used to deliver total estimates:

$$MBF = 2ccf = 2 cords; 3 tons = 1ccf$$

As shown in Table 4.2, the value of these extracted materials has fluctuated over the past few years, strongly echoing trends seen in forestry markets across the U.S.. Of this value, the bulk of revenue to the federal government has come from the sale of sawlogs (a total of \$1.5 million for FY 2003).

4.2 Cooperator Involvement

Stewardship contracting represents a concerted effort by Congress and the Forest Service to foster citizen participation in public land management. Whether through the development of external monitoring teams or the inclusion of the community in project design and implementation, the Forest Service has begun to advance the idea of collaboration and cooperation in truly meaningful ways. Regional discussions have unveiled that collaborative processes associated with these projects have brought together a greater diversity of parties and perspectives than more traditional projects-- creating a local body of support for project efforts (PNWRT, 2003). These factions include those within the community, as well as regional stakeholders.

This collaboration has paid off in several ways. In a recent study completed by a party independent of this monitoring, investigators found that the stewardship contracting process opened a variety of new venues for participation. *“We [members of the Stewards of the Nez Perce, a multiparty body developed in part to implement monitoring for the Meadow Face Project (R1)] are proud of the work that was accomplished by the participants of the original group, and by their ability to compromise and work together for the good of both the land and people... The recommendations were reached by a consensus, and we feel that everyone was proud of the hard work and the give and take of the diverse groups represented...”* (Warren and Rollins, 2003).⁸ In the Winiger Ridge Project (R2), the collaborative nature of stewardship contracting has also encouraged the involvement of organizations historically known for their “watchdog” focus, helping establish greater partnership and advocates for project efforts. Collaboration has also empowered many rural communities in the Pacific Northwest, while educational opportunities associated with collaborative effort have led to more in-depth and ambitious collaborative efforts on subsequent projects (PNWRT, 2003). In some regions, however, despite efforts in collaboration, stewardship projects have not been any less affected by appeals than projects that do not entertain full collaboration with interests or partners.

Presently, the majority of projects are collaborating with conservation groups, community-based groups, industry/commodity interests, and individual community members (Table 4.3, Appendix J). This trend mirrors that of previous years, though it does appear that the projects are diversifying their partner-base as the program continues. Projects appear to be collaborating least with tribal governments and wildlife groups (Table 4.3). Though this finding is similar to previous years, an increasing trend to involve these parties where applicable seems to be emerging (i.e., most projects do not have potentially concerned

Table 4.3 Cooperators Involved

<i>Types of Cooperators</i>	<i>FY2002 Involvement</i>		<i>FY2003 Involvement</i>	
	<i>(N=61)</i>	<i>%</i>	<i>(N=60)</i>	<i>%</i>
Federal Agencies	22	36%	28	47%
State Agencies	31	51%	32	53%
Municipal Agencies	23	38%	22	37%
Tribal Governments	4	7%	8	13%
Universities/Schools	11	18%	14	23%
Conservation Groups	34	56%	42	70%
Community-based Groups	31	51%	39	65%
Commodity/Industry Groups	28	46%	33	55%
Sport/Recreation Groups	15	25%	17	28%
Wildlife Groups	8	15%	10	17%
Community members	28	46%	33	55%
Other	18	30%	16	27%

⁸ Warren and Rollins. 2003. Collaboration and Federal Forest Management in Rural Idaho: The Stewards of the Nez Perce Forest. EcoSocial Analysts. <http://cbcrc.org/ConferencePresentations/>

tribes in their project area).

According to local reports, stakeholders have been involved in all aspects of project design and implementation (Table 4.4, Appendix J). At present the majority of stakeholders are actively involved in the development of monitoring plans (64% of those reporting), problem identification (62% of those reporting) and project design/monitoring (55% of those reporting). The depth of this public involvement tends to vary based on the size and profile of a given project. For example, larger, more high profile projects tend to have greater involvement (SWRT, 2003).

Table 4.4 Cooperator Contribution

<i>Types of Assistance Provided</i>	Active Involvement		Limited Involvement		Total Involvement	
	<i># Pilots</i>	<i>%</i>	<i># Pilots</i>	<i>%</i>	<i># Pilots</i>	<i>%</i>
Problem Identification	34	62%	5	9%	39	71%
Project Design	30	55%	11	20%	41	75%
NEPA Analysis	15	27%	8	15%	23	42%
Financial Contribution	10	18%	13	24%	23	42%
Project Implementation	13	24%	11	20%	24	44%
Development of Monitoring Plan	35	64%	7	13%	42	76%
Monitoring	30	55%	8	15%	38	69%
Public Education	26	47%	12	22%	38	69%
Other	3	5%	2	4%	5	9%

N= 55

4.3 Outreach

To engage place- and interest-based communities, the projects have used a variety of outreach activities to educate the public and facilitate information exchange (Appendix K).

Outreach efforts have included:

- Public scoping for project design.
- A tour for Congressional aides, Washington Office and regional Forest Service personnel.
- A tour for forest products industry representatives.
- Newsletter development and distribution.
- “Town meetings” for local residents to provide feedback on historical data and desires for the management of the watershed.
- Website development and maintenance.
- Presentation of testimony before Congress and/or participation in briefing sessions.
- Newspaper and journal articles.

4.4 Local Employment Enhancement

Another main goal of the stewardship contracting program is to test the ability of the Forest Service to meet the needs of rural communities. Many rural communities, particularly in the West, have pressing needs for new economic opportunities and living wage jobs due to changes in federal resource management direction. As more projects reach the implementation stage, preliminary information on the impacts of these projects and contracts on local or community-based businesses are beginning to emerge.

The primary economic benefit related to the use of stewardship contracts has come in the form of employment of local, small businesses (e.g., businesses that complete project activities and/or manufacture

forest products or restoration by-products). Whereas each project defined the “locality” of a given contract differently (e.g., within the county, within 100-miles of the project, or within the state), a total of 33 projects (89% of those reporting) utilized a local business (Appendix L). Of these that utilized local industry, only 19 (51%) indicated an initial preference for securing local businesses. Overall, businesses receiving stewardship contracts are small, often employing 25 people or less and focused on logging or manufacturing (Table 4.5, Appendix L).⁹

Table 4.5 Local Employment Enhancement

	<i>Business Size</i>		
	<i>< 25 employees</i>	<i>25-500</i>	<i>> 500 employees</i>
<i>Number of Pilots</i>	26	11	7
<i>Percentage of Total (N=37)</i>	70%	30%	19%

Note : Some projects have contracted with multiple businesses of varying size. Therefore totals may not equal N.

During FY 2003, the number of contracted personnel working on stewardship projects totaled 674, with the number of people involved in a single project varying from 2 to 259. The majority of these employees come from the local labor pool. The average number of days each worker contributed to a project varied, with the average being 405 person-hours/year at an average wage of \$15/hour. These figures are similar to those trends seen in FY 2002 (Appendix L).

As more projects enter implementation, an increased rate of subcontracting is also emerging. Twenty-two projects are currently utilizing subcontractors (Appendix L).

5.0 Review of Expanded Authorities

5.1 General Overview

Congress granted the Forest Service special authority under Section 347 (of *P.L. 105-277*) to test a series of new or expanded contracting authorities. The hope was that these authorities would help the agency:

- Undertake comprehensive ecosystem treatments in areas where traditional contract mechanisms are insufficient to complete the necessary work;
- Combine ecosystem management activities into one contract, resulting in fewer entries into a site and a reduction in adverse environmental impacts;
- Increase administrative efficiency and reduce overall costs of contract development and administration;
- Increase opportunities for contractors to expand their range of skills and services and achieve economies of scale; and
- Improve small business opportunities and economic conditions in rural, resource-dependent communities.

As the stewardship contracting program enters its fourth year of operation, the standing knowledge base for stewardship contracting continues to grow, particularly with respect to the applicability and efficiency of authorities on a broader scale. This is an important development for the agency given the

⁹ When considering this trend, and all others related to local employment, it is important to note that the data collected is limited to those projects that have awarded contracts, which means the sample size is rather small.

expansion of authorities for a 10-year period under *P.L. 108-7*. As authority usage becomes more prevalent among restoration projects, the successes, failures and lessons garnered within this demonstration setting will prove invaluable.

Table 5.1 Use of Expanded Authorities

<i>Authority Being Tested</i>	<i>Percentage of Pilots Using (N=79)</i>	
	<i>No. of Pilots</i>	<i>Percentage</i>
<i>Exchange of Goods for Services</i>	68	86%
<i>Best-value Contracting</i>	54	68%
<i>Designation by Description/Rx</i>	46	58%
<i>Multi-year Contracting</i>	40	51%
<i>Receipt Retention</i>	33	42%
<i>Less than Full and Open Competition</i>	21	27%
<i>Non-USDA Administration of Sales</i>	6	8%

5.2 Exchange of Goods for Services

Of all the authorities, *goods for services* is being used the most, with approximately 68 projects (87% of those reporting) utilizing it (Table 5.1, Appendix M). The exchange of *goods for services* effectively extends the value of appropriated funds available to help carry out needed ecosystem restoration, maintenance, and improvement activities. This extension occurs by virtue of the fact that some or all of the value of commercial products being sold can be used to offset the cost of performing desired stewardship/ecosystem restoration or management services. This authority also allows for the “bundling” of activities, such as a timber sale and restoration activities, within a single contract.

The general use of exchanging goods for services has involved applying the value of timber to service activities. However, some projects are testing innovative interpretations of *goods for services*. For example, in the Green Mountain National Forest, agricultural producers receive hay from National Forest System lands in exchange for the service of establishing forested buffers along lands adjacent to the White River (White River- R9).

5.2.1 Emerging Benefits

For many projects, the use of *goods for services* has allowed treatment of low and negative value sites through the application of commercial product revenue for a variety of restoration services (PNWRT, 2003). In many instances, this trade has enabled land managers to complete activities that rarely receive adequate funding, such as water quality improvements, road maintenance, prescribed burning, and treatment of noxious weeds (SWRT, 2003). *Goods for services* is also currently being used to fund educational components of projects (e.g., interpretive trails, signs, brochures, exhibits) (Condon Fuels-R1, and Forest Discovery Trail-R9, 2003). In this way, *goods for services* provides a new alternative to budgets and trust funds, which in the past have been limited in scope and applicability.

Another reported benefit of this authority is that it reduces the number of required contracts needed for a given project, thereby helping to reduce contract payment and administration costs (Burns Creek-R8, 2003). The single-entry nature of many contracts utilizing *goods for services* also contributes towards greater operational efficiency, cost savings and minimized ecological impact (PNWRT, 2003 and North Kennedy-R4, 2003).

Some regions have also noticed that this authority is helping to establish fair market pricing for traditionally low-value products and contracted services. It also is encouraging small business participation by reducing the expensive up-front costs often associated with buying timber through existing timber sale procedures (SWRT and PNWRT, 2003). As explained by the Yaak Community Project (R1):

“Goods for services allows more control and incentive to get credits accomplished at the same time as logging, to facilitate payments to subcontractors in a short time (by mill payments), rather than waiting for USFS billing cycles. ... [It] keeps “Stumpage” money in the local economy – creating more local jobs.”

Use of this authority has also allowed projects to address pressing ecological needs in innovative and cost-effective ways, allowing managers to focus on holistic project objectives, not just those that pay for themselves (Grassy Flats-R5, 2003). In this way, non-commodity resource objectives can receive equal consideration and can be contractually packaged to complete the required work on the ground (Siuslaw Basin-R6, 2003). Examples across regions include:

- ❑ **Grizzly Bear Recovery.** In the Clearwater Stewardship Project (R1), *goods for services* provided a means to reduce road density in the Swan Subunit of the Grizzly Bear Recovery Area. Without these resources, road density targets would likely not have been met because the appropriated funds needed to accomplish this work were not available. The entire Seeley Lake Ranger District on the Lolo National Forest is now at the road density level required by the USFWS. (Clearwater Stewardship-R1, 2003).
- ❑ **Fuels Reduction.** On the Recap Project (R4), *goods for services* permitted the application of product value towards thinning. Historically, the removal of small-diameter trees incurred pre-commercial thinning costs, slash and piling costs, and increased fire danger potential (Recap-R4, 2003).
- ❑ **Red Cockaded Woodpecker and Bachman Sparrow Habitat Management.** The Red Cockaded Woodpecker Project (R8) seeks to manage areas where timber is in various age and structural classes, and in need of thinning to provide optimal habitat for the Red Cockaded Woodpecker and Bachman Sparrow. The flexibility of the *goods for services* authority allowed managers to treat areas that would otherwise be avoided due to cost, accessibility, and/or low product value (Red Cockaded Woodpecker Habitat Improvement-R8, 2003).
- ❑ **Riparian Corridor Enhancement** The Green Mountain National Forest (R8) has several openings that were/are currently agricultural fields desirable for wildlife and aesthetics along the White River. Through this authority, agricultural producers will receive goods (hay/crops) from these National Forest openings, in exchange for the service of establishing and planting forested buffers along their lands adjacent to the White River and its tributaries (White River Riparian Buffer-R9, 2003).

5.2.2 Continued Challenges

Along with increased usage, obstacles and lessons associated with the use of *goods for services* continue to emerge. Some of these present themselves as simple stumbling blocks, while others have persisted, indicating inherent flaws in use or understanding.

Of all the expanded authorities within stewardship contracting, concern over the broad-scale use of *goods for services* continues to dominate the public debate (PNWRT, 2003). Much of this attention is linked to a variety of perceived impressions, particularly in those regions where there is already a high level of disagreement about whether and how National Forests should be managed. Critics fear that if contractors receive products in exchange for their services, their incentive will be to cut more or better trees than is appropriate. In response to these fears, Regional Teams and others continue to emphasize the series of checks and balances that exist to provide for control of this authority, including the NEPA process and a transparent, inclusive collaborative process coupled with multiparty monitoring (PNWRT, 2003). Other regions have begun separating the service and product sale function, issuing a service contract for land management activities and selling any product removed in a separate and totally unrelated timber sale transaction, applying retained receipts from the sale of product to a service contract (INWRT and NT, 2003).

A variety of contractor issues also continue to challenge the use of this authority. Projects have found that when contractors are unfamiliar with how this authority works and how to incorporate risk into their contracts, higher bids and costs are often realized (PNWRT, 2003). Large bonds are also needed in advance of harvesting, which prohibits some contractors from bidding and raises project cost (PNWRT and Dry Wolf-R1, 2003). Other projects are highly limited by the nature of available products. For example, there must be valuable timber as a basis for “goods,” otherwise the cost of logging will consume any remaining balance towards future services (Meadow Face-R1, 2003).

Issues of accountability also present some challenge. Some regions have found that the current agency accounting system may not adequately track *goods for services* transactions (PNWRT, 2003). It is for all of these reasons it has been suggested that *goods for services* not be considered a “stand alone” authority, but as part of a full suite of synergistic special authorities being tested through the stewardship contracting demonstration program (INWRT, 2003).

5.3 Best-value Contracting

Fifty-four projects (69% of those reporting) are utilizing *best-value contracting* (Table 5.1, Appendix M). Best-value purchasing allows the Forest Service to use other factors, in addition to price, when making award decisions. These other factors for award may include such items as: past performance of the contractor, work quality, delivery, and experience. Several projects are also considering “local economic impact” or “use of local labor” as criteria when awarding contracts. Traditionally, *best-value* has been used in procurement or service contracts.

In making *best-value* award decisions, the Forest Service may, among other techniques, compare offers and hold discussions and negotiations with bidders, and may make awards to a more qualified firm at a higher price if that will secure an overall best-value to the government. As a result, those vendors who performed well in the past, provided quality work, complied with wage requirements, and have a high standard of workmanship will have a competitive advantage.

5.3.1 Emerging Benefits

The greatest benefit of best-value contracting is the flexibility it affords managers to consider and employ a different pool of contractors, including smaller, local firms that often have trouble being price-competitive with larger companies (PNWRT, 2003). By allowing managers to consider parameters other than price, best-value contracting provides opportunity for the agency and partners to incorporate potential economic benefit into the project, including contracting, subcontracting, and other activities to promote local capacity building/income generating services (PNWRT, 2003). It also encourages small businesses to participate by fairly valuing the costs of services and provides a greater incentive for contractors to do quality work and develop a competitive edge and invest in their businesses (Seven Mile-R2, Fugate Branch-R8, and PNWRT, 2003). Also, with the high-level of public interest in some of these projects, *best-value contracting* can be used to maintain better accountability and pride in work accomplished (Metolius Basin Fuels Management-R6, 2003).

5.3.2 Continued Challenges

Most of the challenges still being faced with use of *best-value contracting* are related to unfamiliarity and misunderstanding of its application. Some projects have found that *best-value* innovations (technology and performance incentives) have been limited by the uncertainty of future programs of work and an unfamiliarity on the part of contractors with writing the necessary technical proposals (PNWRT, 2003). Other projects have been further hindered by a lack of understanding with collaborative contract development. For example, project partners for the Metolius Basin Fuels Project (R6) were unsure of how to incorporate the views of community members and potential contractors into best-value criteria (PNWRT, 2003). This was also clearly stated in the Clearwater Stewardship Project (R1):

“The distribution of benefits to “local” recipients – either primary contractors or subcontractors – remains a difficult issue. There appears to be no established mechanism to define “local” and it might be all right to leave this ambiguous, to be resolved by each particular Forest Service unit. However, localism has some real advantages, in that it expresses a certain “ownership” and commitment to the forest lands with which local residents interact. Perhaps the strongest argument for local preference is the idea that critical knowledge about forest conditions and opportunities is fundamentally observational, only acquired through long term, proximate experience.” (Clearwater Stewardship-R1, 2003).

5.4 Designation by Description or Prescription

Forty-six projects (59% of those reporting) are utilizing *designation by description or prescription* (Table 5.1, Appendix M). Traditionally, the designation and marking of trees to be removed are conducted by federal employees or service contractors who have no tie to the timber sale, thereby ensuring the accountability for products sold by the government. Under this expanded authority, federal land managers can provide prescriptions or species/size/condition designations that clearly describe the silvicultural objective or desired “end result.” As such, *designation by description or prescription* can include a variety of written descriptions of end results, pre-bid tours and explanations, or on-the-ground examples.

5.4.1 Emerging Benefits

Thus far, *designation by description or prescription* has helped project managers reduce a great deal of sale preparation costs associated with implementation (SWRT, 2003). For example, the Siuslaw Basin Project (R6) estimated that the use of *designation by prescription* saved an estimated \$54,000 during a single operating year (PNWRT, 2003). Currently, traditionally managed sales take considerable time and money for marking and layout to achieve planned prescriptions. However, *designation by description or prescription* helps expedite preparation of the sale, reduces the costs of designation, is less visible in a high recreation use area, and results in less exposure to paint and repetitive motion injury (Main Boulder-R1, 2003).

“Designation by Description meant less work preparing projects on the ground and therefore reduced a potential delay and funding problem. [Designation by description] is much more effective and efficient; it’s vital to stewardship FLEXIBILITY. [It] allowed quick adjustment by contractor when monitoring folks felt there was a need.” (Burned Area Recovery-R1, 2003)

And while projects continue to experiment within the boundaries of this authority with great success, none have had timber theft or loss of product or product value reported (INWRT, 2003).

Designation by description or prescription is also fostering innovation in addressing a variety of environmental objectives in a timely and cost-efficient manner. For example, the Yaak Community Stewardship Project (R1) used *designation by description* on several of its units and found that it “...allows flexibility to address site specific conditions – i.e., it’s best to leave the biggest and nicest trees and may be adjusted as site conditions change (example – what if a storm came thru and left additional blowdown””. The authority also allows for follow-up treatments associated with insect outbreaks, road closures, obliteration, and road maintenance without the need for separate contracts—each of which have been limited under traditional timber sale contracts (Seven Mile-R2, 2003). Because many stand treatments are becoming increasingly complex, and it is difficult to describe the Desired Future Condition of a unit in a traditional timber sale contract, this authority also provides added flexibility, particularly with younger forest stands (Sand Mountain-R8 and First Thinning Loblolly-R8, 2003). This flexibility also facilitates the application of innovative techniques, such as the application of traditional ecological knowledge (Maidu-R5, 2003).

5.4.2 Continued Challenges

Some challenges remain for the use of this authority. In the past, *designation by description* has been used under very strict silvicultural prescription (e.g., areas designated for clearcuts, by specific species, by live versus dead material, or by basal area). Because of this historical link to more aggressive

management techniques, some members of the public have expressed concern over how the Forest Service will ensure an appropriate balance between purchaser discretion in selecting material to be cut and governmental control of removed products.

It has also been found that some contracts that utilize *designation by description or prescription* discourage bidders, especially those who tend to understand service or timber work, but not both. There also tends to be a great deal of room left for interpretation under this authority, which can lead to frustrating management and administrative problems:

“One of the variables being used to describe cut and leave trees was stump diameter at 4.0 inches. This variable especially caused problems in logging the units because of the flared nature of the stumps, especially cedar, at that stump height. In addition, it increased logging costs, and the desired end result was not being achieved in each unit because more trees were being left. Moreover, in terms of [Designation by description], other variables were restricted to tree species or spacing. These variables were insufficient to describe the desired end result. We have modified DxD to DxP for several of the units. ...We incorporated leave basal area as one of the variables in the [DxP] to meet the end result, focusing on what is being left instead of what was being cut. ...After moving to DxP and monitoring the results, the end result was better achieved with the change.” (Priest Pend Oreille-R1, 2003)

As a result, some regions have noticed that the authority tends to be most successful in cases where a high-capacity operator is involved or where learning has caught up (SWRT, 2003).

And despite the perceived flexibility associated with this authority, the complexity of stand conditions or required treatments can lead to higher sale administration costs (PNWRT, 2003). In most instances, when first used, the authority requires a high level of oversight and accountability (PNWRT, 2003). This accountability is particularly important because a lot of discretion is left up to the contractor. In other words, maintaining accountability has been difficult to ensure in some cases because of a general lack of comprehensive baseline measures, from which contractor activities can be measured (NT, 2003).

5.5 Multi-year Contracting

Forty projects (51% of those reporting) are utilizing *multi-year contracts* (Appendix M). Among the desired goals of stewardship contracting is an increased ability to engage contractors in long-term management services. It has been theorized that operators who provide services within a given management area over a longer period are likely to develop a strong sense of stewardship for that area. Additionally, the use of *multi-year contracts* may help provide more stability for the contractor, as well as administrative continuity for the Forest Service.

Conventional timber sale contracts and service contracts operate under specific time limitations. Although both can extend beyond the appropriations period during which they were initiated, National Forest Management Act limits the length of timber sale contracts to 10 years, restocking efforts to 5 years, and Federal Acquisition Regulations limit service contracts to 5 years.

5.5.1 Emerging Benefits

Projects have found that the use of *multi-year contracts* has led to improvements in contract administration, cost and local business enhancement. With longer phased contracts, contractors have longer employment horizons, which facilitate planning, investment, and management both in the particular project and other contract commitments/opportunities (PNWRT, 2003). *Multi-year contracts* also enable contractors to get the best market values for products over time and to seek out niche forest product markets (Antelope Pilot-R6). Main Boulder (R1) has found that:

“[Operators] who provide services within a given project area over a long period of time may be more likely to develop a stronger sense of stewardship for that area. In addition,

the use of multi-year contracts may help to provide more stability for the contractor, as well as administrative continuity for Forest Service contract personnel.”

These longer-term projects provide flexibility to purchasers, as well as a stewardship responsibility that extends beyond the Forest Service. The expectations of the community and the agency can also be better clarified over time, especially as the results of work become visible (Clearwater Stewardship, 2003).

Multi-year contracts have also helped reduce the cost of solicitation for the government and provide some degree of certainty associated with economy of scale for contractors (Upper South Platte-R2, 2003). Through these longer arrangements, contracting officers are able to establish and continue relationships with companies that produce the most desirable results. *Multi-year contracts* also help lower administrative costs by reducing the amount of paperwork required to perform necessary work, thereby allowing contracting officers more time to perform quality assurance in the field. (Longleaf Ecosystem-R8, 2003).

Local Teams have also found that *multi-year contracts* facilitate meeting ecological objectives. For example, some treatments cannot be accomplished within a single fiscal year. Some treatments, particularly those pertaining to wildlife habitat improvements, must be done in phases, such as a thinning followed by prescribed burns (Red Cockaded-R8, 2003). These longer-term contracts are also desirable in order to establish and monitor vegetation (White River-R9, 2003).

5.5.2 Continued Challenges

Longer-term contracts are often associated with larger contracts and diverse task orders. While this may be a sound approach for land management, some projects have found that these *multi-year contracts* limit the competitive ability of small companies (Granite- R5, 2003). Local Teams have also found that there is potential for negative market fluctuations over longer contract terms, thereby increasing perceived risk and the financial responsibility of the partners involved in these contracts (PNWRT, 2003). Also, bonding requirements have presented a problem in the use of some longer-term *multi-year contracts* because some companies may not be bonded for more than five or six years (NT, 2003).

5.6 Retention of Receipts

Thirty-three projects (42%) are utilizing *receipt retention* (Appendix M). Through *receipt retention*, all or portions of proceeds from the sale of commercial products removed through a stewardship contract can be retained by the Forest Service and reinvested in the specific pilot project that generated them or in another approved pilot project. To date, this authority has been used to pay for monitoring and restoration activities and to enable delivered log contracting (“separating the logger from the log”).

Historically, the agency has had limited authority to retain receipts through various Forest Service trust funds (e.g., Knutson-Vandenberg Fund, and the Brush Disposal Fund). However, these Funds can be applied only to the specific project areas that had product removed, with any remaining receipts sent to the Federal Treasury.

5.6.1 Emerging Benefits

One of the more readily observed benefits of *retained receipts* is the provision of new funds for project activities. Through *receipt retention*, receipts from one project have been used to pay for other projects that would not have been otherwise funded (PNWRT, 2003).

“Generally, sales of jack pine traditionally harvested for Kirtlands Warbler habitat improvements have not generated enough revenue to adequately reforest stocking levels needed for warbler breeding habitat. In contrast, sales designed to improve grouse habitat typically generate funds in excess of the needs of the sale plan. This authority makes timber sale receipts available that might not have been available through other

funding sources. The retention of receipts allows the forest to take a more holistic approach to its timber and wildlife program.” (Kirtlands Warbler-R9, 2003).

In some cases, collected revenue has been used to pay for a service contract in another location within the same project or used to fund activities at another project (Upper South Platte-R2, Sand Mountain-R8, and Wayah Contract Logging-R8, 2003).

Local Teams have also found that this authority allows the government to accomplish work in areas of the forest where current funding sources (e.g., appropriations, Knutson-Vandenberg funds, Salvage Sale funds) are insufficient to address critical enhancement and restoration priorities (Longleaf Ecosystem FL-R8 and Siuslaw Basin-R6, 2003). The transfer of *retained receipts* between projects has also helped decrease the deficit on a given project, particularly when low-value material is removed from a project area and receipts are applied from a higher value project during times of market instability and deflated raw material prices (Longleaf Ecosystem-R8, 2003).

Retained receipts have also helped promote a consistent program of work for local communities because funds are made available for restoration projects that previously received inadequate funding (PNWRT, 2003). They may also be assisting in limiting the notion of perverse incentives, often associated with some stewardship contracts. Through delivered log contracting, managers are able to innovatively separate the contractor’s interest from the potential economic value of the trees, and thereby alleviate some concerns that critics of stewardship contracting have with the goods for services authority. With contractors bidding the service work on a per acre basis, their incentive is to cut as few trees as possible to achieve the prescription (INWRT, 2003).

5.6.2 Continued Challenges

Several projects have recognized some limitation in the use of this authority. For example, National Forest Districts currently do not have adequate accounting mechanisms to track receipts or mechanisms in place to facilitate community involvement in prioritizing the use of receipts (SWRT and PNWRT, 2003). As such, the use of this authority will continue to require careful monitoring or oversight. Also, there continues to be a lack of understanding of what actually constitutes a receipt and how receipts should be applied (SWRT and ERT, 2003). While it is important that clear sideboards be applied, the agency should attempt to retain as much flexibility as possible in the application of receipts to meet ecosystem restoration goals, particularly because most ecosystems transcend traditional boundaries (ERT, 2003). Equity across regions has also been a concern, as receipt retention clearly favors those areas with sufficient merchantable product (NT, 2003).

5.7 Less than Full and Open Competition

Twenty-one projects (27%) are utilizing *less than full and open competition*. This authority provides managers with increased flexibility in advertising and awarding contracts for restoration and rehabilitation work by exempting projects from Subsection (d) of Section 14 of the National Forest Management Act. This subsection requires that all sales having an appraised value of \$10,000 or more be advertised and competitively bid. *Less than full and open competition* also allows for sales of material without further advertisement, so prime contractors selected for the service contract can also purchase the resultant material.

5.7.1 Emerging Benefits

Projects have reported that this authority allows the Forest Service to enter into contracts with small, community-based enterprises, thereby helping to improve economic conditions in recently collapsed timber industries and forest dependent communities (SWRT, 2003). Limited competition has also helped the agency invest in smaller operators, helping them become more self-sufficient and competitive in Federal, State and Private forestry contracts (Zuni Four Corners-R3, 2003). In other instances, this authority has opened the door for rather unconventional partnerships. For example, through use of this authority, the Maidu Cultural Development Group was able to develop a project to test traditional ecological knowledge (TEK) to manage the land.

The authority has also helped reduce the timeline of insect and disease treatments (Southern Pine Beetle-R8, 2003). It has also assisted in implementation of projects with burdensome right-of-way (ROW) considerations:

“The contractor owned surrounding land and a considerable ROW would be required if we were to advertise and offer the sale in a traditional manner. The small size of the area relative to the large amount of ROW required made this project logistically infeasible to offering the past.” (North Montowibo-R9, 2003)

5.7.2 Continued Challenges

Some coordinators and Contracting Officers remain uncomfortable with the use of *less than full and open competition* because they believe it may prove unfair to the overall contractor base and may not ensure a competitive price.

5.8 Non-USDA Administration of Timber Sales

Six projects (8%) are utilizing *non-USDA administration of timber sales* (Table 5.1, Appendix M). This authority exempts a project from Subsection (g) of Section 14 of the National Forest Management Act, which requires that USDA employees supervise the harvesting of trees on Forest Service lands.

Though limited in its use, some projects have found the ability to shift administrative responsibilities to someone other than the Forest Service particularly helpful. For example, the use of Colorado State Forest Service personnel to administer operations on the ground is extremely valuable for completing future fuels treatments because the fragmentation of land ownership necessitates access through the use of rights-of-ways across private roads (SWRT, 2003). Under these circumstances, the use of the Colorado State Forest Service has been instrumental in contacting local landowners and establishing agreements that allow for the use of private roads (e.g., for removal of products such as firewood or for crews to drive and park along private roads for access to treatment units) (Winiger Ridge-R2, 2003).

5.9 Usefulness and Impacts of Expanded Authority Usage

In general, projects are finding that these authorities increase potential efficiencies and opportunities for innovation within the agency, while allowing projects to address a diversity of ecological and community objectives. Most acknowledge that the true power in the use of these authorities is how they are combined. For example, the success of the Buck Vegetation Management Project (R6) has been attributed to a combination of *goods for services, designation by description, multi-year contracting and best-value contracting*. In this project, small, local businesses were able to compete for the contract because up-front (start-up) costs were low and because the agency considered factors beyond price in award selection. The service component was also more attractive to smaller firms than larger ones, and the multi-year nature of the contract made it possible to capitalize on market fluctuations and niche market opportunities. Further, the contractor was able to determine the best way to get the work done, thus allowing innovative treatments to be applied as well as resulting in an enhanced sense of ownership of project outcomes. Using only one of the new authorities would not have made it possible to meet the multiple objectives of this project (PNWRT, 2003).

5.9.1 Issues of Effectiveness and Efficiency

As discussed in Section 3.8, financial comparisons among stewardship projects have not been useful due to discrepancies in reporting procedures and complexities among projects. It is valuable, however, to discuss how the use of these authorities has affected agency efficiency and/or the financial feasibility of various on-the-ground project activities (NT, 2003).

Some projects have improved effectiveness by tapping into new funding sources for activities. For example, the availability of funds generated from *goods for services* offers opportunities to expand the

work available for independent logging crews. This new pool of resources has funded the implementation of activities more quickly than under existing authorities, such as work normally funded through Knutson-Vandenberg Fund and other collections (Iron Honey-R1, 2003). It has also allowed the agency to implement activities in areas that have previously been too expensive or too difficult to access. Some projects have also seen a dramatic decline in cost through a reduction in the number of contracts prepared, solicited, implemented and administered (PNWRT, 2003).

Despite observed advances, some challenges still remain. For example, when small contractors try to accomplish a variety of activities on a small scale, they typically attend to one task at a time. Because some of this needed work is too small to subcontract, delays can result or may require contract modifications, renewal of permits or rescheduled activities (Dry Wolf-R1, 2003). In addition, the learning curve associated with the use of these new contracting mechanisms has taken more time due to the newer method of utilizing *goods for services* and likely additional time for evaluation of proposals (i.e., best-value award) (Treasure Interface-R1, 2003).

5.9.2 Implementing Adaptive Ecosystem Management

Some Local Teams have found that use of the expanded authorities opened new avenues to effectively manage an area with immediate and pressing ecological needs (SWRT, 2003). By packaging several activities not usually associated with timber sales into a single contractual package, stewardship contracting has enhanced the agency's ability to implement ecosystem management (SWRT, 2003). This ability is further enhanced by the cooperation of other agencies (e.g., Colorado State personnel) and partners, particularly when treatments extend to adjacent private lands (Southwest Ecosystems-R2, 2003).

Projects have also been able to fund and carry out a variety of forest health improvements through the use of these authorities. These activities include (but are not limited to): thinning undesirable trees and improving forest health in areas prone to over-stocking, stagnation, and disease (Recap-R4, 2003). In particular regions of the country, like the Southern Appalachians, many acres of forested sites cannot be currently treated due to economics. Ranging from forest regeneration of poorly stocked sites to the weeding/thinning/selection of currently uneconomic species, contract logging with roadside sales provided a mechanism to implement these traditionally infeasible projects (Burns Creek-R8, 2003).

5.9.3 Attracting Contractors

Some projects have found that the expanded authorities open new avenues of finance and scale for local contractors to enter a competitive contracting work environment (Foggy Eden-R6, 2003). And others have found that related innovations in merchandizing and decking, have resulted in reduced risk and cost to the contractor (Burns Creek-R8, 2003).

However, stewardship projects continue to appear to be less attractive to more traditional timber and logging companies in some regions, particularly in those areas where there are more comprehensive and large-scale resource needs (SWRT, 2003).

5.9.4 Meeting the Needs of Local Communities

Stewardship contracting has been used to meet the needs of local communities in several ways. On the Seven Mile Project (R2), stewardship contracting authorities (e.g., best-value contracting and designation by description) have been used to resolve adjacent landowner conflicts and provide greater flexibility to local operators based on local markets (SWRT, 2003). Some projects also aim to improve transportation systems and other recreational facets of the forest. In fact, it has been reported that many maintenance and recreational improvements within the projects would not have been possible without the flexibility inherent within the stewardship authorities (Fernow Experiment Forest-R9, 2003).

Stewardship contracting is also providing work for local loggers and others in the forestry sector (PNWRT, 2003). Local Teams anticipate that activities taking place under stewardship contracting will generate small, straight sawlogs for local micromills and should help local communities by providing raw

material that requires labor to convert it into saleable wood products (Recap-R4, 2003). In an economic associated with the Wayah Contract Logging Project (R8), approximately \$91,805 entered the community, following secondary and tertiary manufacturing of forest products. Additionally, the payment of service contracts and associated contracts turned over in the local economy (Wayah Contract Logging-R8, 2003).

Whereas the contracts developed using the stewardship authorities are perceived as showing greater respect for local contractors and partners, they still remain rather small scale and often do not immediately translate into direct local benefit. The Southwestern Regional Team found that, in their projects, only a small segment of the local community benefited from involvement in the collaborative process associated with monitoring, as well as the few local contractors used to implement the project (SWRT, 2003). Also, sometimes the use of *best-value contracting* doesn't lead to direct local benefit. On the Antelope Project (R6), the hired contractor came from over 100-miles away. They did recruit a few workers from the local community for brush and small tree clearing, but the impact on the local economy was minimal (Antelope Pilot-R6, 2003).

6.0 Emerging Issues and Outcomes

6.1 Overview

As the stewardship demonstration program ends its fourth year of implementation and projects begin or even complete on-the-ground activities, a series of outcomes and issues continue to surface. Given passage of Section 323 in *P.L.108-7*, these issues have become even more paramount, for they represent extra challenges for federal agencies to successfully use and implement these innovative authorities.

As noted in previous annual reports, the learning curve associated with utilizing stewardship contracts is often quite steep and sometimes foreboding. Whereas individual projects and monitoring teams have expressed varying levels of frustration with the amount of time and effort it takes to move into implementation, some project managers, partners and stakeholder groups have been readily sharing their experiences and innovation. As such, the following is offered as constructive discussion of those issues that continue to impact project success. In this way, this section is designed to help level the learning curve and identify ways to improve and bolster future projects.

6.2 Uncertainty in Desired Level of Community Involvement

Forest Service personnel working on many of the projects continue to wrestle with achieving the intended level of community involvement and collaboration required by stewardship contracting (ERT, 2003). A lack of co-management authority and structural/ideological barriers within the Forest Service contribute to some experienced delays (Warren and Rollins, 2003). Some projects feel that despite initial energy, momentum and input, "*in the end it [is] business as usual, a waste of time and energy.*" (Warren and Rollins, 2003).

Researchers conclude that the primary constraint to successful collaboration is the institutional context within which it takes place, rather than any problem inherent to the process (Warren and Rollins, 2003). Whereas the agency appears strongly supportive of collaboration in many of its endeavors, the role of collaboratives in decision-making and project design is unclear, particularly when "internal experts" must still make ultimate decisions. As a result, the kind of people with the skill and perseverance to make collaboration work may no longer be satisfied with a governance structure that leaves either the most important decisions or the crucial oversight of management in hands other than theirs (Warren and Rollins, 2003).

Defining the decision/operating space for the collaborative group is challenging. Groups have experienced difficulty in understanding their role in the collaborative process and coming to consensus

about the purpose of the group (PNWRT, 2003). This is particularly true for the existing multiparty teams in communities where no local collaborative was involved in early project planning.

“The role of the monitoring committee needs to be reconsidered to understand how they might be involved in the up-front planning and design of projects instead of just a response to a given activity. This creates a certain tension, because if public review is conducted by a “monitoring” committee, then this group doesn’t possess a stake in the outcome, whereas if they are a planning committee, they might wish to see certain anticipated elements of a project succeed. Regardless, the learning that takes place within a monitoring committee is quite valuable, and consistent participation across a series of projects could offer great benefits in describing, quite specifically, what desired “end results” really are.” (Clearwater Stewardship-R1, 2003)

6.3 Inconsistent Agency Support and Communication

Similar to previous year’s observances, inconsistent support of efforts and poor internal and external communication have been identified as obstacles to project implementation and partnership building.

6.3.1 Leadership

The perception of inconsistent leadership and financial/staff support continues to afflict on-going project efforts throughout the regions. Whereas partners and cooperators recognize the power of agency line officers in keeping a project alive and on track, coordination at all levels within the agency is needed in order to achieve greater levels of success within the program (SWRT, 2003).

“The Washington Office is so far removed from rural forest communities, to see how beneficial this contracting tool can be for local, small forest communities. The local and regional Forest Service personnel are much more in tune with positive impacts of stewardship. The Forest Service should trust its own employees to do a good job.” (Yaak Community Stewardship-R1, 2003).

Such reliance on field or regional office direction is not inconsistent with the agency’s long-held tradition of de-centralized decision-making. However, it seems that in these early years of project implementation, the field has been hungry for guidance on acceptable boundaries and use of the authorities (see Section 6.3.4). For some projects, confusion and the inconsistent application of authorities resulted from a non-inclusive project nomination process. Because many projects were selected to be stewardship projects by a select few, a lack of understanding of planning and development of stewardship contracts and projects resulted, eventually causing subsequent delays and complications in contract development, appraisals, and award (Upper Glade-R6, 2003).

Even at the local level, Regional Teams have noted inconsistent leadership, with some projects lacking a person in place to link project activities with communities and other agencies, as well as ensure that the project moves towards implementation (SWRT, 2003). And because the level of commitment to using the authorities varies at the field level, there is also a deep concern that changes in personnel for one district may influence and change the outcome of the entire program (PNWRT, 2003). Regional Teams have also noted that those projects utilizing embedded contracts continue to pursue two separate Contracting Officers to sign off on one contract. This confusion in leadership increases both the complexity and time needed for implementation (SWRT, 2003). These delays are further complicated by misunderstandings of forest staff, who also continue to fail to recognize the critical nature of this work (Upper South Platte-R2, 2003).

6.3.2 Support for Collaboration

The varied nature of support for collaboration within the agency has also been identified as a significant stumbling block for the projects. Collaboration is viewed as an essential element of stewardship contracting, yet there continues to be a great deal of confusion surrounding the definition of

collaboration, the way it works on the ground, and appropriate ways to document it (ERT, 2003). These issues are further compounded by limited funding for collaboration (PNWRT, 2003). Agency training in collaboration, as well as continued outreach and dialogue with representatives from industry, business and community, is critical if collaboration is to play a meaningful role in stewardship projects (PNWRT, 2003).

“Collaboration takes time, potentially more time than the public or we have available. Volunteer collaborators get burned out quickly and they cannot meet often enough to gain familiarity with the project area if there is any size to it. Must keep concepts separate. Collaboration on projects may be desirable, but does not, or should not, dictate the type of contracting tool used for implementation.” (Meadow Face-R1 , 2003)

6.3.3 Communication and Outreach

Clear communication and outreach have also been identified as critical aspects of successful project implementation. Given the relatively young age of the program (4-years) and the size and decentralized nature of the agency, a general awareness and understanding of the components of stewardship contracting (e.g., contract design, implementation, and monitoring) seems to be lacking among key agency staff. To improve the program, *all* agency employees should be educated on the intent and merits of the program even if just in a cursory way (North Montowibo-R9, 2003). Better mechanisms are also needed to facilitate and encourage the timely sharing of information and “lessons learned” among agency personnel, contractors, and monitoring teams region-wide and/or nationwide (INWRT, 2003). Improved communication between these projects could help minimize “wheel reinvention,” enable those grappling with problems to mine the experiences of their fellow practitioners for solutions, and help identify and focus attention upon emerging trends and issues of general concern (INWRT, 2003).

Improved outreach to communities of interest and place could also improve understanding and support for stewardship contracting. A great deal of skepticism pervades the environmental community, leading many to believe that stewardship contracting authorities are focused on economic benefits rather than ecological outcomes. At the same time, members of the forest products industry express concern that the focus on collaboration and monitoring results in inefficiencies and higher costs (PNWRT, 2003). To counter these perceptions, the agency and its partners could help clarify and identify the purpose and intent of stewardship projects, showcase implementation results, and distribute monitoring data in a variety of media sources.

Inconsistencies in project “communications” via annual report submittals have also been problematic, particularly for the monitoring process. Despite a clear mandate and clear communication to local teams to submit reports and findings on an annual basis, response rates and quality vary (NT, 2003). This situation is not unanticipated, as neither the format nor timeline of reporting are ideal—particularly during years of budget cuts and high priority issues (e.g., unanticipated large-scale fires). However, when not completed fully or accurately, the information used for this report, additional public information outlets, and eventual policy decisions becomes based upon limited facts and poorly reported outcomes.

6.3.4 Technical Assistance

Despite four years of “experimentation,” many projects continue to express a need for greater technical assistance in the development, implementation and monitoring of the contracts utilized for stewardship projects. Inconsistent interpretation of these authorities and varying degrees of commitment to them among Forest Service personnel have persisted throughout the life of the program. As a result, Forest Service and outside expertise are not being fully and consistently developed across the country and delays continue to weaken the learning and implementation cycle (PNWRT, and Longleaf Ecosystems-R8, 2003). Continued confusion about which contract type to use and options available to project managers have resulted in a great deal of lost time and increased agency costs in the contract preparation (Sheafman-R1, 2003). For example, the Longleaf Ecosystem Restoration Project (R8) found out that they could have provided approximately \$400,000 to the National Forest if funds were properly retained. And, whereas subsequent “Train the Trainer” workshops (scheduled after passage of Sec. 323 in June and July 2003) were helpful in explaining the use and limits of various authorities, earlier training sessions could have

helped prevent delays and subsequent pitfalls (Longleaf Ecosystem-R8, 2003). As another example, on the Beaver Meadows project (R2) extensive discussions were held between service and timber sale contracting officers to determine who had the authority to sign and implement combined service/timber sale contract. Such discussions were time intensive and resulted in substantial delays to project implementation.

Most projects have also indicated that more training opportunities for contracting officers *and* contractors is clearly needed, with a combined workshop offering the greatest impact. Training in collaboration, the mechanics of contracting and the assessment of local contracting capacity is also needed (NT, 2003).

In addition, improved training and procedural detail is needed for current inventory and cruise methodology and the quality of collected data (INWRT, 2003). The volume and salability of fiber removed under a stewardship prescription are critical factors in many projects' feasibility for both the Forest Service and contractors. Current agency cruising methods assess the volume of standing large-diameter trees and underestimate the smaller diameter materials included in many stewardship contracting projects. Although the concept of "buyer beware" would dictate that potential purchasers make their own cruises to check the Forest Service data, there does appear to be a residual feeling among contractors that the Forest Service data should be accurate (INWRT, 2003).

"Many logging contractors apparently don't know how to cruise timber. They tend to doubt Forest Service appraisals, but they can't check their validity nor can they make their own assessment. ...Training would be useful." (Condon Fuels-R1, 2003).

6.4 Capacity and Understanding of Potential Contractors

Experienced contractors who understand the available tools, mechanisms and requirements of stewardship contracts and who have the capacity to perform the desired work are essential for the successful implementation of projects. Stewardship contracting is complex and absent understanding can hamper a local contractor's ability to bid on a project and a surrounding community's ability to capture full economic benefit.

Some stewardship contracting projects that have experienced difficulty in attracting contractors conducted their own reconnaissance to determine why there was a low interest. Results from these inquiries uncovered the following reasons: (1) the complexity of contracts and proposal requirements; (2) unacceptable requirements for business affairs disclosure; (3) the subjective nature of "designation by description"; and (4) the newness of this type of contracting (Burned Area-R1, 2003).

Training is key to alleviating the problem of low response. Most operators are not equipped, nor do they have the lead time to adequately bid on stewardship contracting projects. Whereas logging contractors might be better prepared to handle these types of projects under normal circumstances, they typically do not have adequate performance ratings and find it difficult to gain access to projects (SWRT, 2003).

As noted earlier, stewardship contracts have the potential to promote the involvement of small businesses in traditionally capital-intensive endeavors, but many projects require high volumes of work to be accomplished in a short timeframe with specialized equipment (which can only be obtained by renting or subcontracting). This has been particularly frustrating for some contractors who believed that stewardship contracting would open new and sustained venues for employment. In particular regions, contracts have been awarded to larger businesses that have access to skilled and experienced workers from outside local communities (PNWRT, 2003). Sometimes the plan of operations may suffer until enough work is lined up in the project (or nearby) to justify equipment rental (Seven Mile-R2, 2003). This lack of local infrastructure and equipment necessary for project implementation has sometimes inhibited the local workforce from competing, as evidenced in several projects like the Siuslaw Basin and Sprinkle projects in Region 6 (PNWRT, 2003).

Small businesses may also need financial assistance for start-up. If enough financial capital were available for small-product manufacturing, then a Forest could offer enough small diameter material to keep the manufacturing capability in supply (Grand Canyon-R3, 2003).

Bonding also continues to be identified as a significant obstacle for local operators. The Yaak Community Local Team found that :

“Up front bonding is a major problem with Community Based Groups. There is a potential for RAC [Resource Advisory Committee] dollars to be utilized for this in Stewardship Contracting, which would open the door for more Community Based Groups to be interested in Stewardship Contracting. It could be very successful, and develop great opportunity for rural forest communities. (In these areas there is a much higher experience with who is a good contractor and who may be bad.)”

6.5 Impacts of the 2003 Fire Season

Agency staff limitations resulting from the 2003 fire season also affected project progress—a fact that has impacted the projects during previous years, as well. When fires break out within a region, often all District personnel and regional Contracting Officers become consumed by activities related to the fires. Even in regions that are not directly impacted by a local fire, transferred or detailed personnel reduce the number of staff available to implement or manage a given stewardship project.

Contractor behavior during these high-risk periods also impacts projects, as operators sometimes voluntarily suspended operations due to high fire risk (Paint Emery-R1, 2003).

“Fire activity and other priorities including response to insect epidemics set back initial estimated time lines...” In FY 2002, *“other priorities[for the most part related to fire suppression and fire recovery effort] have affected the availability of key resource personnel for analysis and completion of the E.A.”* And in FY2003, *“other priorities, mostly related to fire, heavily affected key resource personnel responsible for analysis and completion....”* (Hungry Hunter-R1, 2003)

6.6 NEPA Process and Appeal Delays

The long duration of most NEPA processes has been difficult for the general public to understand and can be frustrating and discouraging even for highly motivated communities and stakeholders (INWRT, 2003). These long delays can lead to changes in product condition and market values that eventually render stewardship project implementation difficult or adversely change the economics of projects for both the agency and contractor (INWRT,2003). Projects that include post-wildfire salvage are particularly vulnerable. As an example, the Burned Area Recovery Project (R1) reports, *“[On the Robbins Gulch contract] product was worth less because of the delay caused by the EIS and litigation.... Contracting after fires needs to be timely”*(Burned Area Recovery-R1, 2003). As these delays continue, companies may become disenchanted or may become involved in other projects to the point where they will be unable to participate (Hungry Hunter, 2003).

Stewardship projects also appear to be experiencing high levels of appeals or litigation, although incidence of appeals/litigation differs from area to area. While it has been hoped that broad citizen involvement from the earliest stages of a proposed project (preferably pre-NEPA) would lead to better identification and resolution of stakeholder/interest group problems, this unfortunately has not been the case (INWRT, 2003). Litigation and appeals are having various impacts on the projects. For example, *“litigation...has affected [our]...project in that it drew resources (specifically fisheries biologist) away from the Interdisciplinary Team that was developing and analyzing alternatives for the project. This resulted in some delays in the NEPA planning process”* (Hungry Hunter-R2, 2003). Other projects never anticipated their efforts would be swept under larger litigation or appeals, as was the case with Grassy Flats' enjoinder in the “Rothstein III” litigation (Grassy Flats-R5 and Pilot Creek-R5,h 2003). In all instances, however, it is

important to note that these appeals or litigation tend to be unrelated to the stewardship contracting process itself (INWRT, 2003).

Though many projects have been slowed due to NEPA processes, there are some project participants who feel that the NEPA process was not as much of a hold-up as the contracting process (Sheafman-R1, 2003). For example, the Treasure Interface Project (R1) was able to design and complete the NEPA process in under a year, because of the priority put on stewardship contracting (Treasure Interface-R1, 2003).

6.7 Funding/Budget Constraints

Funding and budget issues have also negatively impacted many projects. Some projects are actually being abandoned due to higher priority issues (fire and fuels reduction) and a general lack of funding (e.g., Schoolhouse Thinning in R3). In many instances, projects report that the agency has not provided ample funding to support necessary NEPA or survey work, resulting in substantial delays for the project (Red Cockaded Woodpecker-R8, 2003). Some projects (particularly in the Southwest) have encountered resistance at their Forest Service Regional Offices because of perceived limitations on the availability of funds over the longer term in contrast to the appropriation of funds annually (SWRT – 2003). This uncertainty of multi-year funding has limited the marketability of some proposed contracts (Granite-R5, 2003).

“[There] was no specific funding for this project; it was an unfunded opportunity, which therefore was not always a high priority to get accomplished. No centralized location for getting information, since no one’s sole job was this activity, not a lot of time available. ...Need funding upfront – above the normal program of work – otherwise it’s just one of many priorities.”(Small Wood- R1, 2003).

The agency’s budget structure further complicates funding shortages. Although stewardship projects are seen by some as special projects, they do not have adequate budgets to carry all the associated preparation and administration costs (SWRT- 2003). The federal budget does not sufficiently prioritize the costs of collaboration outside the regular planning budget. If the agency is moving towards a more adaptive and collaborative decision-making structure, sufficient funds for collaboration should be built into all budget categories (PNWRT, 2003). It also appears that funding needs to come in a unique job code. Currently, road maintenance, boundary surveys, and other tasks must come from separate budget line items. This structure often fuels internal arguments over whose budget these funds are coming from.

6.8 Available Markets for Products

A primary premise behind stewardship contracting is that there is some value within project areas to help support additional service needs. In some parts of the United States, however, a combined loss of sawmill/logger capacity, precedence of low-value species and small diameter logs, suppressed prices from domestic/import lumber markets, and large amounts of available fire salvage continue to hinder the salability of stewardship projects (Beaver Meadows-R2, 2003).

With the number of recent mill closures across the U.S. (particularly in the West), the viability of supporting businesses for stewardship contracting (e.g. logging, hauling, and manufacturing) has changed considerably (SWRT, 2003). The timber market has been further depressed due to an increase in salvage logs, particularly when private landowners are willing to give trees away or pay to have them removed (Beaver Meadows-R2, 2003). This lack of a vertically integrated, value-added industry negatively impacts the ability of the projects to capture the full benefit of utilizing wood by-products. Many of the projects involve thinning small diameter trees to restore more natural stocking levels. Finding and creating markets for this wood has proved difficult (PNWRT, 2003). And the market for this small diameter material is inelastic and can be flooded very quickly (INWRT, 2003).

“There is under-utilization of dead wood. The USFS is aware of this problem. More wood utilization would result in more community support. There should be a way of gaining

management credits for utilization of dead wood – Specific example – Fortine District supplies dead wood for the local community (the Eureka Log Yard). This could be accomplished in other areas by potentially giving credits for this.”(Yaak Community-R1, 2003)

The long-term viability of these projects and the economies of local communities therefore rely on commerce around ecosystem restoration and utilization on a regional and perhaps national scale. Finding the proper balance between building local capacity and the competitiveness of local firms in regional/national markets may continue to be an issue. In order for these projects to be successful, there needs to be consistent supply of small diameter wood and value-added products to get bids on low-value material. In areas where there is little or no industry left, small businesses will need financial assistance (Grand Canyon Stewardship-R3, 2003).

7.0 Lessons Learned- FY2003

With more projects reaching implementation in FY 2003, key lessons continue to emerge. As with the emerging trends and issues discussed above, these lessons and experiences are destined to help enrich future projects and activities and further promote the concept of stewardship contracting. The following offers a summarized account of these lessons

7.1 General

In general, most projects have taken longer to design, administer and implement than what might have been initially anticipated. Though frustrating for some, this fact has been accepted as a natural reaction to steep learning curves and innovation and is not necessarily viewed as impacting the overall success of a project. In their annual reports, each Regional Team was asked to focus on what “success” means to them and then evaluate whether they felt the projects were “successful” in meeting objectives and navigating new paths. Resulting discussions proved fruitful. For example, the Southwest Regional Team identified the following steps necessary for project success:

- The NEPA process and associated analyses are complete;
- Partnerships are formed early and a clear monitoring plan is developed ;
- Treatment objectives are clear and consistent; and
- Reporting mechanisms recognize and measure accomplishments from both quantitative and qualitative perspectives.

7.2 Project Planning and Administration

Current stewardship projects have offered several suggestions on how to proceed through planning and administrative phases of a project with fewer delays and obstacles. For most, managers and partners emphasize the importance of starting the planning and NEPA process early.

Some local teams have found that projects that try to do too much, too fast do not necessarily fare as well as those that are smaller in scope and scale (SWRT, 2003). The same conclusion has been drawn for those projects that tend to spend big on planning but never produce timely results (SWRT, 2003). The notion of starting small helps not only with achieving successful results more quickly, but it was found that simple projects fare better because some regions do not have large companies or purchasers able to address the treatment of thousands of acres (Recap-R4, 2003). A large number of subtasks within a project can also affect administration:

“A potential downside ...of doing many different items is that there may get to be too many activities going at the same time (like 4 different activities at once) and this can potentially overwhelm the Contracting Officer, as there’s only so much time available.” (Yaak Community-R1, 2003)

In contrast, some projects indicate that future stewardship projects should be large to increase opportunities for fund generation and to provide the most benefit on-the-ground. In such instances, individual contracts can be small, but the Forest Service should be able to invest resulting funds or receipts over a wider area (Burned Area-R1, 2003).

Project experience has also demonstrated that stewardship projects require a primary contact to ensure that everything comes together as planned (Forest Discovery-R9, 2003). Regular inspections by the Contracting Officer's Representative, for example, have proven crucial as implementation proceeds. (Antelope-R6, 2003). For some projects, this has been challenging because there rarely exists someone who is certified as both a Forest Service Representative/Timber Sale Administrator (FSR) and a Service Contracting Officer's Representative (COR). On the Beaver Meadows Project (R2), the San Juan/Rio Grande National Forest elected to cross-train a FSR as a COR because of the mechanical woods work nature of the project. While this required additional intensive training and certification, the Forest felt it was a useful combination for administration of future restoration projects and other activities associated with the National Fire Plan (Beaver Meadows-R2, 2003). Related to this, some Regional Teams have suggested that having Regions or Forests determine which contracting officers they wish to use on a project makes more sense than arbitrarily having this responsibility assigned by someone in the Washington Office of the Forest Service (INWRT, 2003). It is understood that, in some regions, internal disagreements over contracting responsibilities have hindered some project accomplishments.

Turnover of key personnel has also been an issue for projects. As a result, some projects recommend that the same Forest Service contacts be maintained throughout the life of a project (line officers, team leaders, project managers, etc.) or that an interdisciplinary team be established and maintained based on the District to minimize confusion and maximize project tracking (North Kennedy, 2003).

7.3 NEPA and Appeals Process

Project managers have found that, more often than not, a lengthy and time-consuming NEPA process can hinder successful stewardship contracting efforts. In reaction to this finding, Local and Regional Teams have recognized the importance of upfront or pre-NEPA collaboration and prioritization within the agency (NT, 2003). Upfront collaboration can help in educating the public and creating a common understanding of project goals and objectives. However, environmental organizations fundamentally opposed to restoration thinning and/or commercial thinning will remain non-participatory in most collaborative community partnerships (Grand Canyon Stewardship-R3, 2003). The Agency should carefully prioritize staff functions in order to complete NEPA work in a timely fashion (NT, 2003). The effects of agency staff being diverted from project work to fight wildfires were particularly troublesome last year.

In some regions, despite efforts in collaboration, stewardship projects have not been any less affected by appeals than other projects. While collaboration may not shield projects from appeals, there is some proof that it builds trust, reduces the risk of appeals from traditional appellants and facilitates more rapid resolution of appeals (NT, 2003).

7.4 Funding and Budget Management

In general, projects have found that stable funding must be made available to get the job done. Often this funding is needed upfront, otherwise the project might get lost among the many priorities facing the agency (Small Wood-R4, 2003). For some, the annual appropriations process has been problematic in terms of multi-year implementation. As such, multi-year budgeting would allow stewardship projects to be implemented more predictably (NT, 2003). Funding for multiparty monitoring is also especially critical (NT, 2003).

It is equally important for projects to establish and work within a specified budget. To do this, it is important for the agency to share, as soon as possible, how much funding it anticipates for service activities and to share information about projected revenues early and consistently (North Kennedy-R4, 2003). Some

projects have also found it helpful to establish a unique job code for activities to facilitate tracking of expenditures for productivity calculation and evaluations of different options (Burns Creek-R8, 2003). Cost estimates for project activities tend to be severely underestimated largely due to the failure to include costs such as workman's compensation, unemployment insurance, and the use of required Department of Labor wage rates. Some projects find that it would have been helpful to have a good cost-estimating guide with consistent region-, state-, or area-wide equipment costs and wage rates for contracts (Beaver Meadows-R2, 2003).

7.5 Contract or Agreement Development and Award

Project managers and local teams have concluded that the current contracting system and process, combined with funding issues, result in lengthy delays in contract development for projects of large size and complexity (Granite-R5, 2003). As a result, managers and partners have offered a great deal of advice on how to simplify and improve current contracting processes.

7.5.1 Collaborative Processes

Several projects recognize the merits of a collaborative or team approach to contract development. Some have found importance in involving members of the timber sale administration group, particularly Contracting Officers, and members of the regional service contracting group during the early phases of contract design. With a lack of experience in collaboration between these entities, communication between these groups and project planners and implementers is paramount (Beaver Meadows-R2, 2003). This collaborative process can also extend to the private sector by having land managers utilize pre-proposal tours to gather contractor input on what the project should entail. By maintaining an open dialogue with a large group of contractors, project leaders have found they facilitated greater awareness about contracts and greater participation at training sessions. They are also working on their utilization objectives by working to develop markets for small diameter material (Metolius Project-R6, 2003).

When numerous partners are involved and their contributions are considerable, timely accomplishment is crucial (Forest Discovery-R9, 2003). These collaborative relationships can also help decipher reasons for a lack of bids. For example, some projects completed careful reconnaissance work and found that by splitting the original offering into two (one small scale and another larger one), they were more successful in receiving bids (Treasure Interface-R1, 2003). These processes can be improved through the use of "facilitators" who assist units in putting together stewardship contracts (persons actually detailed to work on units) (Foggy Eden-R6, 2003).

Formal negotiations also have value in these early collaborative exercises. In some cases, the ability to negotiate with a contractor saved money and was an essential part of the award process. Because some service work is difficult to describe, negotiations serve a dual purpose of building a common understanding and obtaining a better price for the work (Dry Wolf-R1, 2003).

7.5.2 Training

Some projects have found that where there have been training sessions for contractors, there has been improvement in the quality of proposals being submitted (PNWRT, 2003). Because the requirements for some contracts for stewardship projects are considerably different from more traditional bidding processes (i.e., requiring a detailed technical proposal deterred bidders), training can assist potential contractors in preparing their proposals, including highlighting opportunities for subcontracting (Burned Area-R1,2003).

"We did not allow enough time/training for contractors to learn what was expected of them prior to asking for a contract proposal. This resulted in delays and misunderstandings/" (Dry Wolf-R1, 2003).

7.5.3 Contract Design

Local Teams have offered several suggestions on how to improve the design of contracts to effectively and efficiently reach project goals. In general, projects feel that current contracting options are too complicated and lengthy. Despite pre-solicitation meetings and internal collaboration, sometimes delays continue due to a lack of technical specifications. As one project explained, “*All your ducks have to be in a row prior to the pre-solicitation meeting.*” (Priest Pend Oreille-R1, 2003).

Bidders have tended to be reluctant to bid on multiple, interconnected activities under a single contract without raising their bids significantly to cover the uncertainties or risk and a need for extensive subcontracting (Granite-R5, 2003). For this reason, some urge the agency to “*explore the concept of multi-layered [stewardship contracts], similar to building a house where a [general contractor] subcontracts specific expertise. For example, if there’s a beetle outbreak you don’t want to be limited by one contractor’s expertise (say on watershed) when a new focus develops. Especially when work is over an extended period of time*” (Burned Area Recovery-R1, 2003).

Project managers also warn against over-specifying the solicitation and contract. Drawing upon the contractor’s experience, knowledge and specialized experience can help avoid this. (Buck-R6, 2003). However, with the use of some authorities (e.g., designation by description/prescription), there needs to be a clear definition of trees to be removed or left. This could be based on diameter limits, species limits or end-result description. Descriptions should be precise enough that any two persons would cut similar trees and produce similar results (PNWRT, 2003). These descriptions have to be such that they can be checked both pre- and post- harvest to maintain an accountability of what is removed (truck counts, scale tickets, tonnage, etc). (PNWRT, 2003).

“Simplify the contracts! Get them down to less than 20 pages. The value of the contract and the number of pages required are incongruent; tie the complexity of the contract with the complexity of the project.” (Burned Area Recovery-R1, 2003)

Projects managers have also found that some timber purchasers prefer buying timber by weight, instead of volume (ccf). The purchasers report that buying by weight takes a lot of risk out of buying wood. When they buy by cubic feet, they are not guaranteed how much tonnage they are buying because a cubic foot of timber can vary considerably in weight (First Thinning Loblolly-R8, 2003). Others have found that for fuel reduction projects, “bid by the acre” is too variable and difficult to measure. A more easily measured description of fiber removal (such as “tons of fuel removed”) should be used and can help ensure a competitive bidding process (Burned Area-R1, 2003).

7.6 Product Merchandizing, Marketing and Utilization

For many projects, particularly those in the Southwest, the utilization of small diameter, low-value material is key to restoration success. Value must be added to this material, however, otherwise the taxpayer will continually have to pay a steep price to thin the forest. In addition, a consistent supply of small-diameter wood will be necessary to stimulate a sustainable industry. For this reason, intimate familiarity with the forest products industry and their specifications becomes an important part of developing saleable contracts (Wayah Contract Logging-R8,2003).

Split pricing for products has also shown some early benefit for contract awards:

“Awarding contracts with a uniform price for goods of very different value – in this case roundwood and sawtimber that were sold by the ton – is a mistake. “Split-pricing” for the different products is necessary to keep purchasers from unnecessary risks in the inevitable fluctuations between the prices of different types of commodities” (Clearwater Steawrdship-R1, 2003)

“Another benefit to split pricing is that it assures the public that products are being sold for what they are worth and it encourages better product utilization.” (INWRT, 2003)

7.7 Public Cooperation and Collaboration

For the majority of the Regional Teams, the discussion of collaboration and public involvement in stewardship contracting became a key reporting focus. Most emphasize that public collaboration efforts need to be continuous from inception to end of the project. Such efforts do not begin/end with the completion of NEPA and award of the contract. Rather, collaboration requires a lot more time and commitment than was originally thought, for both the Forest Service and community (Priest Pend Oreille-R1, PNWRT,2003). The development of strong and steady relationships among agencies, locals, other organizations, and any interested parties seems to ensure both accomplishment and longevity among the projects (SWRT, 2003). This interaction between the Forest Service and its partners is essential for informing the public of the many changes that might affect a project or be of interest. Likewise, good networking is essential for taking advantage of grant, research or volunteer opportunities (Grand Canyon-R3, 2003). For many projects, the patience necessary for building partnerships and collaboration has paid off. Local community members have been impressed and have changed their attitudes in some cases. Many do not completely understand stewardship contracting, but having a “stewardship” project has bought some legitimacy (Seven Mile-R2, 2003).

7.7.1 Maintaining Diverse Viewpoints

Project managers and monitoring teams have found that having a number of participants on a given team ensures an institutional memory, especially when agency employees come and go (SWRT, 2003). Even inviting opponents into the hands-on process of developing a monitoring plan can help diffuse tension and build trust (SWRT, 2003).

7.7.2 Lessons in Group Dynamics

In this fourth year of implementation, many local teams have learned key lessons in how to foster productivity in large collaborative settings. Some have found that using non-Forest Service personnel to facilitate the collaboration process is helpful (PNWRT, 2003). Others stress that one must work with a collaborative team continuously, nurture it, and keep it updated and in-the-loop throughout the entire process (PNWRT, 2003). And still others recognize the importance of spending considerable time within the project area - this can be accomplished through a combination of full group and small group visits (North Kennedy-R4, 2003).

Researchers have also found that difficulties can arise due to differences in “meeting socialization” (or those who are more accustomed to meetings and negotiating the politics of a meeting environment), putting those who are more accustomed to meetings at a slight advantage. Those contemplating a collaborative exercise must be aware that such conditions could result in unbalanced input from certain professions or components of a community, and inevitable dissatisfaction with the outcome. (Warren and Rollins, 2003). Leaving the collaboration exercise open also holds potential vulnerability and disruption, similar to what occurred in the Meadow Face Project (R1).¹⁰ In other communities, citizens are already so involved in various community issues (non-forest related) that it is hard to get them to volunteer additional time (Upper Glade-R6, 2003).

7.7.3 Decision Making

A means of power sharing with the management agency must be developed if citizen collaboratives are to work. Asking motivated citizens to volunteer their time in a multi-year, intense negotiation, learning and planning process and then have it considered only a “recommendation” by the agency is unrealistic (Warren and Rollins, 2003). In other words, if the Forest Service invites a group of citizens to develop a proposal, they need to really listen to what the group says and follow their recommendations (North Kennedy-R4, 2003). And though these decisions and activities can be limited by Federal Advisory Committee Act (FACA) implications, project teams and managers urge that once we

¹⁰ During the summer of 2001, the local collaborative group for the Meadow Face Project was taken over by a group of local citizens aimed at targeting issues outside of natural resources.

begin collaboration, failure in meeting partner needs and attending to raised issues becomes more intolerable. People who participate in a collaborative process deserve respect for their ideas and their efforts (Antelope-R6, 2003).

7.8 Monitoring

Projects and teams have also provided various suggestions on how to improve the current monitoring process (and potentially influence future multiparty efforts). Many projects recognize that adaptive management cannot occur without a solid monitoring or data collection effort, and that a monitoring program is an important part of trust building (SWRT, 2003). It is important that people in the larger community know about accomplishments and planned activities associated with projects, and, for many, the current monitoring structure and processes provide access to and information about projects in new ways. For many, the concept of an independent evaluation has proven successful and it is recommended that regional and national program monitoring continue while the agencies work out the details for stewardship contracting (SWRT, 2003).

7.8.1 Structure

Some projects support the continuance of Local, Regional and National Team monitoring meetings and the sharing of lessons learned, innovations, hurdles and networks supported by the current structure (Foggy Eden-R6, 2003). Monitoring and evaluation at the local level is extremely valuable, providing local project coordinators with an independent set of eyes while they generate additional ideas and implement projects (ERT, 2003). These monitoring teams should be initiated early in the process, before the contracts are prepared, so they can participate in the whole process and not have to learn about it later (PaintEmery-R1, 2003). However, some feel that the monitoring and evaluation regions, as they exist, are too big to monitor potentially hundreds of projects.

7.8.2 Suitable Criteria

Whereas the type and depth of inquiry used in the current monitoring effort is dictated by Congressional and agency requests, many participants agree that supplemental criteria be added to monitoring to help draw useful conclusions.

Suggested new monitoring criteria include (Montlure Benny Thinning- R3, 2003):

- A review of the bids to determine if the contract as written provided an incentive to the bidders;
- An interview with the successful bidder, before and after contract completion to determine the beneficial/detrimental aspects of the contract;
- An interview with the COR to determine the effectiveness of the contract;
- A review of product utilization and its benefits to the local community.

Because stewardship contracting is new and has many critics, having both pre- and post-treatment inventory figures available would enable the agency to answer questions raised about the size, condition, and species of trees removed through stewardship prescriptions (INWRT, 2003). Additional criteria that should be considered for meeting these purposes include (INWRT, 2003):

- Average trees per acre by species and class (pre-project, according to prescription, and post-project),
- Average pre-treatment basal area per acre and average post-treatment basal area,
- Average piece size removed, and
- Average tons removed per acre.

Some feel it is impossible to discuss issues such as the extent and quality of local collaboration and the ultimate success of the project using only the paper record provided by the Criteria Package (ERT, 2003). Therefore, rich narrative data should be collected for the evaluation of community involvement. There may be a need to develop a separate evaluation sheet to add to the Criteria Package to determine the

level of collaboration. Through such an evaluation, Regional and Local Teams could be asked to respond to a number of questions on collaboration (NT, 2003). However, it should be noted that agency personnel are already overburdened by reporting requirements, therefore they may not be capable of providing the kinds of information necessary to adequately address community involvement (ERT, 2003). Telephone interviews could be conducted with all Project Coordinators to meet some of these needs.

Comprehensive social and economic information is also needed. Due to a lack of multiparty monitoring from the start of projects, some projects have lacked a baseline on social conditions and issues. This has been considered a missed opportunity. Future and current projects need not miss this social information, as it helps develop markets and employment opportunities (Antelope-R6, 2003).

Even if changes are made to monitoring or evaluation parameters, improvements cannot be made if reporting quality isn't improved. There is a need for more complete local monitoring reports and for better communication between efforts in all regions (NT, 2003).

"If reports from citizen monitoring are necessary in the future, here is a suggested schedule: needs to be more than once, or more than one season after the project is done. The success of a project cannot be determined the first season after it's done. Independent party monitoring of stewardship contracting would help bring credibility and economic viability to projects."(Sheafman Restoration-R1, 2003)

7.8.3 Funding and Costs

Current multiparty teams urge projects to use collaboration to develop ways to support monitoring costs and track benefits for the short and long term (PNWRT, 2003)

"[The] time and energy required of volunteers presents real barriers to substantive involvement. In the Clearwater case, the cost of the monitoring committee was low, because only the actual travel expenses were reimbursed (people's time was donated). It is unlikely that there will be sufficient resources to pay for the considerable expenses needed to cover people's time, but it is important that travel expenses continue to be covered. Monitoring committees provide an important level of credibility to Forest Service activities, since they are perceived as independent. The ability for the Forest Service to continue the care and feeding of monitoring committees will be key to rebuilding public trust."(Clearwater Stewardship-R1, 2003)

8.0 Conclusion

As the fourth year of project implementations comes to a close, one naturally begins to reflect on what has been learned through this exercise in innovation and what issues persist among project efforts. As reported, the projects continue to advance in meeting stated resource objectives, while simultaneously addressing pressing environmental and socio-economic issues. Incredible strides have been made in utilizing these authorities and though slower than anticipated, true change is beginning to take place in how the agency packages and contracts its work.

At this stage, it is difficult to determine the level of success associated with these efforts. In many ways, measuring success relies on its very definition. Early reflections by Regional and National Teams on program success have centered upon:

- Are the projects achieving *good results on the ground*?
- Do the projects *meet their stated goals* and organizational objectives?
- Are *valuable lessons learned* and applied to other projects?

- ❑ Are the *key characteristics of stewardship contracting being maintained* (broad-based public collaboration, provisions for multi-year, multi-task, end-results activities, allow for comprehensive approach to ecosystem management, improved administrative efficiency for the agency, create a new workforce?)?
- ❑ Are these innovations *saving the government money*?

What these teams have been able to determine thus far is that stewardship contracts are helping meet a variety of local community needs including: economic opportunities through local contracting, subcontracting, local purchasing, capacity building and others. They have also promoted or highlighted a need for increased learning, collaboration and trust-building. And they have remained focused on ecological restoration and the maintenance of federal lands (in some instances also neighboring lands) (PNWRT, 2003). Stewardship contracts have also helped bolster efficiencies in project administration, advertisement, cost and implementation for the federal government. They have also encouraged the application of local knowledge and skills and are beginning to show signs of securing longer-term support in project implementation, financing, and monitoring efforts (PNWRT, 2003).

While mandated by Congress, these reflections are an essential component of adaptive management. Through a systematic process of continual improvement (i.e., of management policies and practices) and learning from prior experience, stewardship contracting may hold the key to helping the agency meet evolving and expanding resource management objectives (PNWRT, 2003).

As one can likely assume, this learning is far from over, however. With only six projects completed by the close of FY 2003, there still remains a great deal of room for further innovation and improvement. The passage of Section 323 (*P. L. 108-7*) asserts an even greater responsibility to those involved in this effort to help determine shortcomings and windfalls associated with the use of the expanded stewardship contracting authorities and multiparty monitoring. As such, the findings contained herein inform the ongoing forest policy debate and the role that stewardship contracts play in meeting the goals of ecosystem management and the collaborative stewardship of public lands.

APPENDIX A Regional and National Team Members

Inland Northwest Regional Team

Mike Aderhold- MT Dept. Fish, Wild. & Parks	Ed Lindhal, Clearwater Elk Recovery Team
Jim Burchfield, Bolle Center at UMT	Jack Losensky
Dan Castillo, USDA Forest Service	Aaron Miles, Nez Perce Tribe
Chris Charters, Partnership for a Sustainable Methow	Bill Mulligan- Three Rivers Timber
Anne Dahl, Swan Ecosystem Center	Keith Olson- Montana Logging Association
Michael Daugherty, USDA Forest Service	Jonathan Oppenheimer- ID Conserv. League
Patrick Heffernan, Red Lodge Clearinghouse	Craig Savidge- Priest Pend Oreille Com.
Wayne Hirst, Yaak Stewardship Committee	Duane Vaagen- Vaagen Brothers Lumber

Facilitator: Carol Daly, Flathead Economic Policy Center

Southwest Regional Team

Brian Cottam, Wayne Co. Econ. Dev. Council	Bruce Short, USDA Forest Service
John Cleopher, US Fish and Wildlife Service	Ann Moote, Northern Arizona Univ.
Paul Fink, USDA Forest Service	Kathryn Mutz, University of Colorado
Mae Franklin, Grand Canyon National Park	Don Okerlund, USDA Forest Service
Jody Gale, Utah State Extension	Wayne Shepperd, USDA Forest Service
Craig Jones, Colorado State FS	Rocky Smith, Colorado Wild
Dave Hessel, Colorado State FS	Tom Troxel, Intermountain Forest Assoc.
Amy Krommes, USDA Forest Service	

Facilitator: Carla Harper, Montezuma County Federal Lands Program

Pacific Northwest/Coastal Regional Team

Rick Brown, Defenders of Wildlife	Betty Riley, Sierra Economic Dev. District
Nils Christoffersen, Wallowa Resources	Charles Spencer, Ecosystem Workforce Program
Lance Clark, OR Dept. of Forestry	Randi Spivak, American Lands Alliance
Cate Hartzell, Collaborative Learning Circle	Jerry Smith, Forest Resource Enterprises
Bob Parker, Oregon Stet University Extension	Bruce Standley, Bruce Standley Construction
Mark Phillipp, USDA Forest Service	Fred Weatherill, USDA Forest Service
Teri Raml, Bureau of Land Management	Bill Wickman

Facilitators: Karen Steer and Maia Enzer, Sustainable Northwest; Marcus Kauffman, Watershed Research and Training Center

Eastern Regional Team

Kathy Andregg- USDA Forest Service	Katherine Groves Medlock- GA Forest Watch
Phil Araman- Virginia Polytechnic Institute	Rick Meyer- Forest Resources Association
Yuri Bihun- Shelterwood Systems	Charlie Niebling- Soc. Protection of NH Forests
Terry Bowerman- USDA Forest Service	Sharon Nygaard-Scott- USDA Forest Service
Paul Carlson- Land Trust for the Little TN	Wendy Sanders- Great Lakes Forest Alliance
Frank Hagan- USDA Forest Service	Jim Sherar- USDA Forest Service
Steve Lindeman- The Nature Conservancy	Hank Sloan- USDA Forest Service

Facilitator: Harriet London, Community Dispute Resolution Center, Inc.

National Team

Greg Aplet, The Wilderness Society
Jay Farrell, Am. Forest & Paper Assoc.
Michael Goergen, Soc. of American Foresters
Ron Hooper, USDA Forest Service
Juliet King, independent contractor
Ajit Krishnaswamy, NNFP

Mary Mitsos, Nat. Forest Foundation
Cassandra Moseley, University of Oregon
Eric Palola, National Wildlife Federation
John Sebelius, USDA Forest Service
Mary Virtue, Cornerstone Consultants
Bill von Segen, USDA Forest Service

Facilitators: Naureen Rana, Pinchot Institute for Conservation

APPENDIX B: Project Objectives and Size

Report not filed
 Indicates no answer furnished

n/a Not applicable.
 Cancelled Project.

Region	Project Name	Pilot Initiation	Administrative Unit	Project Objectives	Est. Project Completion	Acres Analyzed		Acres Treated		Contract/Agreement Award Acres FY 2003 Forest Service Data
						Expected	Actual	Expected	Actual	
1	Alice Cr/Nev- Dalton	Sec. 338	Helena NF	Protection of resources, public health, and safety. Provision of recreational facilities and opportunities during Lewis and Clark bicentennial, restore/maintain healthy ecosystems for (1) reduced fire threat; (2) provide wildlife habitat; (3) provide forage; and restore species of concern.		71,770	n/a	1,850	n/a	
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF	Restore ecosystems that burned as a result of large wildfires in 2000. Reduce fuels, improve watershed and aquatic habitat, provide economic opportunities to local/regional communities.		758,814	758,814	46,239	15,000	798
1	Butte South	Sec.332	Beaverhead/Deerlodge NF	Minimize risks of negative impacts to water quality in the even of wildfire in the Basin Creek Municipal Watershed. Reduce fuels.		12,448	n/a	3,977	n/a	
1	Clancy-Unionville Project	Sec. 332	Helena NF	Provide for healthy and diverse veg. Communities, reduce wildfire threat, insure habitat diversity, manage road networks, provide wood products, maintain/improve water quality.		36,000	n/a	3,963	n/a	
1	Clearwater Stewardship	Sec.347	Lolo NF	Improvements in grizzly habitat, reduce mountain pine beetle susceptibility. Maintain forest health and disturbance patterns.	Nov-04	6,800	6,800	n/a	640	
1	Condon Fuels Project	Sec. 332	Flathead NF	Reduce fuels and decrease risk of wildfire to Condon Administrative Site, use results for a Firewise demonstration site.	Sep-03	17	17	7	7	0 (decked log sale)
1	Dry Fork Project	Sec. 332	Lewis & Clark NF	Improve/restore water quality in Dry Fork of Belt Creek, maintain forest health, improve recreation and dispersed camping opportunities, improve trail network, improve historic interpretation.		40,700	n/a	300	n/a	
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF	Recreation improvements (campsites), stream/watershed restoration, habitat improvements.	Sep-04	45,800		170	139	
1	Frenchtown Face	Sec. 332	Lolo NF							
1	Game Range	Sec. 338	Lolo NF	Improve ecosystem health and productivity, reduce fuels loading, improve big game winter range, improve old growth conditions, reduce spread of noxious weeds.		9,400	9,400	2,647	2,157	
1	Iron Honey	Sec. 338	Idaho Panhandle NF	Improve water quality, aquatic habitat, and riparian corridors; restore veg. Species to historic levels; increase age class diversity and reduce old growth fragmentation; reduce fire hazard.		21,600	21,600	7,200	n/a	
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF	Redistribute grazing use and rehabilitate riparian habitat; restore desired forest structure; reduce fire risk to private lands.	Sep-05	2,000	n/a	400	218	
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF							
1	Main Boulder Project	Sec. 332	Gallatin NF	Reduce fire hazards in WUI; restore/maintain old growth communities; provide cover and forage for big game; encourage markets for small dbh species.	Jul-05	10,000	n/a	2,000	n/a	
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF	Reduce sediment sources; improve stream channel connectivity, and temperature; return veg. Into historic range; reduce fire risk and fuel hazards; reduce exotic and noxious species; improve/maintain recreational opps.		27,000	27,000			
1	North Elkhorns	Sec. 332	Helena NF	Restore winter forage range for big game; create sustainable forest with DF/PP old growth; reduce fuels and risk in WUI; improve road safety and reduce erosion; provide trail/recreational opps.		755	755	655	n/a	
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF	Improve the composition, structure, condition, and health of elk habitat; all fire to resume natural role; control invasion/spread of noxious weeds; restore watershed.		156,000	n/a	11,000	n/a	
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF	Restore forest health; improve visual quality; reduce fuels; improve grizzly bear and aquatic habitat; reduce weeds along roads; improve winter range of big game; test "delivered log" approach.	Nov-04	80,000	80,000	3,281	269	
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF	Fuel reduction in wild/urban interface. Forest stand improvements. Reintroduction of fire. Enhanced public education.	Jul-05	7171 (5,139 NFS; 2,032 private land)	23,000	1,762	1,687	
1	Red River Watershed Project	Sec. 332	Nez Perce NF	Improve public safety; reduce wildfire risk; improve/maintain wildlife habitat; restore water quality/aquatic habitat; restore overall health and vigor of forest stands.		103,000	103,000			106
1	Sheafman Restoration	Sec. 338	Bitterroot NF	Reduce fuel hazard and wildfire risk.		475	475	238	n/a	0 (decked log sale)
1	Three Mile Restoration Project	Sec.347	Custer NF	Restore/maintain ponderosa pine/mixed grass prairie ecosystem for wildlife habitat and community stability (grazing and timber production).	Sep-03	34,540	34,540	32,856	n/a	
1	Tobacco Roots	Sec. 338	Beaverhead/Deerlodge NF							
1	Treasure Interface	Sec. 338	Kootenai NF	Reduce wildfire risk; create habitat diversity; maintain/restore ecosystems; provide forest products and jobs; provide public safety.	Nov-03	1,400	1,400	765	765	678
1	West Glacier Fuels Project	Sec. 332	Flathead NF	Provide for public and firefighter safety; reduce fuels and wildfire threats; establish defensible space in WUI.	Spring 2005	200	220	175	n/a	

Region	Project Name	Pilot Initiation	Administrative Unit	Project Objectives	Est. Project Completion	Acres Analyzed		Acres Treated		Contract/Agreement Award Acres
						Expected	Actual	Expected	Actual	
										FY 2003 Forest Service Data
1	Westface	Sec. 338	Beaverhead/Deerlodge NF	Restore/enhance forest stand conditions; improve visual quality; treat invasive plants; restore wildlife habitat; reduce potential for sediment introduction; improve access and travel mgt.; improve recreational sites/facilities; improve interpretive signage; improve stock management.	Oct-07	15,000	n/a	907	n/a	
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF	Reduce hazardous fuel levels; improve wildlife habitat; increase local employment opps; restore streams and improve water quality; involve community in project development; restore vegetative diversity.	Sep-07	44,410	44,410	211	n/a	211
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF	Restore existing white fir dominated forests to communities better reflecting their historical conditions.		5,800		808		
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF							
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF	Reduce forest fuels in WUI; maintain and promote disturbance dependent plant communities; and improve forest health and resiliency.	Fall 2008	49,120	49,120	2,494	879	
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF	Reduce risk of insect/disease outbreaks; reduce fuels; restores aspen and ponderosa pine forests.	Sep-06	4,510	4,510	2,100	n/a	
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF	Restore ponderosa pine forests; reduce noxious weeds; reduce risk of wildfire; and test use of Colorado FS to manage contracts on FS land.	Sep-03	40	40	40	40	
2	Upper Blue Stewardship	Sec.347	White River NF	Improve forest health, wildlife habitat, and fire resilience through reduced forest density and structural improvements.		14,000	14,000			
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF	Reduce sediment input into streams (watershed and trail restoration); reduce noxious weeds; reduce risk of catastrophic wildfire; improve TE species habitat.		17,400	17,400	2,000	5,615	
2	Winiger Ridge	Sec.347	Arapaho-Roosevelt NF	Develop 5-yr plan to address forest health, habitat, wildfire, insect/disease, urban impacts, and recreation.	Sep-05	2,475	2,475	1,800	n/a	332
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF	Reestablishment of native cottonwoods and willows; restoration of watersheds; increase grass, shrubs, forbs; reduce wildfire risk; increase waterflow and infiltration into aquifer; and provide increased employment opportunities.						
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF	Reduce fuel loading and reduce fire hazards within the forest.						
3	Grand Canyon Stewardship Project	Sec.347	Coconino NF	Fuel hazard reduction; protection of TES species; protect/enhance watershed elements; improve understory productivity; increase age class diversity in forests; road maintenance; restore riparian areas.	Dec-04	80,000	21,500	65,000	4,981	1,968
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF	Reduce fuel loading, reduce fuel treatment costs, improve forest health, sequester carbon in wood products, offer increased employment.						
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF	Reduce wildfire risk; and improve firefighter and public safety.		55,000	40,000	358	n/a	59
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF	Reduce wildfire hazards in WUI; improve forest health and vigor.		2,650	2,650	2,014	n/a	
3	Schoolhouse Thinning	Sec. 338	Prescott NF	Reduce tree densities; reduce wildfire risk; and improve forest health and vigor.						
3	Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF	Fuel hazard reduction, and creation of various forest products.	Sep-03			33	33	33
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF	Reduce tree densities; create openings in dense stands; and reduce fuel hazards.		2,300	n/a	600	n/a	
4	Duck Creek Village	Sec. 332	Dixie NF							
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF	Restore forest and grassland ecosystems to historical benchmark (improve aspen distribution, reduce fire risk, restore watershed, reduce insect/pathogen threat, improve habitat).		50,000	50,000	4,971	n/a	
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF	Return vegetation to historic range; restore water quality in creek drainages; improve wildlife habitat; enhance recreational opportunities; and reduce risk of wildfire.		8,600	8,600	3,646	n/a	
4	Recap Density Management	Sec. 332	Dixie NF	Improve forest health and stand productivity.		3,364		155	n/a	
4	Small Wood Utilization and Sustainable Communities	Sec. 332	Boise NF	Provide small wood material; reduce fuel levels and fire hazard; support rural development and community sustainability; lower insect and disease risk.		5,000	7,000	204	n/a	
4	Warm Ridge Glide	Sec. 338	Boise NF	Reduce stand densities; reduce wildfire risk; reduce susceptibility to insect/disease; recover economic value of timber; manage/maintain transportation system.	Dec-05	22,690	22,690	3,500	748	
5	Granite Watershed *	n/a	Stanislaus NF	Watershed protection, improved wildlife habitat, noxious weed control, reforestation and forest health. Designation of special interest areas.	Jun-05					2,841
5	Grassy Flats	Sec.347	Shasta - Trinity NF	Improve forest and watershed health. Decrease fire risk. Build pride of tribal community. Increase cross-cultural understanding. Improve forest health, forest meadows, and riparian areas. Increase plant diversity, and advance knowledge of Native American stewardship. Increase vitality of NTFP products (beargrass, bulbs, corns, tubers). Enhance acorn production.		1,315	1,315	451	451	
5	Maidu Stewardship	Sec. 338	Plumas NF			2,100	2,100	1,530	n/a	

Region	Project Name	Pilot Initiation	Administrative Unit	Project Objectives	Est. Project Completion	Acres Analyzed		Acres Treated		Contract/Agreement Award Acres
						Expected	Actual	Expected	Actual	
5	Pilot Creek	Sec.347	Six Rivers NF	Reduce wildfire risk, restore degraded oak woodlands, improve well-being of local community.		248	193	29	29	
6	Antelope Pilot Project	Sec.347	Winema NF	Protection and management of old-growth forest ecosystems (ponderosa pine). Maintain game forage and cover. Protect and maintain soil productivity. Develop markets for small diameter species.	Sep-02	1,664	1,644	1,644	1,644	
6	Baker City Watershed	Sec.347	Wallowa - Whitman NF	Fuel reduction, improve forest health. Improve local employment opportunities.	Jun-05	14,000	14,000	1,173	1,071	
6	Buck Vegetation Management Project	Sec. 338	Wallowa - Whitman NF	Increase late successional species and old growth structure, reduce stand density, improve species composition, decrease fuel loads, improve road drainage, reduce open road density, provide product for local communities.	Mar-04	8,410	8,410	880	765	
6	Foggy Eden	Sec. 332	Siskiyou NF	Increase representation of old growth forests, improve riparian conditions, reduce noxious weeds, enhance recreation opps., reduce wildfire risk, maintain game forage and habitat, provide local economic opportunities.		10,500	7,850	4,300	1,450	
6	Hungry Hunter Ecosystem Restoration Project	Sec. 338	Okanogan & Wenatchee NF	To address the issues of fire risk at the landscape scale. To manipulate vegetation to reduce wildfire risk; to enhance late successional habitat; provide opportunities for timber and other forest product removal; and to rehabilitate and adjust existing road systems to reduce erosion and reduce maintenance burden.		26,000	n/a	10,522	n/a	
6	Littlehorn Wild Sheep Habitat Restoration	Sec.347	Colville NF	Improvement of bighorn sheep habitat.	Nov-04	358	358	358	358	
6	McKenzie Stewardship Project	Sec. 332	Willamette NF	Reduce stocking levels, improve tree growth, reduce fuel loads. Provide opportunities for public firewood collection.	Jun-05	30,000	30,000	250	n/a	
6	Metolius Basin Fuels Mgt. Project	Sec. 332	Deschutes NF	Reduce risk of wildfire, insect and disease. Protect safety of residents, visitors, trail and natural resources. Restore old growth forest conditions. Protect and restore water quality.		17,000	17,000	12,000	n/a	
6	Oh Deer Stewardship Project	Sec 338	Okanogan & Wenatchee NF							215
6	Siuslaw Basin Rehabilitation Project	Sec. 332	Siuslaw NF	Reduce prep. And administrative costs. Minimize soil impacts. Encourage community participation.	Jun-05	20,000	18,960	3,640	4,848	1,050
6	Sprinkle Restoration Project	Sec. 338	Wallowa - Whitman NF	Improve forest health, decrease severity of insect/wildfire episodes, improve stand structure, reintroduce fire, increase large down, woody debris.	Jun-05	41,000	41,000	12,253	n/a	2,800
6	Upper Glade/Little Applegate	Sec.347	Rogue River NF	Restore sustainable, biologically diverse ecosystem. Provide wood fiber to local economy. Employ harvest methods that promote local employment.	Jun-03	74,500	26,500	6,602	488	200
8	Burns Creek Swing Contract Logging	Sec.347	GW - Jefferson NF	Implement treatments on areas that are currently infeasible. Demonstrate alternative logging methods. Fisheries habitat improvements.	Mar-02	n/a	n/a	32	32	
8	Elk & Bison Prairie Habitat Stewardship	Sec. 338	Land Between the Lakes	Reduce public safety hazards, reduce long-term maintenance costs, and improve overall recreation experience by improving visual quality of Recreation Area.		700	n/a	200	n/a	
8	First Loblolly Pine Thinning Project	Sec. 332	Francis Marion & Sumter NF	Improve red-cockaded woodpecker foraging habitat, and improve forest health through thinnings to increase resistance to Southern Pine Beetle outbreaks and catastrophic fire.	Oct-06	5,100	2,100	5,100	0	1,660
8	Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF	Maintain biodiversity, protect/enhance aquatic habitat, provide habitat requirements for Mgt. Indicator Species, encourage development of markets for low-grade and small-diameter timber, manage the visual resource, and improve existing transportation system.		4,562	4,562	1,376	n/a	
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Alabama	Restore native longleaf pine ecosystem, and improve habitat for red-cockaded woodpecker.	Sep-05	4,222	4,222	4,222	4,222	488
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Florida	Improve red cockaded woodpecker habitat; remove undesirable tree species; restore full ecosystems; clean-up illegally disposed trash; close roads.		45,548	45,548	2,422	n/a	
8	Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)	Reopen forage habitat for red-cockaded woodpeckers (RCW); manage cluster seedtraps for RCW flightways.		7,458	n/a	7,458	n/a	
8	Nolichucky-Unaka Stewardship	Sec.347	Cherokee NF	Create high-elevation, early successional habitat for neotropical birds. Improved recreational opportunities.		250	150	n/a	n/a	
8	Comp 113 RCW Habitat Improvement	Sec. 332	Oconee NF	Improve red-cockaded woodpecker habitat, improve habitat for Backmann's sparrow, improve watersheds, improve existing hunting camp facilities, provide protection for archeological site (cemetery), and provide wildlife viewing opportunities.		5,000	7,083	2,237	3,489	
8	Sand Mountain Contract Logging Services	Sec. 332	NFs in NC (Pisgah)	Wildlife habitat improvements, watershed restoration, noxious weed control, and enhancement of recreation.	Dec-03	n/a	3,000	36	n/a	45
8	Southern Pine Beetle Suppression Project	Sec. 338	Sumter NF	Shorten time between SPB detection and treatment; gain revenue from receipts, otherwise not gained areas with timber of low economic value; reduce fire risk and fuel hazards.	Sep-04	50,000	50,000	500	25	
8	Wayah Contract Logging Stewardship Project	Sec.347	NFS in NC	Improve forest health through logging activities, improve wildlife habitat (bat).	Sep-03	30	30	18	14	0 (decked log sale)

Region	Project Name	Pilot Initiation	Administrative Unit	Project Objectives	Est. Project Completion	Acres Analyzed		Acres Treated		Contract/Agreement Award Acres <i>FY 2003 Forest Service Data</i>
						<i>Expected</i>	<i>Actual</i>	<i>Expected</i>	<i>Actual</i>	
9	Fernow Experimental Forest Stewardship Project	Sec. 338	Monongahela NF	Improve activities on forest, watershed restoration, increase/restore soil productivity, maintain historical/social resource for Tucker County, WV.		n/a	n/a	650	142	112
9	Forest Discovery Trail	Sec.347	White Mountain	Construct discovery trail for interpretive/educational purposes.	Nov-01	80	80	10	10	
9	Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF	Improve Kirtland's warbler habitat with jack pine reforestation.		956	956	n/a	n/a	
9	North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF	Improve forest health, enhance wildlife habitat, protect water quality, enhance ecological functioning of riparian corridor.	Sep-06	260	n/a	100	n/a	
9	Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF	Provide for public safety and provide recreational opportunities.		300	n/a	4	n/a	
9	White River Riparian Buffer	Sec. 338	Green Mountain NF	Re-establish riparian vegetation along the Upper White River, and remove exotic plant species.		76	18	16	n/a	

* The Granite Project is testing the authority of "exchanging goods for services", which was provided by the Granite Watershed Enhancement and Protection Act of 1998- H.R. 2886

APPENDIX C: Process Overview- NEPA

Report not filed
Project cancelled

Indicates no answer furnished

Region	Project Name	Pilot Initiation	Administrative Unit	Process Status						Additional Notes	
				NEPA Incomplete	NEPA Complete	Decision Date	Complete prior to authorization?	Appeals/ Litigation	Appeals/ Litigation Status		
1	Alice Cr/Nev- Dalton	Sec. 338	Helena NF	•					•	unknown	This project not appealed. Clancy Unionville and Maudlow-Toton Salvage Sale appealed and litigated. Further delays caused by fires in FY2000.
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF		•	Nov-01	•	•	•	Mediated agreement.	Lawsuit filed against project by Friends of the Bitterroot, the Ecology Center, the Center for Biological Diversity, and the Sierra Club. Mediation agreement reached 2/2002 to implement 15,000 ac of original proposal.
1	Butte South	Sec.332	Beaverhead/Deerlodge NF	•							
1	Clancy-Unionville Project	Sec.332	Helena NF	•							
1	Clearwater Stewardship	Sec.347	Lolo NF		•	Mar-01			•	Decision affirmed.	Project appealed 4/01 by the Ecology Center and others. Affirmed 6/01. Appeal identified issues related to effects on grizzly bear, range of alternatives, lynx, cumulative effects, BMPs, soil productivity, and economics. Appeal resulted in project delay.
1	Condon Fuels Project	Sec. 332	Flathead NF		•	Oct-01	•				
1	Dry Fork Project	Sec. 332	Lewis & Clark NF		•	Nov-01	•	•	•	Decision affirmed.	Project appealed by the Ecology Center and Jeff Juel.
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF		•	Mar-00					
1	Frenchtown Face	Sec. 332	Lolo NF	•							
1	Game Range	Sec. 338	Lolo NF		•	Aug-02			•	Decision affirmed.	Appealed by the Ecology Center and Alliance for the Wild Rockies.
1	Iron Honey	Sec. 338	Idaho Panhandle NF		•	Feb-02			•	Decision upheld.	Appealed by the Lands Council, Kootenai Environmental Alliance, the Ecology Center, Alliance for the Wild Rockies, and Idaho Sporting Congress. Upheld by regional forester in 5/2002.
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF		•	Jul-01	•	•	•	Decision affirmed.	Appeal was dropped following negotiation.
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF								
1	Main Boulder Project	Sec. 332	Gallatin NF	•							
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF		•	Feb-03			•	Decision affirmed.	Friends of the Clearwater, Alliance for the Wild Rockies, The Lands Council, the Ecology Center, and Idaho Sporting Congress appealed, along with Nez Perce Tribal Executive Committee. Decision affirmed.
1	North Elkhorns	Sec. 332	Helena NF		•	Nov-01	•	•	•	Decision affirmed.	Project appealed by the Native Ecosystem Council. Project litigated with court date of 8/2003. Same parties. Lawsuit centered on inconsistency with forest plan, failure to prepare adequate econ. Analysis, assess cumulative impacts.
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF		•	Jan-03			•	Decision affirmed.	Three appeals were received and upon review, decision was upheld in Spring 2003.
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF		•	May-99	•	•	•	Decision affirmed.	Appealed in 7/99. Resolved and Decision affirmed 8/99. Involved parties included Friends of the Wild Swan, Swan View Coalition, American Wildlands, Wildlands Center for Preventing Roads.
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF		•	Dec-01			•	Decision affirmed.	EA was appealed in 8/99 and the EIS was appealed in 2/01. Implementation was delayed when an EIS was prepared. Involved parties included The Lands Council, the Ecology Center, Alliance for the Wild Rockies, Forest Guardians, and American Wildlands.
1	Red River Watershed Project	Sec. 332	Nez Perce NF	•							
1	Sheafman Restoration	Sec. 338	Bitterroot NF		•	May-01	•	•	•	Decision affirmed.	Project appealed by the Ecology Center and Alliance for the Wild Rockies. Issues included discussion of project effects on wildfire and structure protection, inadequate consideration of impacts, inadequate analysis on wildlife population viability, and failure to disclose how historic range of variability estimated.
1	Three Mile Restoration Project	Sec.347	Custer NF	•					•	On-going.	Project was appealed by the Ecology Center. The Forest is now drafting a supplemental EIS. Still awaiting decision following NEPA.
1	Tobacco Roots	Sec. 338	Beaverhead/Deerlodge NF								
1	Treasure Interface	Sec. 338	Kootenai NF		•	Apr-02			•	Decision affirmed.	Project was appealed by the Ecology Center, Land Council, Alliance for Wild Rockies, Forest Conservation Council, National Forest Protection Alliance, and MT Sierra Club (filed jointly by all appellants).
1	West Glacier Fuels Project	Sec. 332	Flathead NF	•					•		
1	Westface	Sec. 338	Beaverhead/Deerlodge NF		•	Feb-99	•	•	•	Decision affirmed.	Appealed by the Native Ecosystem Council. Upheld by ADO FY1999
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF		•	Jun-99	•	•	•	Decision affirmed. Settlement Agreement signed in spring of 2001.	Appealed in 7/99, decision was upheld. Due to appeal, project was delayed 45-60 days. Also important to note that the Alliance for Wild Rockies filed a lawsuit related to grizzly bear mgt.issues. Project activities were not specifically at issue, but area under EA was. Settlement agreed in Spring 2001 that allowed projects to proceed.
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF		•	Jul-97	•				
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF								
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF		•	Mar-02					

Region	Project Name	Pilot Initiation	Administrative Unit	Process Status						Additional Notes
				NEPA Incomplete	NEPA Complete	Decision Date	Complete prior to authorization?	Appeals/ Litigation	Appeals/ Litigation Status	
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF		•	Aug-99	•	•	Decision affirmed.	Project appealed by Forest Guardians. Upheld 1998.
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF		•	Jun-99	•			
2	Upper Blue Stewardship	Sec.347	White River NF		•	n/a				
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF		•	Aug-01 & Jan-02	•	•	First decision reversed; second affirmed.	First decision for Inventoried Roadless Areas was appealed by Land and Water Fund of the Rockies (representing American Lands, Aspen Wilderness Workshop, Center for Native Ecosystems, Colorado Wild, The Wilderness Society, Wildlands Center for Preventing Roads, and Upper Arkansas and South Platte Project). Revised decision was appealed by same envi. groups and Intermountain Forest Association.
2	Winiger Ridge	Sec.347	Arapaho-Roosevelt NF		•	Jul-00		•	Resolved.	Appealed by Colorado Wild and local neighbors.
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF							
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF	•						
3	Grand Canyon Stewardship Project	Sec.347	Coconino NF		•	Apr-99	•	•	Decision reversed.	Appealed by Forest Conservation Council, National Forest Protection Alliance, Forest Guardians, Flagstaff Activists Network, Southwest Forest Alliance, and Southwest Center for Biological Diversity. Lawsuit filed against project by Forest Conservation Council, National Forest Protection Alliance, Forest Guardians, and Flagstaff Activists Network. Settled with agreement for new Decision Notice.
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF	•						
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF		•	May-02, Aug 02, and Jul-03		•	Resolved.	Appealed by White Mountain Conservation League and Center for Biological Diversity.
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF		•	May-02 and Aug-02				
3	Schoolhouse Thinning	Sec. 338	Prescott NF		•	Jul-98	•	•	Decision affirmed.	Appealed by Southwest Center for Biodiversity and Forest Guardians.
3	Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF		•	Oct-00	•			
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF		•	Jul-03				
4	Duck Creek Village	Sec. 332	Dixie NF							
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF		•	Dec-00		•	Decision affirmed in March-01. Court hearing pending.	Appealed by Utah Environmental Congress, Forest Conservation Council, and National Forest Protection Alliance. Lawsuit filed against project by Utah Environmental Congress- court hearing pending.
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF		•	Mar-03				
4	Recap Density Management	Sec. 332	Dixie NF		•	Aug-94	•			
4	Small Wood Utilization and Sustainable Communities	Sec. 332	Boise NF		•	May-00	•			
4	Warm Ridge Glide	Sec. 338	Boise NF		•	Nov-00	•	•	Decision affirmed.	Appealed by Forest Conservation Council, National Forest Protection Alliance, and Alliance for the Wild Rockies.
5	Granite Watershed *	n/a	Stanislaus NF		•	May-01		•	Decision affirmed.	The mechanical thinning and fuel reduction project within this pilot were appealed by the Forest Conservation Council in 6/2001. Decision was upheld.
5	Grassy Flats	Sec.347	Shasta - Trinity NF		•	1995-98	•	•	Enjoined by Rothstein decision.	Action filed, but not specific to project. Planning team has been developing creative alternatives to move forward. Involved parties included National Marine Fisheries, Pacific Coast Fisheries, Judge Rothstein, 9th Circuit Court.
5	Maidu Stewardship	Sec. 338	Plumas NF		•	Jul-03				
5	Pilot Creek	Sec.347	Six Rivers NF		•	May-96	•	•	Enjoined by Rothstein decision.	Action filed, but not specific to project. Awaiting conclusion to Rothstein III litigation.
6	Antelope Pilot Project	Sec.347	Winema NF		•	May-99	•			
6	Baker City Watershed	Sec.347	Wallowa - Whitman NF		•	Mar-95	•	•	Resolved.	Appealed by Oregon Natural Resources Council.
6	Buck Vegetation Management Project	Sec. 338	Wallowa - Whitman NF		•	Sep-00	•	•	Resolved.	Appealed by Oregon Natural Resources Council and Hells Canyon Preservation Council (local organization).
6	Foggy Eden	Sec. 332	Siskiyou NF	•						
6	Hungry Hunter Ecosystem Restoration Project	Sec. 338	Okanogan NF	•				•	Actions filed.	Actions filed, but not related to the project. Resulting in considerable project delays.
6	Littlehorn Wild Sheep Habitat Restoration	Sec.347	Colville NF		•	Jun-98	•	•	Upheld.	Project was appealed in 8/98. Resolved at the regional office level. Appeal was related to roadless conditions, NEPA inadequacy, water quality, wildlife, recreation, noxious weed treatment, and grazing issues.
6	McKenzie Stewardship Project	Sec. 332	Willamette NF		•	1997	•	•		
6	Metolius Basin Fuels Mgt. Project	Sec. 332	Deschutes NF		•	Jul-03		•	On-going.	Appealed by League of Wilderness Defenders. "Informal Disposition" is scheduled. Meetings with appellant are on-going.
6	Oh Deer Stewardship Project	Sec. 338								
6	Siuslaw Basin Rehabilitation Project	Sec. 332	Siuslaw NF		•	Jan-02	•			
6	Sprinkle Restoration Project	Sec. 338	Wallowa - Whitman NF		•	Aug-01	•	•	Decision Affirmed.	Appealed by Oregon Natural Resources Council and Hells Canyon Preservation Council (local organization). Affirmed February 2002.
6	Upper Glade/Little Applegate	Sec.347	Rogue River NF		•	May-97	•	•	Resolved.	Appealed by Yale Creek Community residents.

Region	Project Name	Pilot Initiation	Administrative Unit	Process Status						Additional Notes
				NEPA Incomplete	NEPA Complete	Decision Date	Complete prior to authorization?	Appeals/ Litigation	Appeals/ Litigation Status	
8	Burns Creek Swing Contract Logging	Sec.347	GW - Jefferson NF		•	Oct-97	•	•	Decision affirmed.	Appealed by Preserve Appalachian Wilderness and the Devils Fork Trail Club.
8	Elk & Bison Prairie Habitat Stewardship	Sec. 338	Land Between the Lakes	•						
8	First Loblolly Pine Thinning Project	Sec. 332	Francis Marion & Sumter NFs		•	9/98 and 9/00	•			
8	Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF		•	Nov-96	•	•	Dismissed/ Settled	Appealed by Kentucky Heartwood, Inc. and Heartwood, Inc. Action filed by same parties but not specific to this project.
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Florida	•	•	Nov-96	•			Phase I NEPA complete, awaiting phases II and III.
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Alabama		•	Aug-99	•	•	Resolved	Action filed by the Sierra Club, but not specific to project.
8	Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)	•						
8	Nolichucky-Unaka Stewardship	Sec.347	Cherokee NF		•	Sep-03				
8	RCW Habitat Improvement	Sec. 332	Oconee NF	•						
8	Sand Mountain Contract Logging Services	Sec. 332	NFs in NC (Pisgah)		•	Jan-02	•	•	Decision affirmed.	Project appealed by Wildlaw, anti-management firm in Asheville.
8	Southern Pine Beetle Suppression Project	Sec. 338	Francis Marion & Sumter NFs		•	Mar-99	•			
8	Wayah Contract Logging Stewardship Project	Sec.347	NFS in NC		•	May-02		•	Decision affirmed.	Appealed by Southern Environmental Law Center, representing the WNC Alliance.
9	Fernow Experimental Forest Stewardship Project	Sec. 338	Monongahela NF		•	Dec-00	•	•	Decision affirmed.	Appealed by Trout Unlimited (WV chapter).
9	Forest Discovery Trail	Sec.347	White Mountain		•	1995	•			
9	Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF		•	Five NEPA: 1/97 thru 5/01	•			
9	North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF	•						
9	Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF	•						
9	White River Riparian Buffer	Sec. 338	Green Mountain NF	•						

APPENDIX F: Funding Overview

Report not filed
Project cancelled

Indicates no answer furnished

Region	Project Name	Pilot Initiation	Administrative Unit	Total Funding since Project Start						Additional Notes	
				Forest Service Approps.	Product Exchanged for Service	Receipts Retained	Cooperator Contribution	Other	Total		
1	Alice Cr/Neve- Dalton	Sec. 338	Helena NF	\$385,000						\$385,000	
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF	\$1,410,085		\$58,958		\$26,729		\$1,495,772	Credits earned an applied to land improvements (\$26,729).
1	Butte South	Sec.332	Beaverhead/Deerlodge NF	\$87,000						\$87,000	
1	Clancy-Unionville Project	Sec. 332	Helena NF								
1	Clearwater Stewardship	Sec.347	Lolo NF		\$793,177	\$0	\$107,345			\$900,522	
1	Condon Fuels Project	Sec. 332	Flathead NF	\$3,695	\$2,729		\$9,968			\$16,392	Cooperator in-kind (\$800), in-cash (\$3,080).
1	Dry Fork Project	Sec. 332	Lewis & Clark NF	\$40,000						\$40,000	
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF	\$54,500	\$78,000	\$24,000	\$2,900	\$4,000		\$163,400	Grant from Central MT Foundation (\$4,000). Donated services (\$2,900).
1	Frenchtown Face	Sec. 332	Lolo NF								
1	Game Range	Sec. 338	Lolo NF								
1	Iron Honey	Sec. 338	Idaho Panhandle NF								
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF	\$4,000						\$4,000	
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF								
1	Main Boulder Project	Sec. 332	Gallatin NF	\$71,000						\$71,000	
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF	\$1,180,000			\$60,000			\$1,240,000	Nez Perce Tribe in-cash (\$15,000). Donated services of Stewards meetings (\$48,000).
1	North Elkhorns	Sec. 332	Helena NF								
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF	\$750,000						\$750,000	
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF	\$332,000		\$248,705	\$12,000			\$592,705	Donated services (\$12,000).
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF	\$532,000	\$159,924	\$233,604	\$71,000			\$996,528	Donated services (\$71,000).
1	Red River Watershed Project	Sec. 332	Nez Perce NF		\$7,926	\$8,106	\$1,500			\$17,532	Donated services (\$1,500)
1	Sheafman Restoration	Sec. 338	Bitterroot NF	\$190,752	\$9,037					\$199,789	
1	Three Mile Restoration Project	Sec.347	Custer NF	\$194,490						\$194,490	
1	Tobacco Roads	Sec. 338	Beaverhead/Deerlodge NF								
1	Treasure Interface	Sec. 338	Kootenai NF	\$49,000	\$64,640	\$161,000				\$274,640	
1	West Glacier Fuels Project	Sec. 332	Flathead NF	\$55,000						\$55,000	
1	Westface	Sec. 338	Beaverhead/Deerlodge NF	\$211,000	\$204,736	\$125,509				\$541,245	
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF	\$103,320	\$20,385					\$123,705	
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF	\$143,200	\$19,077			\$7,000		\$169,277	Funding provided by Four Corners Sustainable Forests Partnership.
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF								
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF	\$225,000						\$225,000	
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF	\$242,000	\$35,220					\$277,220	
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF	\$105,000	\$1,690		\$22,800			\$129,490	Donated services (\$22,800).
2	Upper Blue Stewardship	Sec.347	White River NF	\$1,569,155			\$29,269			\$1,598,424	Funding covers NEPA costs, as well.
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF	\$4,700,000			\$40,000			\$4,740,000	Donated services (\$40,000).
2	Winiger Ridge	Sec.347	Arapaho-Roosevelt NF	\$1,765,888			\$311,500			\$2,077,388	In-cash contributions.
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF								
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF								
3	Grand Canyon Stewardship Project	Sec.347	Cocconino NF	\$2,036,850	\$1,080,947	\$8,000	\$546,000	\$723,560		\$4,395,357	
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF								
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF	\$205,960	\$12,753					\$218,713	
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF	\$220,500	\$26,000		\$94,000			\$340,500	
3	Schoolhouse Thinning	Sec. 338	Prescott NF								
3	Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF	\$15,162						\$15,162	
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF	\$101,000						\$101,000	
4	Duck Creek Village	Sec. 332	Dixie NF								
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF								
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF								
4	Recap Density Management	Sec. 332	Dixie NF	\$18,000	\$110					\$18,110	
4	Small Wood Utilization and Sustainable Communities	Sec. 332	Boise NF	\$8,320			\$3,760			\$12,080	
4	Warm Ridge Glide	Sec. 338	Boise NF	\$119,400	\$15,160	\$59,000		\$85,000		\$278,560	BLM appropriations.

Region	Project Name	Pilot Initiation	Administrative Unit	Total Funding since Project Start						Additional Notes
				Forest Service Approps.	Product Exchanged for Service	Receipts Retained	Cooperator Contribution	Other	Total	
5	Granite Watershed *	n/a	Stanislaus NF	\$0	\$0	\$0	\$0		\$0	no funds received.
5	Grassy Flats	Sec.347	Shasta - Trinity NF							
5	Maidu Stewardship	Sec. 338	Plumas NF	\$440,000			\$226,000		\$666,000	In-cash support from local RAC and other donated services.
5	Pilot Creek	Sec.347	Six Rivers NF	\$34,000					\$34,000	
6	Antelope Pilot Project	Sec.347	Winema NF	\$41,282	\$83,126		\$5,000		\$129,408	Cooperator contributions from donated services.
6	Baker City Watershed	Sec.347	Wallowa - Whitman NF	\$1,813,056	\$585,000		\$5,000	\$28,800	\$2,431,856	PNW lab monitoring costs.
6	Buck Vegetation Management Project	Sec. 338	Wallowa - Whitman NF		\$181,792	\$130,893			\$312,685	
6	Foggy Eden	Sec. 332	Siskiyou NF	\$130,000					\$130,000	
6	Hungry Hunter Ecosystem Restoration Project	Sec. 338	Okanogan NF							
6	Littlehorn Wild Sheep Habitat Restoration	Sec.347	Colville NF	\$139,539	\$161,882				\$301,421	
6	McKenzie Stewardship Project	Sec. 332	Willamette NF							
6	Metolius Basin Fuels Mgt. Project	Sec. 332	Deschutes NF	\$15,000					\$15,000	
6	Oh Deer Stewardship Project	Sec. 338								
6	Siuslaw Basin Rehabilitation Project	Sec. 332	Siuslaw NF	\$110,000	\$1,372,765	\$738,400			\$2,221,165	
6	Sprinkle Restoration Project	Sec.338	Wallowa - Whitman NF	\$391,587	\$378,916	\$69,561			\$840,064	Receipts from Buck utilized on Siuslaw.
6	Upper Glade/Little Applegate	Sec.347	Rogue River NF	\$907,498			\$130,000		\$1,037,498	Donated services.
8	Burns Creek Swing Contract Logging	Sec.347	GW - Jefferson NF	\$160,000	\$22,740	\$69,000	\$5,070		\$256,810	
8	Elk & Bison Prairie Habitat Stewardship	Sec. 338	Land Between the Lakes							
8	First Loblolly Pine Thinning Project	Sec. 332	Francis Marion & Sumter NFs	\$100,000					\$100,000	
8	Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF							
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Alabama	\$273,213			\$5,000		\$278,213	American Forests (Global Releaf) has contributed \$5,000 thusfar.
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Florida							
8	Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)							
8	Nolichucky-Unaka Stewardship	Sec.347	Cherokee NF	\$69,000			\$7,500		\$76,500	Appropriations come from mixed job codes.
8	RCW Habitat Improvement	Sec. 332	Oconee NF							
8	Sand Mountain Contract Logging Services	Sec. 332	NFs in NC (Pisgah)			\$125,000	\$10,000		\$135,000	Receipts from Burns Creek and Wayah pilots.
8	Southern Pine Beetle Suppression Project	Sec. 338	Francis Marion & Sumter NFs	\$13,850					\$13,850	
8	Wayah Contract Logging Stewardship Project	Sec.347	NFS in NC	\$22,300		\$91,804			\$114,104	Relayed receipts to Sand Mtn Project
9	Fernow Experimental Forest Stewardship Project	Sec. 338	Monongahela NF	\$54,788		\$97,771		\$195,542	\$348,101	Timber sale receipts.
9	Forest Discovery Trail	Sec.347	White Mountain	\$63,000	\$570		\$55,000		\$118,570	
9	Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF			\$200,000			\$200,000	
9	North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF	\$4,400					\$4,400	
9	Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF	\$1,000					\$1,000	
9	White River Riparian Buffer	Sec. 338	Green Mountain NF							

APPENDIX G: Costs Overview

Report not filed
Project cancelled

Indicates no answer furnished

Region	Project Name	Sec. 347	Administrative Unit	Total Costs								Additional Notes	
				Planning/NEPA	Contract/Sale Preparation	Contract/Sale Administration	Service Contract	Citizen Involvement	Monitoring/Evaluation	Other	Total		
1	Alice Cr/Nev- Dalton	Sec. 338	Helena NF	\$385,000					\$5,000			\$390,000	
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF	\$1,400,000	\$179,300				\$12,275	\$5,600		\$1,597,175	Preparation and administration lumped together.
1	Butte South	Sec.332	Beaverhead/Deerlodge NF	\$87,000								\$87,000	
1	Clancy-Unionville Project	Sec. 332	Helena NF	\$60,000								\$60,000	
1	Clearwater Stewardship	Sec.347	Lolo NF	\$225,000	\$118,999	\$113,900	\$26,000			\$2,370		\$486,269	Totals do not include volunteer time expense, as it was agreed that the FS would contribute their own opp.costs.
1	Condon Fuels Project	Sec. 332	Flathead NF	\$4,000	\$2,000	\$1,000			\$9,968	\$720		\$17,688	
1	Dry Fork Project	Sec. 332	Lewis & Clark NF		\$25,000				\$4,000	\$100		\$29,100	
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF	\$3,000	\$36,500	\$11,000			\$1,100	\$1,300		\$52,900	
1	Frenchtown Face	Sec. 332	Lolo NF										
1	Game Range	Sec. 338	Lolo NF	\$363,000	\$59,740							\$422,740	
1	Iron Honey	Sec. 338	Idaho Panhandle NF	\$787,000	\$147,200							\$934,200	
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF	\$1,000	\$10,500				\$600	\$200		\$12,300	
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF										
1	Main Boulder Project	Sec. 332	Gallatin NF	\$71,000								\$71,000	
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF	\$1,162,000	\$15,000				\$60,000	\$3,000		\$1,240,000	
1	North Elkhorns	Sec. 332	Helena NF	\$40,000								\$40,000	
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF	\$750,000								\$750,000	
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF	\$100,000	\$206,000	\$32,000	\$324,684	\$35,000	\$27,000			\$724,684	
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF	\$180,000	\$135,000	\$100,000	\$47,000	\$57,000	\$27,000	\$20,000		\$566,000	Video production.
1	Red River Watershed Project	Sec. 332	Nez Perce NF										
1	Sheafman Restoration	Sec. 338	Bitterroot NF	\$135,000	\$16,000	\$5,670	\$38,619	\$2,155	\$2,050			\$199,494	
1	Three Mile Restoration Project	Sec.347	Custer NF	\$306,490	\$19,000			\$5,000				\$330,490	
1	Tobacco Roots	Sec. 338	Beaverhead/Deerlodge NF										
1	Treasure Interface	Sec. 338	Kootenai NF	\$108,000	\$7,000	\$12,150	\$3,735	\$3,500				\$134,385	
1	West Glacier Fuels Project	Sec. 332	Flathead NF	\$55,000	\$5,000							\$60,000	
1	Westface	Sec. 338	Beaverhead/Deerlodge NF	\$101,000	\$100,000	\$500	\$9,090	\$1,500	\$500			\$212,590	
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF	\$120,285	\$8,660	\$16,000			\$19,800	\$3,000		\$167,745	
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF		\$92,766				\$500	\$8,000		\$101,266	
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF										
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF	\$95,000	\$130,000							\$225,000	
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF	\$100,000	\$80,000	\$11,835	\$39,464					\$231,299	
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF	\$28,000	\$5,115							\$33,115	
2	Upper Blue Stewardship	Sec.347	White River NF	\$857,955	\$100,000							\$957,955	
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF	\$600,000	\$150,000	\$10,000	\$320,000	\$200,000	\$250,000	\$460,000		\$1,990,000	Overhead (\$460,000).
2	Winger Ridge	Sec.347	Arapaho-Roosevelt NF	\$927,898	\$292,000	\$42,000	\$359,560	\$17,000	\$19,000	\$81,000		\$1,738,458	Noxious weed treatment (\$45,000) and right of way easements (\$36,000).
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF										
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF										
3	Grand Canyon Stewardship Project	Sec.347	Coconino NF	\$1,162,000	\$618,740	\$134,204	\$763,467	\$50,000	\$10,000	\$782,000		\$3,520,411	Greater Flagstaff Forest partnership support (\$782,000)
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF										
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF	\$3,500	\$7,000	\$10,900	\$179,160	\$500	\$4,900			\$205,960	
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF	\$16,000	\$16,000	\$14,700	\$171,155	\$600	\$1,900			\$220,355	
3	Schoolhouse Thinning	Sec. 338	Prescott NF										
3	Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF	\$3,032	\$4,549	\$1,516	\$15,162			\$15,000		\$39,259	CFRP monitoring (\$15,000)
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF	\$94,000	\$7,000							\$101,000	
4	Duck Creek Village	Sec. 332	Dixie NF										
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF	\$500,000	\$45,000							\$545,000	
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF	\$492,951	\$186,000			\$35,000		\$205,065		\$919,016	Overhead.

APPENDIX J: COOPERATOR INVOLVEMENT

Report not filed
Project cancelled

Indicates no answer furnished

Region	Project Name	Pilot Initiation	Administrative Unit	Monitoring Team	Cooperators											Example Cooperators		
					Date Formed	Federal Agencies	State Agencies	Municipal Agencies	Tribal Governments	Universities/Schools	Conservation Groups	Community-based Groups	Commodity Interests/Groups	Sport/Recreation Groups	Wildlife Groups		Community Member	Other
1	Alice Cr/Neve- Dalton	Sec. 338	Helena NF			•	•					•	•					USFWS, Montana FWP, American Wildlands, Alliance for Wild Rockies, Lincoln Community Council, Ponderosa Snow Warriors, Rocky Mountain Log Homes, United Forest Users, Lost Trail Ski Area, Alliance for the Wild Rockies, Friends of the Bitterroot, consulting forester, communities, local businesses.
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF	Jul-02								•	•	•				
1	Butte South	Sec.332	Beaverhead/Deerlodge NF															
1	Clancy-Unionville Project	Sec. 332	Helena NF															
1	Clearwater Stewardship	Sec.347	Lolo NF	Jun-01	•	•	•	•	•	•	•	•	•	•	•	•	•	National Wildlife Federation, National Forest Foundation, Trout Unlimited, Univ. MT Forestry School, Boy Scouts
1	Condon Fuels Project	Sec. 332	Flathead NF	Jan-03	•	•						•	•					Swan Ecosystem Center, Flathead Audubon, Montana Wilderness Association, Montana Logging Association.
1	Dry Fork Project	Sec. 332	Lewis & Clark NF															
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF	Aug-01		•						•	•					
1	Frenchtown Face	Sec. 332	Lolo NF															
1	Game Range	Sec. 338	Lolo NF	Aug-03		•						•	•					Montana DNRC, Montana Wilderness Assoc., Sherpa Log Cabins, local landowners.
1	Iron Honey	Sec. 338	Idaho Panhandle NF	Jul-02	•		•					•	•					County representatives, Soil Conservation Districts, RC&D, Intermountain Forest Association, recreation industry, Nature Conservancy.
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF	Apr-02								•	•					Community member, newspaper representatives.
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF															
1	Main Boulder Project	Sec. 332	Gallatin NF		•		•					•	•					Boulder River Watershed Association, volunteer fire association, local contractors.
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF		•	•		•				•	•	•				Stewards of the Nez Perce, National Marine Fisheries Service, community members.
1	North Elkhorns	Sec. 332	Helena NF															
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF	1999	•	•						•	•	•				Idaho Dept. Fish & Game, Clearwater Elk Recovery Team, area residents, US Army Corps of Engineers.
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF	Aug-01								•	•	•				Community members, Plum Creek, FERC, FFP, Montana Logging Association, Flathead Common Ground.
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF	Oct-01		•	•					•	•	•				Community members, Forest Community Connection, Chambers of Commerce, Priest River Development Corporation, timber industry, environmental interests.
1	Red River Watershed Project	Sec. 332	Nez Perce NF															
1	Sheafman Restoration	Sec. 338	Bitterroot NF	Jul-02								•	•	•				Community members, Rocky Mountain Log Homes, United Forest Users, Lost Trail Ski Area, Alliance for the Wild Rockies, Friends of the Bitterroot, consulting forester.
1	Three Mile Restoration Project	Sec.347	Custer NF															
1	Tobacco Roots	Sec. 338	Beaverhead/Deerlodge NF															
1	Treasure Interface	Sec. 338	Kootenai NF	Mar-01	•	•	•					•	•	•				Community members, timber operators, Libby area development corporation, RC&D.
1	West Glacier Fuels Project	Sec. 332	Flathead NF									•	•					Flathead Forestry Project, rural fire districts, community members, Montana Logging Association, state elected officials.
1	Westface	Sec. 338	Beaverhead/Deerlodge NF	Mar-02			•		•			•	•	•				Summit Log Products, county commissioners, watershed committees, Wilke Brothers Logging, county economic development committees, local business owners, high school principal, Rowe Excavation, wood product manufacturer.
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF									•	•					Community members (Yaak Stewardship Steering Committee), Yaak Valley Forest Council.
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF	May-99		•	•					•	•					Community members, San Juan Citizen Alliance, Colorado State Forest Service, Montezuma County
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF															
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF															
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF	Aug-01	•	•							•					Colorado State FS, Colorado State University, community members, Rocky Mountain Research Station (USFS)
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF	1999		•	•		•	•								San Juan Citizens Alliance, community members, Colorado State Forest Service, Montezuma County
2	Upper Blue Stewardship	Sec.347	White River NF															
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF	Apr-00	•	•						•	•					Colorado State Forest Service, Denver Water, USFWS, Upper South Platte Watershed Protection Association, USEPA, NRCS, USGS, Trout Unlimited.
2	Winiger Ridge	Sec.347	Arapaho-Roosevelt NF	Mar-01		•						•	•					Colorado State Forest Service, Forest Watch Campaign, PUMA Neighborhood Group, Wilderness Society, University of Colorado, USFS.
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF															
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF															
3	Grand Canyon Stewardship Project	Sec.347	Coconino NF	Oct-00	•	•	•		•	•		•	•					Arizona Public Services, Arizona G&F, Arizona State Land Dept., City of Flagstaff, Coconino County, Coconino NRCD, N. Arizona Conservation Corps, Coospai RC&D, Ecological Restoration Institute, Flagstaff Chamber of Commerce, Flagstaff Native Plant and Seed, Grand Canyon Trust, Highlands Fire Department, Indigenous Community Enterprises, N. Arizona University, Perkins Timber Harvesting, Practical Mycology, SAF, TNC, USFWS.
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF															
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF	Aug-03			•					•	•					Volunteer fire departments, Habitat Partnership Committee, local residents.
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF			•	•					•	•					Rocky Mountain Elk Foundation, AZ Fish & Game, Resource Action Committee, volunteer fire departments, local residents.
3	Schoolhouse Thinning	Sec. 338	Prescott NF															
3	Zuni- Four Corners Sustainable Forestry Initiat	Sec. 338	Cibola NF	Dec-01				•				•	•					Four Corners Sustainable Initiative, Community of Zuni, Pueblo of Zuni, SW Community Forestry Center, A:shwi A:Wan.

Region	Project Name	Pilot Initiation	Administrative Unit	Monitoring Team	Cooperators											Example Cooperators		
					Date Formed	Federal Agencies	State Agencies	Municipal Agencies	Tribal Governments	Universities/Schools	Conservation Groups	Community-based Groups	Commodity Interests/Groups	Sport/Recreation Groups	Wildlife Groups		Community Member	Other
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF	Aug-02														Idaho Conservation League, community members.
4	Duck Creek Village	Sec. 332	Dixie NF															
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF		•	•	•				•	•	•		•			Stolze Aspen Mills, Six County Association of Governments, County Commissions, Panoramaland RCD, Confluence, Southern Utah Forest Products Association, Utah DWR, Utah DoF, Sevier County Wildlife Federation, Farm Bureau Federation, Rocky Mountain Elk Foundation, Mule Deer Foundation, Utah State University.
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF	Sep-01							•			•			•	Idaho Conservation League, Northwest Timber Workers Resource Council, community members, Idaho ATV Association, local businesses, Gem County Weed Control, Idaho Dept. of Fish and Game, Gem County Commissioner
4	Recap Density Management	Sec. 332	Dixie NF		•	•	•				•	•	•					State of Utah, Escalante Center, Southern Utah University, Southern Utah Forest Products Assoc.
4	Small Wood Utilization and Sustainable Comm	Sec. 332	Boise NF	Sep-03							•	•						Pinchot Institute, Boise State University, Gem County Economic Development Agency, City of Cascade, Valley County EDA, Idaho Department of Commerce.
4	Warm Ridge Glide	Sec. 338	Boise NF	Aug-02	•						•						•	Community members, Idaho Conservation League, BLM.
5	Granite Watershed	n/a	Stanislaus NF	Feb-02				•	•	•	•						•	Me-Wak representative, University of California (FPL), Environ. Resource Center, Sierra Pacific Industries, Tuolumne County Supervisor, community members.
5	Grassy Flats	Sec.347	Shasta - Trinity NF	1998	•		•			•	•	•	•				•	WRTC, Trinity County RCD, Humboldt State U., Trinity County Board of Supervisors, Trinity River Lumber, Hayfork Rotary, Trinity Bioregion Group.
5	Maidu Stewardship	Sec. 338	Plumas NF	2001	•			•	•		•							Maidu Cultural and Development Group, NRCS, UC Berkeley Ext., North AZ University, Plumas County Indians, Inc., RoundHouse Council Indian Education Center, Stivers Indian Cemetery Assoc., B Meadows Cultural Group, Taman Koyom Cultural Foundation.
5	Pilot Creek	Sec.347	Six Rivers NF								•	•	•				•	Humboldt Recreation Alliance, community member, local businesses
6	Antelope Pilot Project	Sec.347	Winema NF	Mar-98							•	•						Concerned Friends of the Winema, local contractor
6	Baker City Watershed	Sec.347	Wallowa - Whitman NF	1990	•		•				•	•	•				•	City of Baker City, Baker City Watershed Committee, PNW Seattle
6	Buck Vegetation Management Project	Sec. 338	Wallowa - Whitman NF															
6	Foggy Eden	Sec. 332	Siskiyou NF	Jun-03	•	•		•	•	•	•	•	•	•	•	•	•	County Commissioners, school districts, local businesses, Coquille Tribe, USFWS, Oregon State University, Club Bump, OR DFW, Rocky Mountain Elk Foundation, Klamath Bird Observatory, Dorena Tree Improvement Center, OR DSL, Wild Fish of OR, WRTC, BLM
6	Hungry Hunter Ecosystem Restoration Project	Sec. 338	Okanogan NF	Jun-01	•	•		•			•	•	•				•	EPA, USFWS, Yakama Nation, Methow Forest Watch, Weyerhaeuser, Longview Fibre, Recreation/grazing interests, Partnership for Sustainable Methow, Okanogan Comm. Dev. Council, NW Ecosystem Alliance
6	Littlehorn Wild Sheep Habitat Restoration	Sec.347	Colville NF								•	•	•					Kettle Range Conservation Group, local logging contractor.
6	McKenzie Stewardship Project	Sec. 332	Willamette NF	Sep-02							•	•	•					
6	Metolius Basin Fuels Mgt. Project	Sec. 332	Deschutes NF	Sep-02	•	•		•			•	•	•				•	Northwest Forest Plan PAC, Clean Air Committee, Warm Springs Forest Products Industries, Friends of the Metolius, Blue Mtn. Biodiversity Project, Confederated Tribes of Warm Springs, TNC, local community members.
6	Oh Deer Stewardship Project	Sec 338																
6	Siuslaw Basin Rehabilitation Project	Sec. 332	Siuslaw NF	Sep-02	•	•					•	•	•				•	Siuslaw Watershed Council, Cascade Pacific Resource Conservation and Development Area, Inc, Pacific Coast Watershed Partnership.
6	Sprinkle Restoration Project	Sec. 338	Wallowa - Whitman NF	Mar-02	•	•	•	•			•	•	•				•	OR Department of Forestry, Confederated Tribes of the Umatilla, Hells Canyon Preservation Council, Boise Forest Products, community members, OR DRW, NMFS, Union County Commissioner.
6	Upper Glade/Little Applegate	Sec.347	Rogue River NF	May-02								•	•				•	Community members, Applegate River Watershed Council, Local Woods contractor.
8	Burns Creek Swing Contract Logging	Sec.347	GW - Jefferson NF	Jan-01	•	•				•	•							Virginia Department of Forestry, Virginia Tech, The Nature Conservancy
8	Elk & Bison Prairie Habitat Stewardship	Sec. 338	Land Between the Lakes															
8	First Loblolly Pine Thinning Project	Sec. 332	Francis Marion & Sumter NF															
8	Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF	Feb-03							•	•					•	The Nature Conservancy, KY Dept Fish and Wildlife, KY Dept of Forestry, community members, University of Kentucky
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Alabama	Feb-02	•	•												USFWS, Alabama Dept of Wildlife and Fisheries, Wildlawn, Longleaf Alliance, Gulf Coastal Plain Ecosystem Partnership.
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Florida	Jul-03							•	•	•					The Nature Conservancy, Florida State University, FL Forestry Assoc., Liberty County Commission, Liberty County Chamber of Commerce.
8	Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)															
8	Nolichucky-Unaka Stewardship	Sec.347	Cherokee NF											•	•			Ruffed Grouse Society, National Wild Turkey Federation, Tennessee Wildlife Resources Agency, Backcountry Horseman, Buckmasters
8	RCW Habitat Improvement	Sec. 332	Oconee NF	Sep-02	•	•					•	•	•				•	Georgia Forest Watch, Nature Conservancy, USFWS, Georgia Dept. of NR, Quail Unlimited, Nat. Wild Turkey Federation
8	Sand Mountain Contract Logging Services	Sec. 332	NFs in NC (Pisgah)								•	•	•				•	Ruffed Grouse Society, SAMUC, and SFS (research).
8	Southern Pine Beetle Suppression Project	Sec. 338	Francis Marion & Sumter NF															
8	Wayah Contract Logging Stewardship Project	Sec.347	NFS in NC	Apr-02								•	•				•	Southern Forest Station (research), Ruffed Grouse Society, Souther Appalachian Multiple Use Council
9	Fernow Experimental Forest Stewardship Project	Sec. 338	Monongahela NF	Apr-01														Mead-Westracon, Wood Products and Global Hardwoods, Tucker County Commission, various USFS offices

Region	Project Name	Pilot Initiation	Administrative Unit	Monitoring Team	Cooperators											Example Cooperators		
					Date Formed	Federal Agencies	State Agencies	Municipal Agencies	Tribal Governments	Universities/Schools	Conservation Groups	Community-based Groups	Commodity Interests/Groups	Sport/Recreation Groups	Wildlife Groups		Community Member	Other
9	Forest Discovery Trail	Sec.347	White Mountain	Jan-02	•	•				•	•		•	•			•	American Forest Foundation, Northland Forest Products, various foundations, Hull Forest Products, Conway Scenic Railroad, American Forest & Paper Association, Monadnock Paper Mill, HHP Inc., Tubbs Snowshoe Company, Bear Paw Lumber, Holt & Bugbee Co., Northeastern Lumber, Hancock Timber Resources, Fisher Scientific, North Country RC&D, University of NH
9	Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF	Aug-02	•	•											•	USFWS, MI DNR, Bahamas Dept of Agri., community volunteers
9	North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF	Aug-02									•					Keeweenaw Land Association Ltd, various USFS offices
9	Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF	Aug-02		•						•						Michigan DNR, Gogebic Area Chamber of Commerce
9	White River Riparian Buffer	Sec. 338	Green Mountain NF		•					•								National Wildlife Federation, White River Partnership, NRCS, USFWS.

APPENDIX K: COOPERATOR CONTRIBUTIONS AND OUTREACH ACTIVITIES

Indicates not answered in report.

○ Limited Involvement

● Active/Strong Involvement

Region	Project Name	Pilot Initiation	Administrative Unit	Cooperator Contributions										Outreach												
				Problem identification and/or definition	Project design / revision	NEPA Analysis	Financial Contribution	Project Implementation (volunteer)	Development of Monitoring Plan	Conduct Monitoring	Public Education	Other	Additional Notes	Field Tours Conducted	Meetings	Mailings	Videos	Other	Additional Notes							
1	Alice Cr/Neve- Dalton	Sec. 338	Helena NF	●	●	●																				
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF	●										○	Conducting FS research.											
1	Butte South	Sec.332	Beaverhead/Deerlodge NF																							
1	Clancy-Unionville Project	Sec. 332	Helena NF																							
1	Clearwater Stewardship	Sec.347	Lolo NF	●		○	○		●	●	●					●	●		●	●			●	●	Congressional tours.	
1	Condon Fuels Project	Sec. 332	Flathead NF	●	●	●	●	●	●	●	●					●	●	●								
1	Dry Fork Project	Sec. 332	Lewis & Clark NF																							
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF	○	●		○		○	○	●					●	●	●		●				●	Regional news article.	
1	Frenchtown Face	Sec. 332	Lolo NF																							
1	Game Range	Sec. 338	Lolo NF	●	●	●										●	●	●								
1	Iron Honey	Sec. 338	Idaho Panhandle NF																							
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF	●	●		○	●	●	●	●					●	●	●		●				●	Regional news articles.	
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF																							
1	Main Boulder Project	Sec. 332	Gallatin NF													●	●									
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF			●										●	●	●								
1	North Elkhorns	Sec. 332	Helena NF																							
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF	●	●	●	○				●					●	●	●		●				●	Website construction, open house.	
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF	●	●	○	○	●	●	○	○					●	●	●	●	●				●	Newspaper articles.	
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF	○	●	○	○	●	●	●	●	●	●	●	Submittal of pilot proposal.	●	●	●	●	●						
1	Red River Watershed Project	Sec. 332	Nez Perce NF																							
1	Sheafman Restoration	Sec. 338	Bitterroot NF	●	○				●	●			○	Forest Service research.												
1	Three Mile Restoration Project	Sec.347	Custer NF																							
1	Tobacco Roots	Sec. 338	Beaverhead/Deerlodge NF																							
1	Treasure Interface	Sec. 338	Kootenai NF	○	●	○		○					○			●	●	●		●						
1	West Glacier Fuels Project	Sec. 332	Flathead NF	●	●	○		○	●	●	●					●	●	●		●				●	Brochure on fuels reduction around homes.	
1	Westface	Sec. 338	Beaverhead/Deerlodge NF	○	○	○	○	○	●	●	○					●	●	●		●				●	Phone calls.	
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF	●	○											●	●	●								
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF	○			○	○	○	●	○					●	●	●								
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF																							
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF													●	●	●								
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF		○			●	●	●	●															
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF	●	○			○	●	●	●					●	●	●								
2	Upper Blue Stewardship	Sec.347	White River NF																							
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF	●	●	○	○	○	●	●	●					●	●	●								
2	Winger Ridge	Sec.347	Arapaho-Roosevelt NF		○				●	●	●					●	●	●		●					Informational kiosk.	
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF																							
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF																							
3	Grand Canyon Stewardship Project	Sec.347	Coconino NF	●	●	●	●	○	○	○	●					●	●			●				●	and Canyon Forests Festival and media contacts.	
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF																							
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF						●	●	●															
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF	●	○		●		●	●	●															
3	Schoolhouse Thinning	Sec. 338	Prescott NF																							
3	Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF						●	●	○					●	●									
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF													●	●									
4	Duck Creek Village	Sec. 332	Dixie NF																							
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF	●	●	●			○	○						●	●	●	●	●				●	Open house.	
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF	●	○			●	●	●	○													●	Outreach via map and brochure development.	
4	Recap Density Management	Sec. 332	Dixie NF	●	○	●	●	○	○	○	○					●	●	●								
4	Small Wood Utilization and Sustainable Commu	Sec. 332	Boise NF	●	○		○	○	○	○	○					●	●	●	●	●				●	Publications, articles, press releases.	
4	Warm Ridge Glide	Sec. 338	Boise NF			○	○									●								●	Newspaper articles.	
5	Granite Watershed	n/a	Stanislaus NF		○		○				○						●									
5	Grassy Flats	Sec.347	Shasta - Trinity NF	●							●	●	●			●									●	Congressional Field tours.

APPENDIX M: Authorities Being Tested

Report not filed
 Project cancelled
 Indicates no answer furnished

n/a Not Applicable
 tbd To be Determined

Region	Project Name	Pilot Initiation	Administrative Unit	Authorities Being Tested						
				Exchange of Goods for Services	Receipt Retention	Designation by Description or Prescription	Best Value Contracting	Multi-year Contracting	Less than free and open competition	Non-USDA admin.of timber sales
1	Alice Cr/Nev- Dalton	Sec. 338	Helena NF	•		•	•	•		
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF	•	•	•	•			
1	Butte South	Sec.332	Beaverhead/Deerlodge NF	•		•	•		•	
1	Clancy-Unionville Project	Sec. 332	Helena NF	•		•	•	•		
1	Clearwater Stewardship	Sec.347	Lolo NF	•	•	•	•	•		
1	Condon Fuels Project	Sec. 332	Flathead NF	•		•	•			•
1	Dry Fork Project	Sec. 332	Lewis & Clark NF	•		•	•	•	•	
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF	•		•	•		•	
1	Frenchtown Face	Sec. 332	Lolo NF	tbd	tbd	tbd	tbd	tbd	tbd	tbd
1	Game Range	Sec. 338	Lolo NF	•	•	•	•	•		
1	Iron Honey	Sec. 338	Idaho Panhandle NF	•		•	•	•		
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF	•		•	•			
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF							
1	Main Boulder Project	Sec. 332	Gallatin NF	•	•	•	•	•	•	•
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF	•	•	•	•	•	•	
1	North Elkhorns	Sec. 332	Helena NF	•		•	•			
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF	•		•	•	•	•	
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF	•	•	•	•	•		
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF	•	•	•	•	•		
1	Red River Watershed Project	Sec. 332	Nez Perce NF	•	•	•	•	•		•
1	Sheafman Restoration	Sec. 338	Bitterroot NF	•		•	•	•		
1	Three Mile Restoration Project	Sec.347	Custer NF	•		•	•	•		
1	Tobacco Roots	Sec. 338	Beaverhead/Deerlodge NF							
1	Treasure Interface	Sec. 338	Kootenai NF	•		•	•	•		
1	West Glacier Fuels Project	Sec. 332	Flathead NF	•	•	•	•			
1	Westface	Sec. 338	Beaverhead/Deerlodge NF	•		•	•	•		
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF	•		•	•	•	•	
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF	•		•	•	•	•	
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF							
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF	•		•	•			
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF	•		•	•			
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF	•	•	•	•		•	
2	Upper Blue Stewardship	Sec.347	White River NF	•	•	•	•			
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF	•	•	•	•	•		•
2	Winiger Ridge	Sec.347	Arapaho-Roosevelt NF	•		•	•	•		•
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF	•		•	•			
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF	•		•	•			
3	Grand Canyon Stewardship Project	Sec.347	Coconino NF	•		•	•			
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF	•		•	•	•		
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF	•		•	•			
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF	•		•	•			
3	Schoolhouse Thinning	Sec. 338	Prescott NF	•		•	•	•		
3	Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF	•		•	•		•	
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF	•	•	•	•			
4	Duck Creek Village	Sec. 332	Dixie NF							
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF	•	•	•	•	•		
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF	•	•	•	•	•		
4	Recap Density Management	Sec. 332	Dixie NF	•		•	•			
4	Small Wood Utilization and Sustainable Community	Sec. 332	Boise NF	•		•	•	•	•	
4	Warm Ridge Glide	Sec. 338	Boise NF	•	•	•	•			

Region	Project Name	Pilot Initiation	Administrative Unit	Authorities Being Tested						
				Exchange of Goods for Services	Receipt Retention	Designation by Description or Prescription	Best Value Contracting	Multi-year Contracting	Less than free and open competition	Non-USA admin.of timber sales
5	Granite Watershed	n/a	Stanislaus NF	•		•		•		
5	Grassy Flats	Sec.347	Shasta - Trinity NF	•	•	•	•	•		
5	Maidu Stewardship	Sec. 338	Plumas NF	•	•	•	•	•	•	
5	Pilot Creek	Sec.347	Six Rivers NF	•			•			
6	Antelope Pilot Project	Sec.347	Winema NF	•		•	•	•		
6	Baker City Watershed	Sec.347	Wallowa - Whitman NF	•		•	•			
6	Buck Vegetation Management Project	Sec. 338	Wallowa - Whitman NF	•	•		•			
6	Foggy Eden	Sec. 332	Siskiyou NF	•	•	•	•		•	
6	Hungry Hunter Ecosystem Restoration Project	Sec. 338	Okanogan & Wenatchee NF	•	•	•	•	•	•	
6	Littlehorn Wild Sheep Habitat Restoration	Sec.347	Colville NF	•		•		•		
6	McKenzie Stewardship Project	Sec. 332	Willamette NF	•		•		•		•
6	Metolius Basin Fuels Mgt. Project	Sec. 332	Deschutes NF	tbd	tbd	tbd	tbd	tbd	tbd	tbd
6	Oh Deer Stewardship Project	Sec 338	Okanogan & Wenatchee NF							tbd
6	Siuslaw Basin Rehabilitation Project	Sec. 332	Siuslaw NF	•	•	•	•	•		
6	Sprinkle Restoration Project	Sec. 338	Wallowa - Whitman NF	•	•	•	•	•		
6	Upper Glade/Little Applegate	Sec.347	Rogue River NF	•			•	•		
8	Burns Creek Swing Contract Logging	Sec.347	GW - Jefferson NF	•	•					
8	Elk & Bison Prairie Habitat Stewardship	Sec. 338	Land Between the Lakes	•						
8	First Loblolly Pine Thinning Project	Sec. 332	Francis Marion & SumterNFS	•	•	•				
8	Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF	•			•			
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Alabama		•		•	•		
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Florida	•	•	•	•	•		
8	Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)	•						
8	Nolichucky-Unaka Stewardship	Sec.347	Cherokee NF	•	•		•		•	
8	RCW Habitat Improvement	Sec. 332	Oconee NF	•				•		
8	Sand Mountain Contract Logging Services	Sec. 332	NFs in NC (Pisgah)		•		•		•	
8	Southern Pine Beetle Suppression Project	Sec. 338	Francis Marion & Sumter NF	•	•				•	
8	Wayah Contract Logging Stewardship Project	Sec.347	NFS in NC		•	•	•		•	
9	Fernow Experimental Forest Stewardship Project	Sec. 338	Monongahela NF		•			•		
9	Forest Discovery Trail	Sec.347	White Mountain	•						
9	Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF		•					
9	North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF						•	
9	Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF	•						
9	White River Riparian Buffer	Sec. 338	Green Mountain NF	•				•	•	