

United States  
Department of  
Agriculture

**Forest Service**

Pacific Southwest  
Region

R5-FR-011

September 2009



# The Unmarked Trail

## Managing National Forests in a Turbulent Era

Region 5 Oral History  
Volume II: 1960s–1990s

---

# **The Unmarked Trail**

## **Managing National Forests in a Turbulent Era**

**Region 5 Oral History, Volume II: 1960s to 1990s**

Compilation and Context by:  
Region 5 Oral History Project Volunteers  
and  
Victor Geraci, PhD  
Regional Oral History Office,  
University of California, Berkeley

Forest Service—Pacific Southwest Region  
U.S. Department of Agriculture

September 2009

R5-FR-011

Copyright: When a source is listed with photographs a copyright exists. That item may not be used or reproduced in any manner apart from this book unless a separate approval is acquired.

Cover photo-illustrations were created from Forest Service images taken on the Pacific coast, near Jenner, California. Photos by Steve Dunskey. Book design and layout by Mario Chocooj.

First published by the U.S. Forest Service, Pacific Southwest Region on September 1, 2009  
ISBN 9781593514860

The U.S. Department of Agriculture (USDA) prohibits discrimination in all its programs and activities on the basis of race, color, national origin, age, disability, and where applicable, sex, marital status, familial status, parental status, religion, sexual orientation, genetic information, political beliefs, reprisal, or because all or part of an individual's income is derived from any public assistance program. (Not all prohibited bases apply to all programs.) Persons with disabilities who require alternative means for communication of program information (Braille, large print, audiotape, etc.) should contact USDA's TARGET Center at (202) 720-2600 (voice and TDD).

To file a complaint of discrimination, write to USDA, Director, Office of Civil Rights, 1400 Independence Avenue, S.W., Washington, D.C. 20250-9410, or call (800) 795-3272 (voice) or (202) 720-6382 (TDD). USDA is an equal opportunity provider and employer.

# Acknowledgments

---

The Region 5 Oral History Project brought together a working group that encompassed the diverse talents of numerous Forest Service professionals, retirees, volunteers and staff and researchers from the UC Berkeley, Regional Oral History Office (ROHO) led by Associate Director Vic Geraci. This rich “history by committee” evolved as a result of the hard work and talents of many passionate believers in the Forest Service and its role in conserving America’s forests.

As if mustering for a fire call, Forest Service staff and volunteers assembled a sizable cadre to orchestrate and execute the project; they deserve special thanks. Regional Office leadership came from Steve Dunskey and Linda Nunes with help from the Retiree Oral History Program leadership of Bob Cermak and Doug Leisz. Bob Harris served as the Retiree Program Coordinator with the assistance of Bob Smart, and was instrumental in the editing and review process for all chapters. Bob Harris also oversaw the geographic area work completed by Janet Buzzini (Northern California), Bob Smart (Central Sierra/Sacramento), Max Younkin (Southern Sierra/Fresno), Larry Schmidt (Eastern Sierra), Gail Wright Strachn and Al West, (Southern California), John Fiske (Bay Area), Enoch Bell (PSW), Alan Lamb (Region 3), John Marker (Region 6), and Dick Pflf (Washington, DC). Interviewers for the project (in addition to those named above) were Phil Aune, Irl Everst, Steve Fitch, Jerry Gause, Glenn Gottschall, John Grosvenor, Phil Hirl, Larry Hornberger, Fred Kaiser, Jamie Lewis, Steve Kirby, Alan Lamb, Susana Luzier, Gene Murphy, Brian Payne, Del Pengilly, Bill Pliler, Joe Polselli, Dick Pomeroy, David Schreiner, Aaron Shapiro, Robert Van Aken and Nord Whited. We also benefited from interviews by Louise Odegaard with the Breakthrough Women Project and from interviews done for the Forest Service Centennial film *The Greatest Good*.

Each chapter had team leaders who helped shape its final form. John Fiske and Bob Smart for Timber with reviews by Jerry Jensen, Ed Whitmore and Bob Rogers; Bob Harris and Linda Nunes for Changing Workforce; Doug Leisz and Bob Irwin for FIRESCOPE with historical context drawn from the work of Bob Cermak; Jane Westenberger, Janet Buzzini, and Steve Dunskey for Communications.

We extend a special thank you to Regional Foresters Jack Blackwell, Bernie Weingardt and Randy Moore for their financial and moral support. Thanks to Regional Office staff Roxane Scales for copyediting, Winifred Weber for

managing printing procurement, and Mario Chocooj for the layout and design. Claudine Shine and Brenda Kendrix managed the fiscal and other administrative details of the Oral History Project. Mim Eisenberg transcribed most of the interviews and offered insightful comments. Bill Merrihew, a Forest Service retiree and talented artist allowed us to use his humorous editorial cartoons. Former Public Affairs Staff Directors Marilyn Hartley, Janice Gauthier, Rick Alexander, Carl Holguin and current Director Sherry Reckler have all strongly supported the project over many years.

At UC Berkeley, ROHO Director Richard Cándida Smith and Editor Shannon Page established the initial cooperative working agreement and provided strong support as well. David Dunham developed the Project website.

Finally, we wish to thank the many individuals who shared their life stories with us. Our greatest regret is that space limitations prevented us from using all of the wonderful, insightful material. The main purpose of the project, however, is to record these experiences for posterity. We encourage readers and scholars to explore the full text of the interviews which are available at the Region 5 Regional Office and online at the ROHO website.

# Contents

---

	Acknowledgments . . . . .	iii
	Foreword . . . . .	vi
	Introduction: “A Crack in Time” . . . . .	viii
<b>CHAPTER I</b>	<b>The Rise and Fall of the Timber Program . . . . .</b>	<b>1</b>
<b>CHAPTER II</b>	<b>Changing Workforce . . . . .</b>	<b>69</b>
<b>CHAPTER III</b>	<b>Point of Departure—FIRESCOPE and a Brief History of Fire Management in Region 5 . . .</b>	<b>153</b>
<b>CHAPTER IV</b>	<b>Communications: Telling the Forest Service Story . .</b>	<b>217</b>
	Interviewees . . . . .	271
	Sources . . . . .	286
	Timeline . . . . .	289

# Foreword

---

**T**his second volume of Region 5 oral histories addresses four themes: Timber, Changing Workforce, FIREScope, and Communications. In different ways, these were critical issues for the Forest Service in California during the latter decades of the 20th Century.

In 2003, Forest Service retirees, with financial and staff support from the Regional Forester, initiated the Region 5 Oral History Project. The primary purpose was to record the life stories of retirees who had spent some portion of their career in the Region. These interviewees were intended for use by scholars in the future, but the steering committee also decided to publish edited portions of these interviews.

The first volume, *The Lure of the Forest*, was published for the 2005 Centennial of the Forest Service. It focuses on the older retirees who worked in the years before and just after World War II. I compiled those interviews and wrote the contextual material. In all, the oral history committee utilized members of the region's past workforce and conducted and recorded over 150 oral interviews that were professionally transcribed.

For Volume II, I worked with the Region 5 Oral History Project volunteers/retirees to shape the interviews and contextual material into a narrative that is, we hope, both interesting and informative. In the following pages, the stories of these interviewees are synthesized into sections based upon the four themes and reflect the individual and collective memory of how the Agency navigated difficult policy, personnel, scientific, legal, and legislative changes to arrive at a modern version of Gifford Pinchot's maxim of "the greatest good." From their stories and established historiographic sources, the following four-part history emerged.

The Region 5 Oral History Project loosely fits into the Community History format that historian Linda Shopes has described as, "doing serious history for and with non-specialists outside of the academic setting."<sup>1</sup> This approach is meant to enhance our understanding hereto only relayed by written documents and artifacts with stories recalled by the actual actors in events. Placing the burden on any one discipline or research methodology to capture all the fine nuances of past events is problematic. To help in this matter many scholars in the later half of the 20th Century turned to the oral narrative as a means to broaden the historical message. At the same time detractors of the validity of oral history have questioned the role of personal recollection in writing history.

Western historians have found that oral history can preserve or re-present the past for groups or organizations wishing to address issues of personal recollections of history. On the down side, utilizing oral history to support personal views can sometimes become divisive. Projects designed to pay homage to past events and participants have become a battleground for culture wars on which divergent groups struggle to claim their version as the “true” story. In America, this can be best shown by the representation of the Enola Gay at the Smithsonian Institution. It resulted in heated battles between WWII veteran groups, Japanese-Americans, progressive public historians, and ultra-conservative groups who all claimed to own the true story of the plane that dropped the first Atomic Bomb on Japan.<sup>2</sup>

Also problematic for analyzing the role of oral narratives is the reliability of individual memory. Scientists are grappling with the workings of the brain whereby humans store and recall memories. In the absence of a complete scientific theory, historians are left with the task of interpreting the interrelationships between long and short term memory, the life review process in latter years, nostalgia, and the role of societal or collective community memories.

The members of the Region 5 Oral History project offer up this theme-focused edited collection as an introduction to complicated stories in the hope that historians and those with a general interest in conservation history will read the transcripts and listen to the audio stories of the men and women who managed California natural resources in the last half of the 20th Century.

Victor W. Geraci, PhD  
Regional Oral History Office  
University of California, Berkeley

## Notes

1. Linda Shopes, “Oral History and the Study of Communities: Problems, Paradoxes, and Possibilities,” *The Journal of American History* 89:2 (September 2002): 597.
2. David Thelen, “History After the Enola Gay Controversy: An Introduction,” *The Journal of American History* 82:3 (December 1995); 1029-1035; Richard H. Kohm, “History and the Culture Wars: The Case of the Smithsonian Institution’s Enola Gay Exhibition,” *The Journal of American History* 82:3 (December 1995); 1036-1063; and William S. Pretzer, “Reviewing Public History in Light of the Enola Gay,” *Technology and Culture* 39:3 (July 1998); 457-461.



# Introduction: "A Crack in Time"

---

**T**his book explores one of the most turbulent periods in Forest Service history as told through the memories of retirees who experienced it. In many ways, California was the epicenter of the demographic, cultural, environmental and political earthquake that was shaking America; Region 5, therefore, often felt the tremors before other parts of the Forest Service.

When people talk about "The Sixties" as a period of great change, they are usually referring to the latter part of the decade—the first half of the 1960s was in most respects just an extension of the 1950s. After WWII, large numbers of veterans returned home, taking advantage of the GI Bill to improve their prospects, or returned to jobs (many of which had been performed by women during the war). They began creating what are now known as "baby boomers," moved to the suburbs in great numbers, bought their first televisions, and settled into what most people thought of as the quiet years of the Eisenhower Administration.

Many had experienced the privations of the Great Depression and the sacrifices of WWII, and they looked forward to a future with a level of prosperity and security that their own parents could not have imagined. Of course, there were indicators that not everyone was experiencing the American Dream: the escalation of demands for African-American equality sparked by the Montgomery bus boycott in 1955, resulted in the Civil Rights Act of 1964, which President Lyndon Johnson spearheaded through Congress as a tribute to John F. Kennedy. Kennedy's assassination the year before had shaken the nation, and was really the demarcation point that signaled the end of the 50s. And 1964 was an eventful year: the baby boomers, the recipients of the calm (some thought stolid) upbringing, began to graduate from high school; in Berkeley, the Free Speech Movement foreshadowed subsequent student demonstrations at universities throughout the country; the Gulf of Tonkin resolution was passed, beginning the escalation of troops in Vietnam, peaking in 1968.

Some journalists referred to 1968 as "A Crack in Time": the Tet offensive in January confirmed for many that the U.S. was not winning the Vietnam war; President Lyndon Johnson announced that he would not seek re-election; Martin Luther King, Jr. and Senator Robert Kennedy were assassinated; demonstrations during the Democratic Convention in Chicago grew into riots and were witnessed on television by the whole world. The country became polarized around many issues, and it appeared to some that the Nation was falling apart. This atmosphere of revolution and transformation gave birth to increased activism in many areas: civil rights; environmentalism of every kind; self-actualization (working to find one's own genuine self).



Pres. Lyndon Johnson talks with Rev. Martin Luther King Jr. in the White House (1966)  
Photo courtesy of LBJ Library. Photo by Yoichi Okamoto

Change was happening in all aspects of society—social, cultural, spiritual, political. The Forest Service, along with other agencies, experienced increased interest and oversight from all three branches of government: Congress passed numerous environmental and civil rights laws; various Administrations of opposing political persuasions wrote policies implementing these congressional mandates; Courts issued judgments and monitored consent decrees. Political views determined how Department of Justice lawyers would represent the Region in judicial matters; Administrations and Congress increased or decreased budgets, depending on their political views. Population increases in California, and the expansion of media outlets here, meant that this see-saw of activity occurred in the brightest spotlights.

While these changes affected every part of the Agency and Region, this book focuses on four areas that experienced not only a major direct impact, but that also created whirlpools of change with far-reaching indirect impacts for every location, every function and every person in the Region. When inundated with so much that was unfamiliar or sudden, some managers misread the momentous systemic changes that were required, and opted for the “quick fixes.” These often result in negative unintended consequences—causing another quick fix and another unintended consequence, and so on and so on—sometimes for years.

In the spirit of “giving back” to the Region for its support, the Region 5 Oral History steering group decided to share retiree experiences on the following four areas that are still having a large impact on the Region.

**Timber** The Forest Service’s timber program expanded dramatically after World War II, and California’s National Forests made a significant contribution. But Congressional and internal pressures to “get out the cut” met with strong resistance from the budding environmental movement. In many respects, the San Francisco Bay Area, home to the Region 5 Regional Office, was “ground zero” for what would become a worldwide phenomenon. During the 1980s, protests over herbicide use and clearcutting were common. These “timber wars” brought about a shift in Forest Service management policy and eventually led to the rather swift decline in the size and power of the Region 5 timber program.

**Changing Workforce** Throughout its history and particularly in the 50s and early 60s, the Forest Service enjoyed a stellar reputation among government agencies. A wag once compared the Agency to a cross between the Marine Corps and the Vatican. This may have been a factor in the Agency’s slow response to America’s changing demographics and social attitudes. While some in the Region were experimenting with new management techniques, the overall composition and structure of the organization stayed within its traditional comfort zone: white, male, command and control, foresters first. It took repeated legal actions and court orders to bring about a slow and painful transition that is still in progress.

**FIRESCOPE** This is one of the Forest Service’s great success stories. It began in response to the complex wildfire suppression situation in Southern California. The booming population, multiple jurisdictions and communication problems led to a research and development project that would change the way all emergency response is conducted worldwide. The Region and the Pacific Southwest Research Station worked with state and local governments and private industry to create what would eventually become the Incident Command System, which has since been deployed in all kinds of disasters, including 9/11 and Hurricane Katrina. It also professionalized much of the suppression activities, nearly eliminating the “militia” where everybody’s job included fire (and indirectly dismissing a strong morale booster and powerful opportunities to build *esprit de corps*).

**Communications** As the television and motion picture capital of the world, Southern California was the natural place for the Forest Service to develop its public relations capabilities. The Angeles and San Bernardino National Forests had two of the earliest field level information officers. The Media West office was established in Pasadena as a liaison to Hollywood, which proceeded to incorporate more forest ranger characters into television series and movies. Meanwhile, in the Regional Office, healthy budgets from the timber and fire programs supported a robust Office of Information with a large graphics studio and groundbreaking visitor information and environmental education programs.

Many of the people interviewed for this book worked in more than one of these areas, and were affected in many ways by the whipsaw transitions and associated emotions that were rampant during this period. They express their opinions in their own words, with light editing to compress and provide context. They tell their own story, not the official history. They talk about their experiences with candor and sometimes with humor, and despite all of the turmoil almost all still retain a great affection for the Forest Service, its people, and its mission.



Skyline logging on a Northern California National Forest (1973)

# The Rise and Fall of the Timber Program

---

Throughout the history of American forestry there has been a policy of cooperation between the State and Federal governments, and business interests, to manage resources in the National Forests; or in the words of Gifford Pinchot, “The greatest good of the greatest number in the long run.” The Federal Government developed policies designed to conserve the National Forests and provide for a sustainable timber resource for the Nation’s future. Forest Reserves, later re-named “National Forests” were authorized by the 1891 Forest Reserve Act, and the original uses were established by the 1897 Organic Act. One part of the Organic Act authorized the sale of government timber in the Forest Reserves for not less than its appraised value. Although public use of forest resources had long been the primary goal prior to World War II, a large part of the Forest Service’s job was custodial, such as controlling grazing trespasses and timber theft, and putting out wildfires.

Forest conditions in the Reserves in California were highly variable in 1900, depending in part on wildfire histories, timber harvesting to support mining activities and building towns, grazing by sheep, and burning by sheepherders to clear trails between summer and winter pastures. Because of such disturbances, forest tree densities then were far less than we see today.<sup>1</sup>

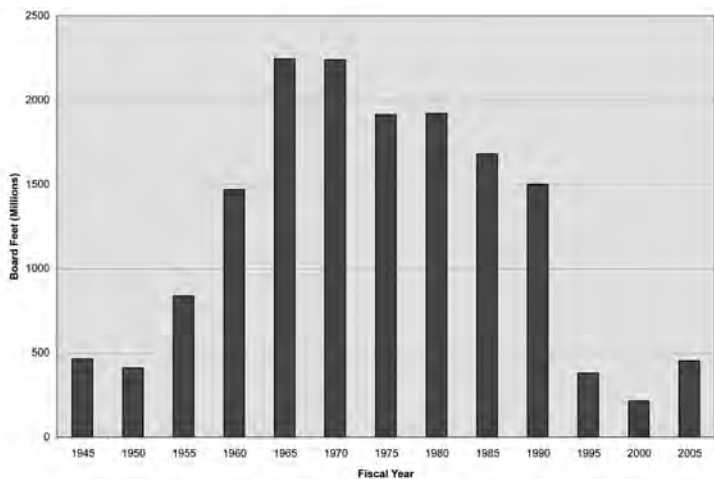
Annual timber harvest volumes from the National Forests in California remained low prior to World War II,<sup>2</sup> well below the average annual volume growth rates on the standing timber. Economic needs for government timber were low, and the private industry infrastructure and Forest Service management expertise were slowly developed in lockstep to prepare timber sales, and to harvest and mill sold government timber.

Decisions about which trees to mark for harvesting were initially based on the *Forest Reserve Manual* of 1902, which instructed government foresters to focus on cutting trees near the ends of their lives, and replacing the cut trees by natural regeneration; that is, not cutting young trees with good seed-bearing capacities. If all trees in a stand or group were proposed for removal, government foresters were to ensure there were adequate seed-bearing trees in adjacent stands to regenerate the resultant openings. This policy emphasis on natural regeneration continued into the 1960s. Before then, artificial regeneration (planting nursery-grown seedlings) was used primarily to reforest burned areas for which seeding from adjacent trees was inadequate. The Forest Service *Use Book* of 1907 adopted the policy of harvesting individual trees in the western National Forests.

Early timber sales in the Region emphasized selling pines, the higher value species, because the more shade-tolerant Douglas-fir, white and red firs, and incense-cedar had little or no value. Consequently, the combination of selection harvesting (creating small openings in the forest canopy) and leaving more shade-tolerant conifer species, shifted the post-harvest conifer dominance in many timber stands towards the shade-tolerant species, particularly on the western slopes of the Sierra Nevada and the Cascade Ranges, and in the interior Coast Range.

Extensive pine mortality caused by bark beetles resulted in tree-marking policy changes, particularly in the pine forests on the east side of the Cascade Range starting in the 1930s. Priority was given to marking for harvest individual pines estimated to have a high risk of dying soon (high-risk marking). Typically these were water-stressed older pines growing in stands with high densities.

During and immediately after World War II, demand for National Forest timber greatly increased, first to support the War efforts, later to supply wood for a greatly expanding house-building boom as shown in Figure 1. To meet these societal needs, industry and the Forest Service greatly expanded capabilities.<sup>3</sup> The expanded Forest Service timber program in California led to annual multi-million-dollar production levels operating in the black, returning more funds to the Federal Treasury than had been appropriated to manage the timber program. The expansion and the consequences of interactions of the Region 5 timber program with many different government entities (including legislatures and regulatory agencies), groups, and individuals with serious concerns about the ecological, economic, and other social effects of this expansion, are the subjects of this oral history.



**Figure 1.**Post-World War II timber production trend in Region 5. The pre-1965 data are "cut" values (harvested during the Fiscal Year), and the 1965 to 2005 data are "sold" values (sold during the Fiscal Year). Data on file at the Regional Office.

---

## Managing Timber for a Growing Nation —Late 1940s and 1950s

Increased timber sales from public lands contributed to the national, state, and local economies, and provided increased budgetary support to an expanding Forest Service, greatly benefiting the timber and other resource management programs. The Forest Service developed practical timber management procedures, under flexible guidelines, delegating broad authorities to local foresters to protect and manage timber stands, and to reforest burnt or cut public timberlands, under a tremendous variety of ecological, economic and other social conditions. The work was done with limited guidance, and the public generally trusted the foresters' professional decisions.

Cutting priorities shifted from selection harvesting, with natural regeneration objectives, to salvaging dead and dying trees in "working circles" to improve forest health, and to construct road systems, funded from logging receipts.

Burned areas without adequate tree seed sources were planted with pine seedlings. About 20,000 acres of plantations were established during the period from 1945 to 1960, compared to approximately 6,000 acres before World War II.

The principal logging before World War II had been done on a forest health basis. The timber activity for a Forest was broken into what we called "working circles." There were estimates made of what you could sustainably log in those working circles. The working circles were usually drainage areas that were logical to flow out one direction, and so you didn't have a whole Forest Timber Management Plan like we developed in later years; they were working circle plans. On the Shasta Forest I think we had probably twenty-four working circles. We began the discussion about having permanent access to National Forest land when we put up timber sales. One of the primary objectives was not how much timber you were going to cut and remove, but what the stand was going to look like when you got through. That was a time when we were using high-risk marking, where you were taking out trees that you did not expect, on a judgment call, were going to last fifteen or twenty years more. You were looking at the stand and thinking, "I want to do what I can to improve this stand from a health standpoint, and I want to really be concerned about what's left, not what's taken."

*Doug Leisz*

I think the Forest Service was following the old previous models that came out of Europe where the intention was to remove the old-growth, remove the slow-growing timber that had pretty much gotten to the



---

end of its growth, and replace it with faster growing trees. The attitude toward old-growth was we did not worry much about cutting old-growth, because those were the trees that actually paid for the timber sale, paid for the road access into the drainages. But I also knew that there were portions of the Forest that we were never going to have access into, because of just the toughness of the accessibility. So the old-growth issue in my mind was, well those areas are always going to be present, so the old-growth was always going to be there.

*Bob Devlin*

I didn't have any hard targets. I was asked just to continue a sale program that was a reasonable one. Forest harvest totals were not clearly targets in your face to plan to. You were more geared by how many people did you have? The pressure was to keep a program going on the Forest and start building it and to start thinking about where are the major access roads going to have to be to reach these magnificent timber stands that we had on the Shasta Forest. The contract logging crew really cared about the forest. They cared about protecting the young stand of timber which otherwise could have been carelessly obliterated.

*Doug Leisz*

The Mt. Whitney Lumber Company was in Johnsondale and that was an experience that very few people will ever have again. They sawed 100,000 board feet a shift. It was part of the Dwyer-Rucker estate that was a transfer of timber for land. The crews were Finns and Swedes. They were fallers, limbers and buckers, and it was before power saws. Probably the Fall of '48 that we felled snags and we were part of the Mt. Whitney Lumber Company. But I got to tell you about these Finns and Swedes. They smoked Bull Durham and I have never seen anybody eat the way those guys ate. They would go to breakfast, and they would eat bacon and eggs, coffee, hotcakes, but at the same time, they would be filling their grub bag full of stuff. Then they would go to the lunch table and they would fill up again. That may not seem like a big deal, but my God, for a young guy to watch those guys do what they did and then go to the field and watch those guys fall trees. We stayed away from them because we didn't want to get killed. But once in a while we'd be there, and the Bull of the Woods, who ran them, would come around and make sure we were doing what we were supposed to do. He would show us how to saw and cut with a misery whip. There is a difference between a felling saw and a bucking saw. A felling saw is a much thinner saw that is maybe two-thirds the width of a bucking saw. A bucking saw is a big round saw, and so the buckers used a bucking saw to cut vertically into logs. A falling saw is used

---

horizontally. We sawed the undercut and then used a falling ax, which is different than a splitting ax, to take the undercut out. Nowadays a chainsaw saws both, does all the sawing; there's no ax involved. That year, there was one mechanized chainsaw, and it was an electric saw that was run by a small Caterpillar tractor and a large cable, but they complained about the cable getting underneath trees, and it slowed them way down. In '49 the old buckers, and limbers were entirely gone. What took their place was a pickup, three chainsaws and two guys.

*Jerry Berry*

#### **Accessing the Timber Base**

Road access was crucial to the increase in timber production, management of other National Forest resources, and often for outdoor public recreation. Typically, timber sale receipts paid for constructing and maintaining the new roads. Often timber sales were designed for the purpose of generating funding to develop Forest road systems.

When I first started out (in 1964), I would call it the era of expansion into the timber base. The expansion was accomplished primarily by roading the National Forest segments that were basically unroaded in those days. About the only road systems that were there were from the CCC (Civilian Conservation Corps) days in the '30s. Our timber prescriptions were based on covering as much of an area as possible, to road the area, and then to produce a significant volume that could be used to offset the cost of building those roads. I did an awful lot of road layout when I started out, and I also participated on engineering crews, not only to stake the road layouts but also in the wintertime developing the road plans for timber contracts. I won't say that all roads laid out in those early days were badly done. A lot were just out-sloped with intervening dips, making them very slow. But they were productive and they lay on the land fairly easily. When we got into engineered roads, of course they were for higher speed, better alignments, but that sacrificed a lot of things, because you could not always plan on the right-size culverts or you could not always plan on the right debris racks and things to protect those roads.

*Glenn Gottschall*

We wanted a road design standard that would serve the public so the public had access to their lands. So we got into high gear on the system. Roads provided the timber flow for the industry that was more and more shifting from a dependence on private timber sources to heavily dependent on National Forest timber.

*Doug Leisz*

---

In the late '60s and early '70s, on the Yolla Bolla Ranger District, a timber sale under what they then called UAC, Unit Area Control,<sup>4</sup> was laid out with a newly opened up area with forty million board feet. All the roads to these very small units were built with the idea of two- to three-acre size units.<sup>5</sup> On one sale we had probably a hundred or more units, all with roads to them. An edict came from the Regional Office that all of these roads to any units considered regeneration units (as these were) had to be system roads. That particular timber sale just went deficit. There was no way that all those roads could be built under that kind of a system with the volume they were producing.

*Glenn Gottschall*

I noticed that the roads had rather poor surfacing. I had been in Region 6 (Oregon and Washington) and I remembered paved roads and crushed-rock roads, and it had not been too difficult to justify doing those things on timber sales there. But in Region 5 it took a very difficult analysis to get beyond a native surface material. We had arranged a staff meeting in the gymnasium at Hayfork. Our sleeping arrangements were in cots in the middle of the gym and my cot mate, next to me, was Regional Forester Doug Leisz. He'd had the experience of seeing the roads in Region 6, and he asked me what I thought about the roads in Region 5. I told him I didn't think too much of them. It was not long after that that the Region came out with a policy that changed how we could surface roads and what kind of process we had to go through. I don't know how much that little talk had to do with that, but it doesn't matter. Now you could build a fairly decent road surface on the timber sale. Of course, that made quite a bit of difference in how people could use the National Forest. When the road surfacing policy came about, I convinced Forest Supervisor Paul Stathem that we needed a materials or geotech engineer. *Phil Hirl*

One of the sales that I still remember very well was down in the Burney area in a place called Timber Crater. It was on the Fall River District of the Lassen National Forest. This was a ponderosa pine stand in volcanic soil with ten to 15 percent of that stand dying. It had been not only marked, but the lumber company forester and I separated that sale area into units and together laid out the skid trails and all the temporary roads. There weren't any engineers available to help us on road layouts on sales; we did it as part of the sale. You made a determination whether it was going to be a permanent road or not, and a permanent road of course had to have culverts, but temporary roads did not, unless you had a stream crossing that required it.

*Doug Leisz*

---

## Expansion of the Timber Program —1950s and 1960s

There was a huge demand for materials and for lumber for construction, both for housing and for other construction. That's when the mission of the National Forests really changed. We were asked to not only improve access on the Forest but also to produce more timber for the economy of the Nation. The tone of Congress, the tone of the Administrations in office and the tone of the public, at that time, was pretty accepting of what was going on. *Bob Devlin*

During the '50s, '60s and I would say well up into the '70s, there was a political consensus in this country about what the National Forests were to be managed for. That didn't mean that everybody agreed. There were people that were arguing for the wilderness back in the '20s and '30s who didn't necessarily see a timber production role. But the working consensus, the politics of the era said: Get out the cut, and put out fires, suppress insects, get out the cut, and manage the wilderness, but get out the cut. As a result, the Agency was very productive. *George Leonard*

Congress provided significant amounts of the Forest Service budget to timber and engineering activities. Resource staffs and employees understood the timber priority. *Ray Weinmann*



Highly productive, approximately 50 year-old ponderosa pine plantation, Shasta-Trinity National Forests

---

We needed mills in the early 1950s to come into areas to address forest health problems. If the nearest mill was 300 miles away, you weren't going to get any bids on sales. So, if you were going to attract industry, then you had to say, "Well, we've done our calculations and in this Forest working area we figure we can harvest 92 million board feet a year, and we plan to carry on a program to do that." *Doug Leisz*

I felt that harvesting timber is not like a normal business-to-business relationship. It's something where there's public trust involved about the future of those forests. Those forests weren't put there for industry to cut. They were put there to be managed to provide goods for people but to retain the essential elements of the forest. It shouldn't just be like a hard-ass business contract that you draw. It should be drafted in such a way that the Forest Service always has the ability to make adjustments. *Doug Leisz*

We had a Federal Sustained Yield Unit<sup>6</sup> on the Modoc National Forest. Most of the volume had to be manufactured within the Unit. Additional volume could come in from outside the Unit, however, to help supply the mills that were inside the Unit. We went through one management plan revision and we had a public hearing that was required to be held, which had a hearing officer, and followed a very formal process. That was the only meeting that we actually had turnouts in excess of seven or eight people. All the rest of our public meetings, if we had seven or eight people, not counting Forest Service employees, why, that was exceptional. But the interest was really not all that great for what you were going to be doing. The feeling was that you were going to have a timber program. That was expected. "You do your job. We trust you." *Dick Lund*

Early in the '60s there was essentially a "let's cut the trees that look like they're going to die," either single trees or in small units. This was followed by overstory removal of areas that had an understory: the understory trees were supposed to then take over the site and grow and be the next crop. That didn't seem to work very well because removal of the overstory usually resulted in destruction of the understory, not releasing it. *Jack Levitan*

You wouldn't necessarily have a timber sale on the same District every year. You might have one for two or three years and then you'd be to another part of the Forest and you'd be out of there. We didn't have enough money for scalers for all the sales we had, and so we had to be creative, and we used the sample point marking and did caliper

---

wood scaling. Caliper scaling meant that you got on top of the log, you looked for signs of defect because often you couldn't see anything but the sawdust of the cut, and sometimes that would tell you that there might be some defect there, but you couldn't see a clean cut of the log because it was still closely paired with its apparent trunk. You not only marked the timber on a sale, but once the timber was felled and bucked, you had to go back and caliper scale. You had to be fast on your feet because if you didn't scale it quickly, it might get hauled away before it got scaled.

*Doug Leisz*

There was no environmental analysis *per se*. The requirement was a timber sale report for each sale, probably about four or five pages in length, very simple. Basically it located where the sale was, what it was and road availability, private land availability, any improvements that needed to be protected and special things that were going to be required for contract completion. The policy was sales of 15 million board feet up to 50 million board feet would be Regional Forester sales, and they would have to be reviewed in the Regional Office before the contracts would be signed. This included the appraisals, so the Forest prepared the appraisals, sent them in to the Regional Office for review, and that was one of my jobs. If everything looked appropriate we gave the Forest an okay on it, and they would go ahead and finish the contract preparation for the Regional Forester's signing.

*Dick Lund*

Since the timber sale offerings were based upon appraisal data from industry, we had a cost collection program under which we would go out to the various mills, purchasers, home offices and collect financial data from that purchaser for the past year. This would include their cost of operation as well as their selling realizations for the lumber that they produced. This entailed visits throughout California. Another part of that job included mill studies and batch tests. Mill studies were used to develop the relationships of volumes in the standing tree logs. Compare that with the lumber that's realized from the milling of the logs and using those data to develop overrun factors that would be used in the appraisals of those timber sales. Batch tests would be simply a less involved process. Rather than following the logs through the mill, the batch test would be simply comparing a given volume into the mill with the volume out, to check whether our overrun factors were still valid.

*Dick Lund*

---

The logging boss was really a nice guy, Lou Winfield, and he was a thoughtful guy. One of the early things, which I've never heard repeated anywhere else, was he gave me a pad of what they called their hire-and-fire slips. This was a small notebook pad, and if you found somebody violating the contract, you simply handed him one of these, and he was fired. At first I was very uneasy about that. He told me, "Well, the company, Associated Lumber and Box, does not want any contract violations, and if you see somebody that's cutting an unmarked tree or is doing something you don't like, hand him a slip. "We will not argue with you. We'll fire him." I thought, "Wow, that's a heavy tool." The only case that I ever used the fire slip on was when I approached a set of fallers one time, and I looked and I didn't see a mark on the tree. We always marked the trees two ways: You used paint marking and put a stripe that it would be above where the tree would be cut, and you put a mark on the stump, where it would not be removed. Then I usually took a swipe at the tree and knocked the bark off and used my branding ax to put a U.S. on the stump. It was clear to me that this fellow was working on a tree that had not been marked for cutting, but he was on the back cut already. It was two-thirds of the way through, and so I let him fall it and then walked up and handed him the slip. His partner right away yelled, "I told you that ranger was gonna catch you doin' this." He said, "Hell, you're fired, man!" And that was it. The guy was fired.

*Doug Leisz*

We got involved in salvage sales and we had assistance from the Regional Office to prepare some of the lines from the Mountain House burn out of Camptonville. There were sales of roughly 15 to 20 million board feet each. A local timber sale bidder got the sales, and this was very much of a hotdog type of season. The sales were not pre-marked, so in addition to the administration, you had to do the marking of the sales. You had to help with the road layout of temporary roads, permanent roads, or you had to use the existing system. This is where I became acquainted with guidelines that were given to us in rough draft form that were later put together as the *Guidelines for Estimating the Survival of Fire Damaged Trees in California*.<sup>7</sup> A tremendous publication, of tremendous assistance, and we were able to contribute some help on finalizing those guidelines. Those guidelines, as far as I'm concerned, are the bible for fire-killed timber.

*Dick Lund*

Planting trees for many years was always done with K-V (Knudsen-Vandenberg Act<sup>8</sup> of June 30, 1930) money. However, in either 1956 or 1957, the McCloud District got \$5,000 of appropriated funds for planting, and that was a modern-day first. Up to that time, you never

---

heard of that kind of money for planting. We planted an Edson Creek plantation, and it's growing some nice trees today. *Dave Scott*

When I first started as a professional forester in the early '60s, public perceptions and values were beginning to change. It was the start of the environmental movement, Rachel Carson's book *Silent Spring* had been out and there was still a great deal of respect for professionalism and for the professional's opinion in government agencies. When I was with the State and later in the Forest Service there were controversies around things like clearcutting and the use of herbicides.

*Ron Stewart*

With increasing demand for timber products, more intensive forest management practices were required, such as timely, reliable reforestation and rapid growth of trees after timber harvest or wildfires. The Region's National Forests have a Mediterranean climate, with long summer droughts, often from mid-May through early October. Tree seedlings face very tough competition from other plants, especially for scarce soil moisture. Competing plants, such as grasses, forbs, and shrubs, if not controlled, rapidly outgrow tree seedlings, significantly stunting tree growth or causing mortality. Many methods were tried for controlling competing plants. In addition to machine and hand methods (for example, using tractors to clear unwanted shrubs or hand-pulling unwanted forbs and grasses), herbicides were found to be effective and cost-efficient. Sometimes other chemical treatments were needed to prevent excessive damage to conifer seedlings caused by rodents, insects, or rabbits.

I remember reading some history of pesticide management in Forest Service nurseries, which was I believe was in the late 1950s, maybe '40s, where they talked about trying to control nematodes and fungal diseases in nursery soils, which are real problem in nurseries. The way they did it was to drive a tractor over the proposed planting bed and simply dump sulfuric acid out the back end, which of course would acidify the soil and kill everything. Well, if you'd asked them at the time, "Why are you doing this?" I think the short answer would have been, "Because it works." *John Fiske*

We utilized herbicides to the extent that we could; there was no big concern. We were working very closely with the County Agriculture Commissioner, and also used herbicides to control noxious weeds.

*Dick Lund*

I talked to an uncle who had been the Farm Advisor for Colusa County, not a big forestry county but a lot of rice; this was in 1948



---

or '49. He told me that some of the first applications of the phenoxy herbicides, 2,4,5-T (2,4,5-Trichlorophenoxyacetic acid) or 2,4-D (2,4-Dichlorophenoxyacetic acid) were used in the rice fields. I asked him whether any kind of efficacy testing had been done to see whether it worked and whether there were any side effects. He replied, "The farmers knew it worked. They used it, and there weren't any questions asked." There's a brass plaque up at the Stanislaus Experimental Forest that documents the first use of the phenoxy herbicides to try to control bear clover for the purposes of aiding sugar pine reforestation. I think that goes back to the '60s.

*John Fiske*

Employees entering the Service after World War II knew that they would be protecting and managing forests. Most came to the profession with a passion for the outdoors, many had completed degrees in forestry or had military experience, and most expected to live with their families in or near the forests where they worked. Many employees participated in firefighting, scaling, thinning, cruising, reforestation, timber stand improvement, pest control, road building, soil protection, wildlife habitat and watershed protection and improvements, range management, and administration.

#### Careers in Timber Management

I was raised in Southern California, quite far from any timber. However, I was raised in a family that enjoyed camping and going out into the forest quite often. We spent quite a few weekends hiking in the adjacent Angeles National Forest, either with friends or by myself. I became very interested in the resources, the forest, to the point that I joined a scouting program and enjoyed it even more. Forestry became a way of life to me quite early. I decided early that forestry was going to be my career when I was about nine or ten years-old. Consequently, my schooling directions were aimed to meet the requirements of the nearest university that had a forestry program, which was University of California, Berkeley. I got through my junior year and sought employment with the Forest Service. I was interested in watershed and I opted to apply for a job that was on the Angeles that was related to research in the field of erosion control and water control. I had the job lined up, but word came that funding did not materialize, and would I be willing to accept summer employment in a different category and different area? Being short of cash, I agreed. There weren't any written tests necessary for gaining permanent employment, you just had to be available, and you were snapped up if your grades were good and you were doing an adequate job. Senior year finished, I began my permanent appointment with the Tahoe National Forest in June, '58.

*Dick Lund*

---

My father worked as a logger when we lived in Oregon and there are a lot of perceptions and stereotypes about loggers that I know to not be true because I actually saw him and many of the people he worked with, his friends, and saw how much they actually cared for the forests and the mountains in which they worked. But he definitely was a very strong influence on me and my siblings with regard to conservation and expectations that people really treat nature carefully and not abuse it.

*Susan Odell*

I went to the University of California for the first time between 1957 and 1962 and graduated in physics. There was a military draft, and I went into the Air Force until 1968. I really didn't know what I wanted to do with the rest of my life, but I was very much interested in natural resource management and went back to UC Berkeley, with the idea of entering a second bachelor's degree program. I was more interested in animals than I was in vegetation. The Zoology Department said, "No," but the Forestry School was expanding and they said, "Yes" and I went there. I was approached by one of the professors, who said, "Why are you bothering with a second bachelor's degree? Why don't you go directly into a PhD program?" I did, but I didn't quite finish the doctoral thesis. While I was working on the thesis, John Tappeiner, then the Regional Silviculturist—this would have been about 1975, 1976—needed an assistant to help work on a course, which was being used by the Forest Service and given by the University of California Extension, to upgrade the quality of Forest Service silviculture in California. I was hired, and had a very unusual entrance into the Forest Service. The way Forest Service colleagues put it was, "Most Forest Service people come to the Regional Office to retire." During my twenty-four year career in the Regional Office, I had basically two jobs. The first was to run the Silviculture Certification Program full time. In 1989 I became the Program Manager for Reforestation and associated activities.

*John Fiske*

Those entering the ranks fully accepted and endorsed the role of a professional forester as a steward of the nation's forest resources, and they embraced their responsibilities for sustaining those resources. Many careers were made managing timber, and many foresters rose through the ranks to positions of great responsibilities in National Forest administration. Most believed that, along with firefighting, it was a timber management experience that made careers.

Regarding my forestry education at Berkeley—one of the principal things I went away from there with was forest management is an

---

integrated process; it is not just harvesting timber, and you must be an integrated professional that recognizes other values when you go into a forest stand. I can remember getting that early in my forestry education. It made a lot of sense to me since I always liked to hike and fish and to hunt.

*Doug Leisz*

I was transferred into the Supervisor's Office for the Shasta Forest (in 1951) to become one of the Timber Management Assistants handling timber sales on the Shasta Forest. Well, fortunately for me and for others that had gone through there, there was a technician on the Shasta Forest by the name of Andy Anderson. Andy had been there for a number of years, and he knew the Forest and he knew how to do the job. He knew timber stands, and he was a good teacher. But he expected that you worked to do the job. You didn't worry about an eight-hour shift; you worked 'til the job was done each day. Our boss Vance Brown was an extremely competent person. He had been a logging engineer for a timber company in Washington State before coming to the Forest Service, and he knew the engineering aspects of logging and knew about road building and yarding with cables and many of the techniques. He was also a stickler for high-class products. If you were going to do fieldwork for a project and Vance Brown was going to review it, it better be well organized and well presented or it was going to be handed back as unacceptable work. The timber work on the Shasta Forest was handled at the Supervisor's Office level. We had timber sales on most of the Districts on the Forest, but as Andy explained it to me, the north half of the Forest was my territory and the south half was his, and we'd help each other in preparing new sales, to work up the appraisals, to administer the sale and make sure that all work was completed.

*Doug Leisz*

I had several offers that paid a lot more money, but my heart was set on the Forest Service. My very first job was on the Olympic National Forest in 1961. I was a GS-5 forester, and I did a lot of introductory type work: tree planting, piling slash, and doing all the things that were very basic to the Forest Service. Did some tree marking and even did some administration of small timber sales. After a year, I was promoted to a GS-7, and at that time I was put in charge of the final reforestation of a 33,000 acre burn that had occurred ten years before, and an 8,000 acre burn that had occurred nine years before. I made sure that those trees were established and free to grow. I was also put in charge of a sale preparation crew with an annual output of 58 million board feet, and then later was put in charge of sale administration.

*Ed Whitmore*

---

At the Eel River Station, I was in charge of the K-V Camp at Beaver Glade. I was a silviculturist and I graduated to be a Timber Sale Officer. I spent a lot of time my second year there re-measuring inventory plots and then installing new ones. In August, '63 I was offered a job in the Supervisor's Office in Willows to replace the Forest Silviculturist on a detail basis.

*Jack Levitan*

After graduating in the summer of 1964 I got on in a forestry tech position because I had worked two seasons when I was going to college. The first season was in St. Joe National Forest in Idaho, on a blister rust control crew, which was a really good experience to see what hard work on the Forest was all about. Those were anxious times for me because I wasn't permanent until March or April, 1965. I was on the Shasta-Trinity or the Yolla Bolla District from 1964 through 1968 in fire and timber positions. In those days, you were officially known as a "junior forester" once you got your professional forestry conversion. They had an extensive training program, which took us through TSI (timber stand improvement). I also learned how to scale, learned how to cruise, and I did various timber sale administration tasks. They called us PSOs (Project Sales Officers).

*Glenn Gottschall*

The Forest Service was really hiring a lot of folks. They called it a forester's exam, but it really wasn't an exam in that I didn't take any kind of a written test or anything. The exam was basically looking at my experience with the Forest Service, looking at my college degree and also the ten-point veteran preference. I got selected and assigned to the Camptonville District, Tahoe National Forest. The six seasons that I had of seasonal experience really helped out, especially in the diversity area, because I was on the Post Mountain TSI crew, and then I was on an engineer crew on the Hayfork District for a season, and then I went to McCloud District, on the Shasta National Forest, as a blister rust checker, and then back to Hayfork District as a scaler. A friend of mine wrote me about a timber position at Summit District, Stanislaus National Forest and thought I should apply for it. I had gotten married in '69, and my wife had vacationed there, and she said, "Hey, take it. That'll be a great place to live." She was pregnant at the time, so when I went to the Stanislaus, we had two sons in Sonora.

*Dan Roach*

I worked for Clyde Lewis on the Yolla Bolla District, Trinity National Forest. Clyde was one of the last of what they called the "technician"

---

rangers. He was a post-war technician who rose up to that level through a lot of professionalism on his part. His love of the forest and on-the-ground experience was quite evident. There was no pulling the wool over Clyde's eyes. That's one thing I learned quite quickly. If our assignment was to mark timber, every day we would come in from the field, Clyde would be there to meet us. The first thing he would ask is, "How many trees did you mark, and where did you mark them, and what did you find out about that area?" His direct involvement was one that influenced me a lot. Under Clyde I had an experience to remove paint marks from trees that he wasn't happy with. One of the things that Clyde loved the most was sugar pine, and we learned quickly that a big old sugar pine was not necessarily high risk in Clyde Lewis' eyes, so if you ever marked a sugar pine, it damn well better be for a good reason, because he'd have you unmark it.

*Glenn Gottschall*

In 1968 I got a job offer at Fall River Mills as a Timber Management Assistant. We really enjoyed Fall River Mills and the Timber Management Assistant position evolved, because the District Ranger was upgraded to a GS-12. They felt that if you're going to have a GS-12 position, that you need to have at least a GS-11 staff position, and the senior member of our staff, Glenn Martin, got the GS-11. But that was a Resource Officer position, so they had to change the title of my position, and therefore in four years I went from a Timber Management Assistant, primary staff, to being a silviculturist, still a GS-9. I told the then Forest Supervisor Jim Berlin—I said if I stayed on the Lassen any longer, I figured I'd be a junior forester pretty quick because of all those changes. Jim must have taken pity on me, and between him and the Klamath Forest Supervisor, they figured it would be good for me to go to the Happy Camp Ranger District, under a totally new organization. At Happy Camp, I had the new title of Resource Development and Protection Forester. They combined basically the silvicultural, fire control, recreation, all resources, range and wildlife, under that Resource Protection and Development Forester. It was a tremendously challenging job for me at that time because I had, at the peak, 84 people working for me. That was probably more than I had at any time in my career, because even when I became District Ranger at Amador (Eldorado National Forest), we didn't have quite that many people working for us on the District. The Stanislaus National Forest had a series of big fires in 1987 and I happened to be on one of the fire teams, and later moved to the Deputy Forest Supervisor position there. Nearly 20 percent of the timber base on the Stanislaus was burned during the 1987 fire season.

*Glenn Gottschall*

---

## Timber Heyday—1960s and 1970s

By 1970, the Region managed 20 million acres (one-fifth of the land area of California), employed over 5,500 full and part-time employees, had an operating budget of \$80 million, produced receipts of \$60 million, and returned 25 percent (over \$13 million) of the receipts to county governments as *in lieu* taxes for support of roads and schools.

Through cooperative research with universities and Forest Service Research, the Region improved methods for planning how much timber could be harvested, typically on a ten-year basis. The maximum timber harvest for a given Ranger District or working circle was based on forest inventory data, from which standing timber volumes and physical growth rates were calculated for the next decade, and extrapolated for a very long time, often 100 years. This long planning horizon was designed to ensure long-term sustainability of the timber harvest levels. The actual harvest in any given year was based on a much shorter planning cycle, usually only five years, along with occasionally complex negotiations between the Districts, National Forest, Region, the Forest Service Washington Office, the Federal Office of Management and Budget, and Congress. Sometimes the timber targets and the associated budgets created conflicts. Some employees thought that the Forest Service timber management program was going too far and too fast, but most did their best to meet the targets.

The Forest Service established its own potential based on the best science of the time that relied upon sophisticated analysis of looking at the growth, yield, land base, management components, multiple-use plans and so on. Then, ultimately, the Congress decided how much of that they would finance. Once that agreement was made there was an ethic at that time ('60s, '70s, and '80s) that we did everything we could to meet the goal. It was definitely the driving force at the time. It was simply an obligation we felt we had to meet. *Phil Aune*

It was pretty clear to me that our targets came from the interaction we had with Congress. But we also informed Congress what we could perform, and they either agreed or did not agree with that target and the budget that went along with it. But once the budget came that was the marching order. I was a Ranger for eight years and I never felt like I had targets that I couldn't meet. The numbers that we were being asked to produce were numbers that we generated. *Bob Devlin*

---

There's got to be some real pride in harvest levels and returns back to the Treasury and the Forest for carrying out management work from timber sale activity. We could go in and we could cure management problems through timber sales; we could also create additional ones if we didn't think carefully enough about it. But we had a system going where we said, from the bottom up, "I can produce X quantity from this Forest. You give me the money to do that, and we will do it." So we got a contract from the Forest to the Regional Office to the Washington Office to Congress.

*Doug Leisz*

Timber, from the early '50s on, was a hard target. It was measurable, in contrast with many other Forest Service activities, so accomplishments were in the public eye and performance could be measured against these hard targets. The line officers and the staff recognized the importance of meeting these targets in annual evaluations and performance reviews. Other resource staffs and employees understood the timber priority, and to some degree there was a deference, sometimes reluctantly, to those responsible for the timber program.

*Ray Weinmann*

Going back to the Supervisors' meeting with Regional Forester Charlie Connaughton, one of the things I remember is Charlie said, "All right, all of you Supervisors who are not going to make your assigned allowable cut this year, please hold up your hands." Then he said, "I'm glad to see nobody held up their hand, because all of you realize that I can get another Supervisor with just a phone call." And I thought, "There's an incentive to get out the cut, man!"

*Ken Weissenborn*

The whole time I was in California I saw the Deputy Director and the Director of the Forest Service Washington Office Timber Management Staff get beat about the head and shoulders, from Forest Service management, for not meeting the sale targets. I never saw anybody get beat about the head and shoulders for not meeting New Perspectives or Ecosystems Management objectives<sup>9</sup>.

*Ed Whitmore*

Timber sale quantities produced, timber stand improvement, acres treated, reforestation acres completed and satisfactorily stocked, and satisfactory (tree seedling) survival were always important targets. If you were managing those programs, obviously how well you met those targets would have a bearing on your performance rating and your reputation for getting the job done. Meeting the target, whether or not we produced 80 percent or 120 percent of what that set number

---

was not a critical element as much as how well you proceeded with the quality of those sales and the quality of the sale administration and how well you managed your operation. *Glenn Gottschall*

In 1961 it was estimated that annual growth for 430,000 acres of productive forest on the Sequoia National Forest was 23 million board feet. By 1980, over 95 percent of the needed access roads were in place and the annual growth (had increased) to 104 million board feet. Between 1961 and 1980, 1,882 million board feet was harvested, an annual harvest of 99 million board feet. Timber sale receipts were \$44,851,000. For the period 1981 through 1999, 1,021 million board feet of timber was harvested. Timber sales receipts for this period were \$82,821,300. During the harvest period (early 1960s) preservationist groups were claiming the Sequoia Forest was over-cutting and was permitting poor logging practices. Much of the criticism was directed to the harvests on the Dwyer-Rucker exchange lands in the vicinity of Johnsondale. This land had been acquired by the Forest Service after being logged and badly treated while in private ownership. The preservation groups prevailed on the California State Senate to investigate “poor logging practices” on the Sequoia National Forest. The matter was investigated by a committee of the State Senate in the mid-1960s on the Kern Plateau. The committee verdict was the “best logging” in the State of California.

*Walt Kirchner (from written correspondence)*

Congress had so many demands for the tax dollar—just look at welfare, look at Federal highways. No agency ever got the amount of money that it needed. But the Forest Service always enjoyed adequate appropriations to fund the timber sale (program) because many more dollars from selling the timber went into the Federal Treasury. I can’t think of another program like that. *Ed Whitmore*

It was the heyday of the Forest Service. We were a very well respected Agency. We were always thought of as one of the model agencies in the government. We had professionals, and our Chief was always deferred to by Congressmen, and everybody really thought we were tops. But we really had turned to putting out a lot of timber, at least on some of the western forests. I didn’t have a timber focus, and I was very interested in silviculture, but I was more interested in what’s now called Ecosystem Management. I asked some silly questions when I first got into timber, like, “Can we sustain this level of harvest?”

*Mike Lee*



---

I was comfortable with the levels from a forestry standpoint. I had no problem. Our Forest Timber Plan and our growth equaled our cut, and so I had no problems.

*Dick Henry*



Feller buncher in operation

My perception was that the Forest Service had a duty to produce timber to maintain the local industries and keep the Counties' coffers full. The Regional level averaged 1.8 to two billion board feet a year. It also became very obvious that the only way we could maintain the harvest at these levels, and satisfy the requirement of non-declining yield<sup>10</sup> was by clearcutting the poorly-stocked stands that had resulted from previous overstory removal, and regenerating these stands by planting.

*Jack Levitan*

I think the timber harvest levels in the Region were about 1.6, 1.8, sometimes 2.0 billion board feet per year, and this was considered within the Forest Service, and within California professional forestry circles to be the Region's fair share to the California economy, to the national economy.

*John Fiske*

Under the Forest Timber Management Plans, you operated on the basis of the data you had. There was supposed to be a reevaluation, and if that reevaluation resulted in adjustments, we might change the cut. It almost always decreased it because other uses came into prominence that hadn't been as prominent ten or twenty years before, when the plan had first been developed. We were building up more and more stands of young, aggressively-growing timber. The long-range timber plans went beyond the old-growth harvest to the point where you

---

needed to start selling and managing the young stands, thinning those stands, and you were going to have fairly small trees to cut. When mills still had old-growth to handle they weren't interested in going to smaller timber, but they started to give attention to that in the 1970s and 80s.

*Doug Leisz*

The McCloud and Hayfork nominal cuts were increased greatly. At McCloud, when I was the Timber Management Assistant, there was a 19 million allowable cut. When I was Ranger down in Shasta Lake that was up to 60 or 70 and Hayfork was up at 200. But interestingly, each of the Rangers at that time was proud that the number increased.

*Dave Scott*

During the late '60s or early '70s linear programming was being developed in universities. A scientist, Daniel Navon, at the Pacific Southwest (Research) Station, took the concept of linear programming and applied it to timber management planning by adapting linear programming techniques to the determination of the allowable cut on a Forest-specific basis. It was called "Timber RAM" (Resource Allocation Model).

*John Fiske*

After 1970 we started to map the individual stands of timber. Then we began to sample the various forest species by size classes and we used a linear program (RAM) coupled with the inventories and growth rates by strata to project a harvest into perpetuity. The linear program was supposed to produce an optimum for each National Forest. A programmed cut could be reduced for special circumstances. Prior to the 1974 Resource Planning Act, we did a forest inventory every ten years. Inventories involved putting in plots of a delineated area and measuring all the trees in the plots. The Forests, with Regional Office quality control, did the inventory work, or it was done by contractors. Before the mid-70s, the Allowable Cut was arrived at by applying the "Austrian" formula to the volume and growth rate of the Forest inventory. The reality was something like 1.5 to 2 percent of the inventory would be harvested in a year, which was assumed to be equivalent to the physical growth rate of the inventory minus mortality.

*Jack Levitan*

I became the person in charge of the WRIS Project, Wildland Resource Inventory System, which was a mapping system to map the stands of vegetation on the ground. We needed more "in-place information," which involved some pioneering work. In 1976 I became the head of the Regional Office section on Management Plans and Inventories, and I met some people from the geography department at UC, Santa

---

Barbara, who were using satellite imagery to map forest vegetation. We began cooperating, to adopt their methodology to making timber inventories and replacing aerial photo interpretation as a source of type maps from which we would collect the inventory data.

*Jack Levitan*

As Forests developed a solid timber program, they found out they were well financed in a number of things. They were well financed in the engineering needs that they had, and we finally got a flow of some very competent engineers added to the outfit, and the monies allocated to the Forests for timber sales were financing that engineering organization. They were financing the Forest organization that included wildlifers, soil scientist specialists, fisheries people, the archaeologists, the different skill levels, which we, no question needed, and you could afford if you had a good timber program going.

*Doug Leisz*

#### **Timber Receipts and Forest Budgets**

The Forest receipts, through the increase in the value of timber and the income from other things like winter sports areas and other use permits, took on an increasing level of income flow. 25 percent of sales went to the Counties for roads and schools. The rural schools issue became really important because these schools were never adequately funded from the tax base alone. I remember one of the County Supervisors from Trinity County telling me how important it was to keep that timber harvest going because their road department and their schools were depending on that income stream from the Six Rivers Forest and the Shasta-Trinity Forest. So they became, I think, strongly convinced that as values increased, their needs became stronger for additional monies coming in, often because those Counties were growing in population and they were growing in such a way that the infrastructure expansion, expanded needs— fire, police protection, sanitation, schools— that those were going to be met by the tax monies that people were going to pay. Those (Forest Service *in lieu* tax) funds became more and more important to those Counties.

*Doug Leisz*

The income from forest uses, largely timber, but also included minerals, when you added them up, Region 5 was an in-the-black, multi-million dollar operation. There were people at OMB (Federal Office of Management and Budget) saying, “These guys got to keep up this level. This is helping to support the Country. They’re not just a drain on the Federal budget, they’re in a positive sense, big money coming in.”

*Doug Leisz*

---

Jack Moore and I had the chance to sit in on what they called the “five-year planning meetings” for timber, where we had the District come in, and we would look at five years of sales and what was needed to get them on track. It was just the whole concept of getting people like Rangers, their timber staff, and silviculturists to come together. I really got my first sense of how important meeting the targets was. At that time, it just seemed like the whole credibility of the Forest was meeting the sale target. I marveled at Jack Moore and Bruce Minders’ skill at understanding the issues and what was practical or not practical. They used to have “shelf volume”; they needed some recourse, because there were pitfalls out in the future. There could be a cooperator, there could be a right-of-way, something that goes strange on you, but they always kept in perspective that there was a Timber Management Plan. There was some really fine teamwork and understanding where timber fit into the life of the unit.

*Bob Harris*

In 1978, between appropriated dollars and K-V funds, the Regional budget was about 75 percent monies that came for the timber program. The timber-related money paid for 75 percent of everything in the whole darned infrastructure. With the amendment to the K-V law, part of the 1976 National Forest Management Act, K-V funds could be used for renewable natural resource management on specific timber areas other than reforestation and timber stand improvement. The only stricture was that the first call on K-V dollars was for reforestation then everything else had, at the National level and the Regional level, equal priority. Establishing priorities between other proposed uses in specific areas was left up to the discretion of the District Ranger or the Forest Supervisor, whoever had signed the environmental document that applied to the timber sale. So the District Rangers or Forest Supervisors had enormous authority to decide how to use those K-V monies, and an awful lot of those dollars went for something other than timber.

*John Fiske*

You got money for producing timber, so therefore you really wanted to produce timber in a way that produced the most money to run the organization. That was a time when commercial thinning was just beginning to be considered a good thing to do, both for the Forest but also it was a good thing to do because it produced money to support the foresters. Did the budget drive the timber program? The answer is “Hell, yes!” I didn’t take long-term timber budget planning quite as seriously because budget levels were pretty much like what you had last year. So you actually shaped your timber program around what you could expect, not what you really needed to be doing.

*Bob Rogers*

---

We had a downturn in the economy. For a while, industry was not able to purchase sales because of a lack of being able to market the wood products. This created a little bit of a conflict internally because of the necessities for budgeting. Forest Service budgeting was a two-year process. You make out a preliminary budget based upon past history and what you anticipate. That would be submitted, combined, come back to Washington and be submitted to the Department of Agriculture, to Congress, and fed back down the line. When you actually found out what had been approved, and then you tried to adjust your program. This worked pretty well as long as your program was somewhat even. When your program varied for one reason or another, that kind of a funding setup is really awkward. But that was the best we had. We didn't dare vary too much from it. If you did, you'd be cooking your own goose.

*Dick Lund*

## **Upgrading Timber Management Skills**

The Region developed training and certification programs, often with universities or Counties to upgrade professional knowledge, skills, and abilities, sometimes in response to timber management problems identified by others, in and outside California.

Herbicide and other pesticide applicators, had to be certified by the State, which was accomplished through classes administered by County Agricultural Commissioners. Certification as a pesticide applicator required a working knowledge of State regulations, safety and application technology.

The Region's Silviculturist Certification Program was the indirect result of very large, ugly clearcuts in the Bitterroot National Forest (Montana). Those clearcuts, and the subsequent terracing on steep slopes for site preparation, were very strongly criticized in a Congressionally-requested report by a University of Montana team,<sup>11</sup> as not current with state-of-the-art silvicultural and forest ecology knowledge. The Forest Service Washington Office directed the Regions to develop silviculturist certification programs designed to teach the state-of-the-art, and to meet national standards for all foresters responsible for writing timber stand management prescriptions. In Region 5, the Certification Program involved graduation from a special University of California, Berkeley course, then passing an all-day field examination, defending two contrasting silvicultural prescriptions, prepared by the certification candidate. Within a decade, the Region had certified over one hundred silviculturists.

---

Regional Silviculturist John Tappeiner working with the University of California, Berkeley, and Humboldt State University, developed the Advanced Course in Forest Ecology and Silviculture. Admission to the Course was based on merit; we didn't discriminate against technicians. John recognized that it's easy to talk about theory, about how you're going to manage a timber stand in the abstract. It's a better test if the exam takes place in the real world, so he insisted upon passing a field exam for certification. *John Fiske*



Eleventh Forest Service silviculture class, University of California Forestry Camp, Meadow Valley, California (1987)

A parallel Regional Certification Program was developed for timber sale administrators and road construction inspectors, the former based on field performance controlling timber harvesting operations under policy and contract requirements.

The Region was emphasizing enhanced sale administration, and one way to try to improve adequacy and job performance and to ensure uniformity across the Region was to develop a Sale Administration Certification Program. This was developed in the late '70s by the Regional Office. About '82 I was involved and became a Regional Forester Representative. It was a very successful, and produced the desired outcome at minimal cost. The Sale Administration Program had roughly one or two people on each Forest who would represent the Regional Forester during evaluations. They also visited other Forests to help evaluate candidates. Their teams included a representative from that other Forest, a representative from the specialty areas, one of the "ologists," whether a wildlife biologist or a hydrologist or something as the team members. The Forest Supervisor was encouraged to be a team member, and in some cases that actually happened. In some cases it was the Deputy, and in some cases it was the District Ranger

---

from a unit that was not associated with the certification process. Occasionally the evaluation resulted in individuals being transferred out of the job. It became obvious that they couldn't function as a sale administrator.

*Dick Lund*

Another example was the large-scale, intensive Region 5 training course to upgrade timber sale preparation expertise.

(Region 5 Timber Management Staff Director) Stan Undi said, "The worst problem we have is timber sale preparation." So we put together a team made of Forest people, and District people to come up with a timber sale preparation program. We put everybody in the Region through it, 700-some odd people, who had anything to do with timber sale preparation. I said, "Our goal, within two years, is to have two years of sale preparation on the shelf, ready to go." I don't think any Region had ever done that. Two years later, in 1980, each Forest had at least two years of timber sales ready to sell.

*Bob Cermak*

## **Forests as Crops—the Agribusiness Model**

Intensification of the timber management program over the '60s and '70s meant thinking of wood fiber production as a crop. Under Congressional budget direction, as interpreted by National Forest Service policy, the timber program was managed as a capitalistic business; timber had to pay its way, in contrast to management of other natural resources. Consequently, forestry practices were developed in the Region to closely parallel practices used by the timber companies on their lands. Although highly successful in producing timber and reforestation, the agribusiness model aggravated many environmentalists and some Forest Service employees. Also, the Forest Service failed to adequately prepare the public for the changes in forest appearances that followed when timber management changed from custodial to intensive industrial management modes.

We looked at the Weyerhaeuser high-yield concept. You really got to start looking at timber as a crop. That's when things shifted into high gear in terms of the clearcutting. You couldn't wait around for twenty or thirty years for a seed crop to happen because you were better off, in most cases, to just clearcut and start over. Especially with the Regional Tree Improvement Program, we started using good genetic stock and did not depend upon Mother Nature as much. So there was a definite shift from "clean up the forest," "high-risk," and sanitation logging, to "get the forest into full production." Even-age management often gets equated with clearcutting, but that's not necessarily the case. It doesn't

---

have to be that way. The problem with even-age management in most people's minds, where it's a controversy, is that they're thinking in terms of a wheat field where everything is nice and uniform, in nice, even rows, and it doesn't look like a forest anymore. *Bob Rogers*

The northwestern logging industry was moving into Northern California in the 1950s and 60s, bringing their clearcutting operations, their logging culture and their high-lead technology. On the Ukonom District (Klamath National Forest), this was new logging technology, and we had to learn pretty fast. The first units of clearcutting and high-lead logging we put up were two- to five-acre units. We were very cautious about this. The first couple of operators that came in just couldn't handle it economically. Those units were too small. So within the first year we adjusted our program so that we could locate units of twelve to fifteen acres, or twenty acres at the max. *George Coombes*

The National Forest Management Act in '76 was pretty much a landmark date in forest management. The trouble with that was we really didn't get the message. The kind of high-tech, high-production agricultural approach or farming approach to timber management didn't sink in, at least in California. Even though the NFMA required certain justification for clearcutting, I don't remember ever giving it any serious thought. *Bob Rogers*

The timber we were growing was a different kind of timber than what we were cutting. We were cutting old-growth, at least in the earlier days, and pretty much through my career, and we were replacing it with young trees. By the '80s, I realized that a lot of the public uproar about timber cutting had to do not so much with the quantity, although that's what we kept talking about; it was the quality of the timber stands that were left behind. I was uncomfortable that we were not training the public on where we were going with our timber management concepts. *Bob Rogers*

It became apparent by the 1960s and 1970s that use of the selection timber harvesting systems, too often left poor-quality trees of less desirable species in understocked stands that could not grow wood fiber at rates needed to sustain the target allowable harvest levels. Such stands sometimes were called "green deserts." Under intensive timber management, these stands needed to be replaced by plantations of rapidly-growing young trees of desirable species. Managing plantations, controlling competing vegetation in an even-aged system, fit the agribusiness model of row crops.



---

There are three classic even-aged systems: clearcutting, shelterwood and seed-tree. Clearcutting simply means that you remove all the trees that you need to remove and shelter is not needed to get adequate tree regeneration. “Shelter” means protection of baby trees to reduce the evapotranspirational stress or to keep them from freezing to death. A seed-tree system is where all the trees in the stand are harvested except for desirable trees that provide seed for regeneration. The shelterwood system generally ended up leaving something on the order of ten to twenty-five trees per acre, depending upon the slope, soil characteristics, and the tree species. The seed-tree system generally leaves five to ten trees per acre, again depending upon wind patterns to spread the seed. Single-tree selection, as used by the Forest Service, was simply harvesting large trees and counting on nature taking its course to get natural regeneration, which in theory would replace the large trees and you’d have a sustainable system. The big problem was that often the Forest Service took the best trees, which had the potential for being dysgenic. It was also called “high grading.” The other problem was the most valuable species were selected for harvest first: sugar pine, ponderosa pine, and Jeffrey pine. Back at the turn of the 20th Century you had to pay a logger to take true fir out, and white fir had a negative stumpage value. So if you wanted to practice management of a whole stand using a single-tree selection system, it became very expensive. Not only was logging an individual tree more expensive but you also had to pay premiums to loggers to remove trees of either smaller sizes or unwanted species.

*John Fiske*

Partial cutting presented a very significant problem with uneven-age management because you don’t have very good species control. You get one species replacing another. We very successfully converted the mixed conifer forest to white fir and incense-cedar, as opposed to pine—that’s very obvious if you look back through the inventories from one decade to the next.

*Jack Levitan*

## **Clearcutting Controversies**

Disagreements about the relative merits of even-aged silviculture (especially the use of clearcutting) and selection harvesting have waxed and waned periodically since the 1700s.<sup>12</sup> The old *Forest Service Manual* (“The Use Book”) cautioned against intensive timber management; clearcutting was permitted only with the approval of the Chief of the Forest Service.

In the western States, Forest Service use of clearcutting was far more extensive in Oregon and Washington (primarily in old-growth Douglas-fir forests) than in California. In response to controversy in the 1930s, the

---

Region 6 Regional Forester established a policy of selection management. Subsequent scientific research by Leo Isaac and others documented the failures of selection management in old-growth Douglas-fir forests, and the pendulum swung back to the even-aged systems in use today.

Clearcutting in Region 5 National Forests started in the 1950s in the old-growth Douglas-fir stands in the Six Rivers, Klamath, and Trinity National Forests. Later, clearcutting was tried on the National Forests in the Sierra Nevada, interior Coast, and Cascade Ranges, and on the Modoc Plateau. Early research at the Challenge Experimental Forest (1960), near Oroville, California, and at the Blacks Mountain Experimental Forest (1940) near Susanville, explored methods and consequences of using all cutting methods.

Clearcutting controversies on the Monongahela National Forest (early 1970s) helped fuel political controversies leading to the enactment of the 1976 National Forest Management Act. One part of the Act established clearcutting policy: maximum size limits for clearcut openings were established, and clearcutting had to be justified before use in National Forests.

If you went into those Douglas-fir stands and did selected cutting, you were simply taking the first step to eliminate the stand because here's what happens. First of all, you release the tanoak competition that was always in the stand, and tanoak understories become tanoak overstories over time. Also we found that many of the Doug-firs that were remaining were scalded by the sun, because they had been in very closed canopies. We used three- to five-acre clearcuts. That gave an age-class structure of some early successional stages, with the recently cut, and some older growth next to them, and you didn't have a continuity like they did on the private lands of just clearcut after clearcut after clearcut.

*Doug Leisz*

We never walked away from clearcuts without having a pretty high success rate of reforesting those stands into plantations that grew into pretty nice stands of timber. There has always been an internal disagreement between professional foresters, about whether clearcutting was necessary for Douglas-fir and whether you could use other silviculture techniques. I believe that there's no doubt you could use other silviculture practices with Douglas-fir, but you're not going to have the same results as far as levels of timber harvest over time. The whole intent of clearcutting was to cut stands of timber that were at the end of their growing lives. That produced higher timber volumes over time. We used a lot of selective logging in the Douglas-fir stands, but mainly in the second-growth stands.

*Bob Devlin*

---

We attempted to not clearcut, but went back to it as a way to manage the stand and not have as much dead and down material as a result of our logging operations. Now you can clearcut ten acres and do some clearcuts in an area over time so it's not as noticeable to the public, but the fact remains, you still need to manage the timber on that particular ridge based on that timber type that's there, by clearcutting.

*Dick Henry*

I was not comfortable with clearcutting. Clearcutting never seemed to be the right thing to do.

*Barbara Holder*

My timber-based forester training says that given the right circumstances, clearcutting is a smart, logical way to manage the forest, but as a "one-size-fits-all," it's a disaster. I believe the Forest Service was locked into even-age management and, in effect, visualized that clearcutting generally went hand-in-hand with even-age management. This led, over time, to some of the public dissatisfaction and distrust of our recognition of the biological side of timber management. It made a lot of sense on paper if you're trying to maximize timber growth on your acreage, but the Forest Service should have recognized a lot sooner that maximizing timber growth isn't necessarily the objective of an awful lot of the citizens.

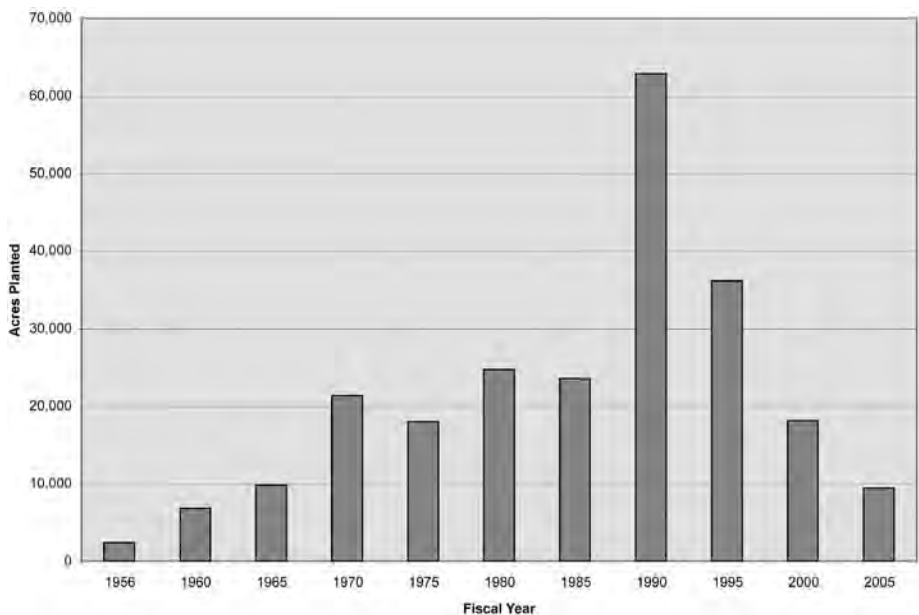
*George Harper*

## **Reforestation, Herbicides, and Forest Genetics**

During the 1960s and '70s, plantation establishment and management intensified. Newly-developed practices were put into wide use, including preparing sites for planting, growing high-quality tree seedlings from Forest Service nurseries, controlling unwanted plants and animal damage, thinning overly-dense stands of small trees, and using genetic research principles to select the best quality seed-bearing trees for cone collection and breeding at Forest Service research facilities.

Figure 2 shows the general trends in Regional planting totals since the middle 1950s. Over 300,000 acres of plantations were established between 1960 and 1996. A 1996 Regional Office assessment of reforestation in most of the Region's timberlands<sup>13</sup> concluded that overall the program was successful.

The historic practice in California was to plant pine, principally ponderosa pine and Jeffrey pine. Why? Well, first, along with sugar pine, the ponderosa and Jeffrey pines are the most valued species, and therefore you wanted to get those species back in the timber stands.



**Figure 2** Total acres planted in Region 5, selected years since the mid-1950s

The second, and very important, reason was that in nurseries growing pine seedlings, with the big exception of sugar pine, is easy. Sometimes this has caused significant problems because after we learned how to plant and get successful regeneration of the true firs, incense-cedar, and some of the others, the replacement stands tended to be pine plantations as opposed to mixtures. At higher elevations the Region tended to plant Jeffrey pine because of its high survival rates. What really should have been in those timber stands was red fir, but red fir was an exceedingly difficult seedling to produce in nurseries. By the late 1970s the Forest Service developed the capabilities in the nurseries of producing high-quality red fir and white fir planting stock.

*John Fiske*

By the early 1970s, reforestation was a huge program; we were reforesting something on the order of 30,000 to 50,000 acres annually in Region 5 involving millions of dollars. The Regional Reforestation Program Manager had enormous authority and discretion over millions of dollars each Fiscal Year, and authorities over operations at three Forest Service nurseries: one near Placerville, another near Arcata, and one near Chico.

*John Fiske*



Seeding operation at the Placerville Nursery circa 2004.

In those days the Tahoe National Forest was selling about 149 million board feet of timber and we were reforesting close to 3,000 acres annually. We had release treatments of plantations from brush of around 3,000 to 5,000 acres a year, primarily with the aerial application of herbicides. And we were pre-commercially thinning our plantations of around 1,500 acres a year. It was a huge program.

*Phil Aune*

Use of herbicides was made controversial, I believe, by hippies, young people living out in the forest and who did not like the forest being sprayed with herbicides. The reason they were living in the forest was to live in nature and they were living with their marijuana plantations.

*Dick Henry*

---

When I came to Happy Camp Ranger District we had just sprayed 2,4,5-T, and we were putting out about 2,000 acres worth of 2,4-D annually. Actually that was probably our first serious encounter with the environmental community.

*George Harper*



Nine year-old pine plantation with dense brush. Average pine height should be two feet taller than the man.

#### Herbicides

During the '70s, 2,4,5-T and 2,4-D herbicides were widely used in the Region, something on the order of 20,000 acres per year, and that this was fairly widely distributed along the north coast, in the Cascade Range, and on the west slope of the Sierra Nevada. These were aerial applications, principally by helicopter over broad areas, and ground applications by machine. Also, there was a lot of hand application, using backpack sprayers, where there would be a spray application to an individual plant or a group of plants. There was an awful lot of scientific research going into this, some of which was sponsored by the Regional Office through the University of California, Davis, through both the Extension Weed Specialist, Jim McHenry, or through the Botany Department. We also leaned very heavily on the research done by the Forest Service Pacific Northwest Research Station.

*John Fiske*

Regional Geneticist Jay Kitzmiller was located at the Chico Tree Improvement Center. The Forest Genetics Program was designed to do a couple of things: Improve forest genetics for trees that would be used primarily to support the timber program and develop a gene conservation program. Included in this we were, and still are, trying

---

to develop a genetic resistance of sugar pine to white pine blister rust. Some sugar pine trees are naturally resistant. A major component of the Tree Improvement Program was to find sugar pine that appeared to be resistant to white pine blister rust. We were successful at that.

*John Fiske*

In the Regional Seed Bank there are “captured” genes from areas likely to be burned over by forest fires, so that you can put genes which belong there, back on the land. Also, there’s been at least one special project, trying to protect sugar pine genes. It was either Jay Kitzmiller’s or Jim Jenkinson’s<sup>14</sup> idea to take representative samples of sugar pine and plant them where there is no white pine blister rust. Jim had recently been on leave from the Pacific Southwest Research Station helping the Spanish Forest Service with some of their reforestation problems. The idea was to plant seedlings of sugar pine in Spain, which had genes from all over the natural range of sugar pine populations. Now there is a gene bank of sugar pine in Spain. That’s something I’m very proud of, and an example of the Tree Improvement Program doing something besides trying to grow big trees fast.

*John Fiske*

#### Forest Genetics

## Fall of the Timber Program

As the social movements of the 60s and 70s shifted American sympathies to a distrust of both business and government resource philosophies, the timber program started tough transitions in the 1980s. The environmental movement viewed the timber industry as greedy denuders of the American landscape and believed that the Forest Service was complicit. Many no longer trusted the applications of scientific practices by professional foresters. Most importantly, many Americans truly believed that the Forest Service had strayed from its basic mission of conserving forests for the Nation’s future.

Environmentalists demanded more government regulation and protection of the Nation’s forest resources. Citizen protests, coupled with legal pressures, forced State and Federal legislators to reevaluate natural resource policies and regulations. The Forest Service lost support for clearcutting and harvesting old-growth trees, while trying to meet the demands by opposing constituencies. Clearcutting, old-growth harvesting, and herbicide use were the lightning rods for many critical controversies.

As the pressure on politicians increased, many shifted their allegiances and backed environmental policies, some of which were inconsistent with Congressional budgetary direction. Exacerbating the situation were internal tensions between foresters and many newly minted non-timber resource

**"Timber Wars"  
and Tough  
Transitions**

---

managers, referred to as "'ologists."<sup>15</sup> These legal, budget, personnel, and environmental stresses clouded the Forest Service mission and crippled the timber program.

The term "timber wars" has been used to describe the situation in the late '70s and early '80s. It very definitely was a culmination of a lot of public opinion that did not agree with how the National Forests were being managed. They did not agree with the direction we were getting from Congress. We had gone through the most recent round of Forest Land Management Plans, which I think probably were the best plans written for the National Forests at that time. They not only recognized new allocations of land for other resource needs and other resource benefits, but also recognized there was a demand for a certain level of timber harvest coming off the National Forests. The statements and war of words came out in the press about too much timber harvest and not paying attention to other resource areas. The battle shifted very quickly to the issue of the spotted owl. The existing Land Management Plans never recognized the spotted owl habitat needs. *Bob Devlin*

There was more public attention to management practices, including clearcutting and herbicides. The controversy over such practices increased, resulting in additional legislation and numerous appeals and lawsuits, which certainly complicated the timber sale program. The increasing budgets and staff specialists in other resource areas resulted in much more consultation, complexities and planning for timber sales. *Ray Weinmann*

Timber was king of the hill, the major budget driver. Then gradually, over time, all of that changed. It was a gradual decline, but we had some rather severe bumps along the way. One certainly was the spotted owl controversy, wherein people who were interested in furthering the decline of the timber program used the spotted owl issue under the Endangered Species Act, or the threat of the Endangered Species Act, to put further roadblocks in front of timber harvesting, and succeeded. How did I feel about it? Well, very mixed, quite frankly, because if you have an organization, a mature bureaucracy like the Forest Service, which is largely dominated by one activity, timber management and associated road building, and those are the drivers because this is what Congress wanted and this is what the public at the time expected, and then the public gradually changed its mind, and you still had Congress saying, "Do primarily timber but, by the way, comply with all these other environmental laws which we are passing, and, oh, by the way, here's another one." Then it became more and more difficult and more and more frustrating to carry out what we thought was the mission.

*John Fiske*



---

We built an organization that needed timber dollars and as we started to get involved in lawsuits, we found delays, and costs started to accelerate. The job was becoming more and more expensive. Sometimes those administrative appeals had some legitimate points to them and revealed things that we should have caught initially. So the appeal system did work to some advantage. But when it got to the lawsuits, you could never tell what was going to happen. Sometimes it wouldn't have anything to do with proper management of the land. It would just be a judge's interpretation of the law.<sup>16</sup> *Doug Leisz*

#### Adjusting Timber Targets

With any plans that you make, and certainly with the timber harvest levels, you're going to find that that information was not adequate to set a target at a certain level. When that happened the direction I had given to the Forest was, "You need to come back and tell us. Don't keep cutting if it isn't going to work. Tell us so that we can adjust." I found that in working with the Washington Office there was pressure to meet goals, but if I said, "No, we can't do that and do the quality of job that is acceptable" there would be some questioning. But I was never turned down or told, "No, you've got to meet your goal." *Doug Leisz*

I remember one of the Rangers saying one time, "Get rid of my targets. I don't want targets anymore. Just give me some money and let me go manage the District, and I'll produce some timber." I replied, "You know, the big problem here is that we built a system that gave targets to the Congress and you're asking for a complete change in that, and that is not doable at the present time." *Doug Leisz*

We knew that the cut had to be reduced. There was never any question in my mind that we had to reduce from what we'd said in the Forest Plan because we had all these brand-new constraints coming down. The constraints were constantly changing, and people were talking about new information. Rex Bomback (Timber Management Officer, Eldorado National Forest) had said to me, "You know, I'm going to cut your timber funding." I said, "I need the funding to do GIS. I need the funding to do these new things that we're looking at. My cost per unit of timber produced is probably going to go up, so I'm not in a position to cut back on the amount of money." *Bob Smart*

Dave Hessel (Timber Management Staff Director, Washington Office) told me, "Ed, you're going into a Timber Director job that is unique in the Forest Service. In Region 5 all their Staff Directors have line authority. In other words, when they say something it is to be followed. It is not to be taken as advice; it's to be taken as an order." The second day I was there, there was a Regional Management team

---

building exercise.<sup>17</sup> I found out later that during this team building exercise the Regional Forester rescinded the line authority of the Directors. It was several months before I found that out. The Region was attempting to de-emphasize timber management and emphasize Ecosystem Management and some other resource initiatives. It was a conscious effort to what they call “balancing,” getting more balance in the Forest Service program of work, and give more emphasis to wildlife and more emphasis to watershed management, more emphasis to non-consumptive uses of the forest. My perception was that the pressure was not coming from Washington, but from the Forest Supervisors and the Regional Forester because of the political climate in California.

*Ed Whitmore*

I got really upset about crossing that threshold of 29 and going to 44 million board feet for the Salmon River Ranger District (Klamath National Forest). Looking at this cut increase you have a sense of the landscape and how it would respond to those kinds of numbers. The field forester does not have a black box or a computer. All you have is this gut feeling after spending a lot of time walking the ground and understanding it. You end up with this real sickening feeling that this is something that is going to damage the resources. Well, everybody at higher Forest Service administrative levels was always looking at our reluctance to increase harvest levels and asked, “What’s your justification?” Well, we had all kinds of justifications as far as I’m concerned. We were in RARE II (Roadless Area Review and Evaluation) and we had the new policies coming down. There were a lot of things going on, but no one was qualified to rapidly evaluate the specific negative effects on the assigned cut. To me, not reducing the cut was a very disappointing thing. As I moved on to the Eldorado National Forest I had a conversation with the Chief of the Forest Service, R. Max Peterson who said, “Boys, my hand’s not the only one on the throttle.” He was referring to Congress. But it was just like this insanity that was going on, that we were going to keep this cut up.

*Bob Smart*

As we were wrapping up the timber management plan for the Eldorado National Forest in the late 1970s I ended up saying, “You know, I think we could live with about 137 million board foot cut.” But as time went by, I found that was really a good number and that we could in fact probably meet other needs that we saw at the time. Then because of the advent of the Forest Land Management Planning, the Forest Service integrated plans and got an opportunity to start displaying all these

---

other forces that are playing against this timber stuff. A bunch of us, naïvely, thought that by being able to display all these different forces we would in fact end up with a cut that we could live with. Well, we went through the planning effort and we came up with our constraints and we sent them to the Regional Office. We got them back with the words, “Wrong cut.” We were told that we needed to go back and raise the cut. This began to be one of the more disillusioning things that I’ve ever been involved with. We’d say to the Regional Office, “Tell us what the damn cut target number is so that we can try to write our plans so that you will stop messing with it.” The cut target was driven by the Administration; it was driven by the Chief’s Office; it was driven by the Regional Office; it was driven by everybody but those of us who were down on the ground.

*Bob Smart*

Often it seemed to me like the targets were assigned rather than negotiated in the ‘60s and ‘70s and it looked like the budget drove the program. In other words, the goals and the budget sort of came down as a package and there wasn’t a great deal of negotiation; it was sort of a given. In the ‘80s there was a little more tendency to be some negotiating room as far as establishing the targets. Of course, once your target was locked in and the heat was on, and it was time to deliver the goods and not argue about it. I wouldn’t say the program drove the budget, but at least we were often asked for our projections, which were presumably passed by Congress and hopefully influenced the budget results. It appeared that they did and I felt pretty good about that change.

*George Harper*

The Forest Supervisors definitely did not like the (timber) targets that they were assigned, and most of them, I think a good share of them, didn’t understand that the targets were what their staffs had requested. Also there was a delay from the time that you identify you can do the amount of work, until the time you get funded two years have elapsed. And sometimes the abilities of the Forest Supervisors had been taken away, and their reports did not reflect that. The ability to accomplish the work was no longer there, so when the funding did arrive with the target, it seemed like an impossible task to them.

*Ed Whitmore*

The budgeting cycle was ahead of some of the reality of the timber availability, and so the push was to find the timber to match up with the budget coming down.

*Bob Smart*

The five-year timber sale plans were adhered to, to the extent possible, but you know there were lawsuits and judgments being handed down with such rapidity, it was kind of like the flag over the fort there in

#### Timber Sale Planning

---

Maryland. You know, “Our flag was still there.” Well, it was still there, but it was pretty tattered. And that’s the way it was, a continual going back through and modifying these Environmental Assessments and modifying the sales on the ground which were ready to be sold, and that just took away from the ability to do that advanced timber sale preparation. Those were tough times. The five-year sale action plan became almost a useless tool, just because you couldn’t depend that anything that was in it was valid. Even when the sale went under contact, some new things would come up and we’d have to modify the sale, and sometimes that was a major effort and sometimes it was a costly effort because we were then liable to the timber company. If we changed what they had bought, then we might owe them money.

*Ed Whitmore*

The climate, the atmosphere, the attitude had changed significantly after NEPA and the National Forest Management Act, and we became a real planning agency (see cartoon on next page). I think today the bulk of the time is spent in planning and reviewing plans and discussion plans and proposing plans, but not too many plans get carried out, which is I think unfortunate.

*Ray Weinmann*

I think in the ‘70s and ‘80s the targets were seen as a very large part of our mission, but certainly into the ‘90s. I want to say that I have never worked anywhere in the Forest Service where I saw a line officer make a decision to push ahead with targets in spite of any seriously identified resource conflicts. I’ve worked with people my whole career who have cared about the resources and would stand up to any challenge to do what they felt was right on the land.

*Barbara Holder*

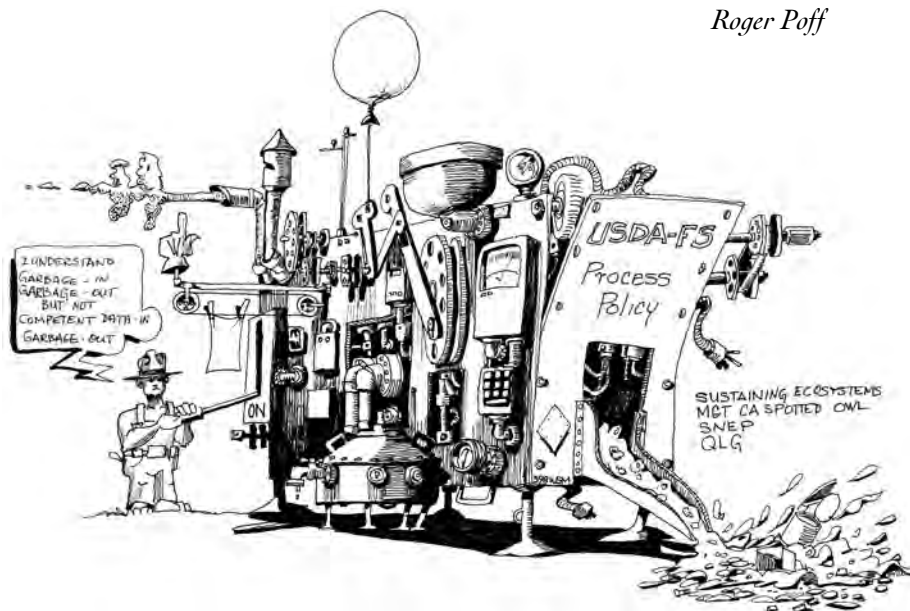
The costs were just escalating way off the board. Congress traditionally funded the Forest Service with a historical unit cost measure. This would be what it cost us to do the work over the last several years. The cost of getting the work done was much more than that, just because of the evolving environmental things that were going on that required us to redo work, to add more specialists, more wildlife inventories, these kinds of things. I would say that unit costs for timber sale preparation increased probably two and a half times during my tenure (‘90 to ‘94).

*Ed Whitmore*

In the past you had a District Forester who did everything: laid out the sale, administered the sale, did the site prep, did the planning, did the fuels treatment, did everything from start to finish, and there was continuity. It really struck me when I came to California in 1980 to realize, “Here’s a timber sale, and we got a fuels person, and we got

a site prep person, and we got all these players. Are they even talking to each other?" A lot of times they weren't. Then you had umpteen specialists come out there working with them and the whole process was just a lot more complicated. What really shocked me was that we were just beginning to realize things had gotten a little out of control.

*Roger Poff*



William S. (Bill) Merrihew was a silviculturist on the Modoc National Forest for nearly 30 years. He created many cartoons for the amusement of his colleagues. Here is his depiction of the natural resource management planning process.

There was lots of joking. People would say, "Well, we don't really know what our mission is anymore." One brochure talked about a Forest Service slogan of "Caring for the land and serving people." All things to all people, I suppose. But certainly there was a change in focus and in mission, and it became more and more difficult to establish priorities, relative priorities of programs or projects on Districts as the mission became a lot more fuzzy.

*John Fiske*

#### A Fuzzy Mission

Mixed signals were being sent, and oftentimes—I mean, we knew how trees grow, we know how to grow them, and we knew what values there were there. When you started to get out of that realm, everything got a little more squishy.

*Ron Stewart*

## The Shrinking Timber "Base"

In the 1970s the Region 5 timber base was about 5 million acres, approximately 25 percent of the Region. The development of Land Management Plans for each National Forest resulted in re-prioritization of some timberlands to other purposes, such as visual resources and habitat for specific Threatened, Endangered, or Sensitive species.

---

The timber base stayed the same under the new Forest Land Management Plans, but there were further constraints applied, mostly for scenic considerations, by the Forest Interdisciplinary (ID) Teams. We would get a set of maps that would correspond to a Forest Plan alternative, and the maps would have been made by the specialists on the Forest. They indicated which stands were under which constraints.

*Jack Levitan*

Science had told us that intensive forest management could increase the productivity of the forest lands remaining in the timber base, and, therefore, offset some of the potential reductions that resulted from allocations of land to other uses. Of course, this meant use of clearcutting, herbicides, genetically-improved planting stock, and other controversial forest practices.

*Ron Stewart*

We were discovering some contradictory expectations. Part of the National Forest Management Act indicates that the Allowable Sale Quantity (ASQ), as it was called, formerly the current Allowable Cut, could be increased by certain silvicultural practices. What it didn't deal with was that if you're going to increase that harvest, you have to have a place to harvest it from, and when you apply the constraints brought about by other uses of the Forest, we were discovering in Region 5 that there was no place to go to get that extra harvest, even if you could increase the growth rate. The Region was still expected to produce two billion board feet when I retired in 1988, but was having a hell of a time keeping a sufficient timber base through the Land Management Planning Process. Changes were being made, but they weren't being reflected in the Regional Forester's expectations or the Chief's expectations. They wanted that cut out. The Supervisors didn't want to cut it.

*Jack Levitan*

Sometimes the Forests would have the sale in their plans and then they would find that, lo and behold, there are spotted owls in the sale area or we just made part of the sale area into a spotted owl habitat management area, or there would be some other animal that was a Threatened or Endangered species, and that would mean that the sale as initially planned could not go forward. It would have to be modified and sometimes scrapped, and sometimes there was no other sale to take its place. As we inventoried species, as we got judgments handed down from lawsuits, and these kinds of things happened, they really reduced the Forest Supervisors' ability to produce a sustainable timber sale program.

*Ed Whitmore*



Bill Merrihew's sardonic depiction of Region 5 harvesting practices

## **"Salvage" is a Bad Word?**

Salvage had always been a big part of the timber program, especially following large wildfires or multi-year droughts, which killed large numbers of commercial-sized trees. Most Ranger Districts had Small-Sales Officers, and part of the job was to find and mark such trees for commercial harvest. Salvage harvests also had benefits of removing large fuels and reducing risks to recreationists and personnel involved with follow-up reforestation and other on-site resource management work.

The Regional Office assigned separate targets for "green" (live) trees and salvage for a given Fiscal Year, based on estimates from the respective National Forests. Congressional budget direction in the 1980s emphasized salvage targets, in part because of big salvage opportunities (caused by wildfires and drought in the Region) and salvage harvesting was perceived to be less controversial than cutting live trees. Congress also created a special Salvage Sale Fund, into which the Forest Service could put receipts from

---

salvage sales, and from which funds were available to prepare additional salvage sales. However, by the 1990s even salvage sales became controversial because of alleged decreases in soil productivity and increases in wildfire risk from logging slash, the perceived need for large snags and down logs for some kinds of wildlife habitat, and environmentalist opposition to any cutting of merchantable trees. The recent timber harvest levels (“green” and salvage) were substantially less than the tree mortality rates on many National Forests in the Region.

Another thing that frustrates me today is to hear about the problem of harvesting dead trees. I don’t understand why people object to that. As an example, in 1959 the Shasta-Trinity had all these fires on the Weaverville District. We caught about 150 acres up Canyon Creek, put a ring around it, and put it out in July or August of ’59. By March, 1960, we had all of the dead trees harvested. They were gone. I mean, we appraised them, sold them, cut them and replanted the 150 acres, all by March, 1960. I thought that was really a good thing to do, but nowadays you wonder.

*Dave Scott*

When I came to the Region in 1990, California had been experiencing twelve years of drought, and billions of board feet of live trees were dying. The timber was just too stressed. I went out to visit a couple of Forests<sup>18</sup> and reported to Deputy Regional Forester David Jay, “We have a big, big problem, and nobody is doing anything about it. There is absolutely no emphasis, there is no coordinated effort to do anything about this.” David asked for a report on the status of the situation and what I was going to do about it. I asked Dave Hessell to come to California to look with me so he could see the enormity of the problem. I asked David Jay to call a meeting of the Forest Supervisors. I had asked each Forest Supervisor to come with their best estimate of how much dying timber they had, dead and dying, and how much could reasonably be salvaged if they had the money and people. I also asked all the other Region 5 Resource Staff Directors to be there. Interestingly enough, the Forest Supervisors showed up, but most of the Directors did not because they did not see that a large salvage program was any way related to them. A couple of years down the ‘pike, I think they understood, because there was something like 104 positions in the Regional Office that were funded out of timber money, most of which were not on my Timber Staff. Dave Hessell got me a lot of salvage sale money. Then we ran into our first snag: the Consent Decree. Our plan was to bring detailers in from other Forests that weren’t affected, or from other Regions, and found out, “No,” we



---

can't do that because you have to advertise all position vacancies, and you have to pick women to do this work, provided they can learn how to do it in six months. That was a big snag, if any detail was going to run over thirty days. So we did a lot of thirty-day details, and by and large, I would say that we were successful. Later I told the House of Representatives Subcommittee on Forests, Family Farms and Energy that we had been able to salvage four billion board feet in four years, and we would do 1.3 billion this year. Congress was very pleased with what we had been able to do with that money. *Ed Whitmore*

Making timber salvage a Regional priority didn't come easily. I got Regional Forester Paul Barker to sign a letter (in 1990) that went out to all the Forest Supervisors saying that salvage was a Regional priority. Not very long after that, Paul identified, in a Regional Management Team meeting, that the Region had two priorities: Consent Decree and fire suppression. I stood up and said, "And remember, and salvage." I got a blank stare from Paul. Somebody said, "What are you talking about?" A I said, "Paul said that salvage is a priority. Sent a letter to you guys last week." Paul said, "I'm going to re-emphasize that Regional priorities are Consent Decree and fire." And that told the Forest Supervisors that salvage was not a big priority. That caused some problems. *Ed Whitmore*

We were beginning to see quite a buildup of fuels, and even though they were green (live vegetation), and most of the public liked that—I mean, all's they saw was green trees—we were beginning to see the effects of some periodic droughts. I remember at one point we had about a three-year drought, and I remember a number of about five billion board feet of standing dead timber in the Sierra Nevada. At the time, we talked about trying to do a salvage program that might remove something in the neighborhood of half a billion of the five billion. It ended up being quite controversial. We made salvage of the dead timber a priority and generally suspended sales of green timber. We asked the timber industry to focus on the salvage program and delay harvesting existing green sales. We did remove a fair amount of the dead timber, particularly in high-priority areas, but I don't think we even got to the 500 million. *Ron Stewart*

The receipts of the sale of salvaged timber went right into preparing more salvage sales. If you didn't sell the salvage you didn't get the money. The Salvage Sale Fund was healthy during my time, but I think ran into major problems later. *Ed Whitmore*

---

We formed something called LTUSGFAT: Lake Tahoe Unified Steering Group for Forest Area Protection. We got the Fire Districts together and our strategy was to get the Fire Districts on the same sheet of music on how to prioritize where to go. It looked so good on paper that we had all the right players and everything. We did not have the environmental community so they really got upset. They thought they ought to have their hands in making the priority, and they thought we were doing back-door schemes. So I learned the lesson that we should have invited them and made it more visible. There were not any secrets. But they dealt with TRPA (Tahoe Regional Planning Agency) and formed what was called the Forest Health Protective Group. Everybody was invited and that was a better approach because we looked at forest health in a picture bigger than just dead trees. That was very helpful, because eventually the public got to participate and understand that if you didn't do some thinning and other work while you're in there, it would be worse. There was strain between TRPA and the Forest Service and we learned that not all specialists are going to agree. The Forest Service was bound to consult with Fish and Wildlife Service and also with the SHPO<sup>19</sup> on archeology, and the TRPA was trying to staff up a couple of specialists, and they were coming up with different calls or strategies. So we had disagreements, which held up the project and hold up permits, and we didn't need that to happen.

*Bob Harris*

Done properly, salvage under the right conditions, can actually break up hydrophobic<sup>20</sup> soil layers and be a benefit. That doesn't mean you need to salvage every place. Some areas maybe are better off left alone, just because of the values and the site potential. This is probably my bias as a soil scientist. What it really boils down to is being able to look at a landscape on the forest in this discerning way and say, "This is high site potential, this is a rock pile." You have other ranges in between, and because of the soils and the ecosystem and the geology, they have different potentials and they should be managed in different ways and not this "one size fits all."

*Roger Poff*

There are environmentalists that are way over the top with their view that nobody should be making any kind of a profit off of the public lands. You can't even talk to those people. It's like talking about religion or politics.

*Roger Poff*

---

## Increased Pressures

In what seemed a downward spiral, more pressures were exerted to reduce or stop revenue-producing timber projects. Tensions continued to grow and overflowed into State and Federal Courts. Complicating the problems were increasing tensions within the Service. Many Forest Service employees supported the view that industrial-style timber management, particularly clearcutting and herbicide use, were inconsistent with evolving management philosophies of holistic forest ecosystem values.

In spite of mounting criticisms, the Forest Service considered clearcutting to be an appropriate cutting method in many circumstances; clearcutting was to remain an option under the new Forest Management Plans. Defending clearcutting as an option, took two forms in the 1980s: public relations and scientific support. The Region published a brochure, *Clearcutting; A Case of Ugly Ducklings*<sup>21</sup> for internal and public distribution. Working with Forest Service Research scientists and Regional Silviculturists, the Forest Service Washington Office published two books to document the scientific basis for clearcutting and other timber management practices,<sup>22</sup> which included chapters applicable to California forests. The latter also was designed to support the Forest Service against anticipated legal challenges. However, the pressures against clearcutting increased.

### Clearcutting

The controversy over clearcutting has been one of the public's reacting to what they saw immediately after the harvest. Which is, let's face it, not always that pretty. But clearcutting in the Douglas-fir type was really a necessary tool we had to use because the species demanded that type of timber harvest to be successful.

*Bob Devlin*

The big issue was clearcutting and broadcast burning. I got involved with the soil impacts, from a watershed standpoint. So there were a whole bundle of issues there. Water quality was starting to become important. There were concerns about erosion and impacts on water quality, and buffer zones.

*Roger Poff*

Even-age management, done appropriately, is probably not that bad. But it set you up for a whole sequence of things that ended up not being that acceptable. When you clearcut, you had to treat all the slash material. If you're on tractor ground, you might be able to do that by piling and burning or broadcast burns. We had some burns where we really scorched the ground and had some water quality impacts and some soil impacts and erosion. There were some bad things going on, too. But I think working together, we got to the point where, under the right conditions and doing things right, you could do clearcuts; you could do broadcast burns.

*Roger Poff*



Clearcut, Trinity National Forest (1965)

Maximizing timber growth, through even-aged management, I think was a major contributor to the growth of public distrust. Clearcutting—definitely a factor.

*George Harper*

Clearcutting was truly controversial. When we published our Tahoe National Forest Timber Management Plan in 1977, the number of comments on it were just horrendous. You can imagine the people talking about “the Tahoe planners are planning to clearcut 3,000 acres of the Tahoe National Forest” and there would be visual images of Lake Tahoe. We had nothing to do with Lake Tahoe. Yet the image was used— it made the New York Times. We just got comment after comment about how bad we were messing up the country.

*Phil Aune*

In California clearcutting versus partial cutting really became a hot issue, and we had an instance occur that highlights this. We had a building concern by a variety of groups, newspapers and TV programs about the Forests in Southern California with redwood (giant sequoia) stands called “groves.” With the absence of fire for 80, 90 years, the true firs and other species had come up underneath those big, huge redwood trees, really increasing the risks of the redwood trees burning in wildfires because of the increase in the fuel. I went to the Sequoia National Forest on a helicopter trip. Suddenly, coming up, I could see a single tall redwood tree in the middle of a square two- or three- or four-acre clearcut. It was bizarre because the clearcut really hadn’t been

---

tailored, and no way it could look well. The professionals on the Forest, thinking they were doing a really good thing, had set up sales in which all the debris and the trees and the underbrush had been removed. Well, unbeknownst maybe to them and to the Forest, many people from the communities in Southern California had adopted those redwood trees, and they would come visit “their” tree and even named them. They would come and park their car, hike in to the tree to have lunch, and suddenly they’re in the middle of a small clearcut.

*David Jay*

This environmental movement would never have ever risen to the height it did if foresters hadn’t started clearcutting. They gave the forests a bad look and people didn’t like it. Well, that’s something they didn’t teach in school. They taught you the different methods of cutting, but selective cutting was the thing to do. They didn’t feature clearcutting in those days and I think that’s the start of all of the political problems the public has had with the Forest Service. They’ve made these swatches on the sides of the mountains that are eyesores. Selective cutting is a way I was taught. I think it still can do the job.

*Alice Jones*

I saw examples of clearcutting where it should not have been used. I also saw examples where other cutting methods were used, but the stands should have been clearcut.

*John Fiske*

Clearcutting morphed in the ‘90s to leaving little patches of reproduction and smaller trees. There was always that huge effort to leave trees to soften the site and feather the edges. Had we been doing that more deliberately and advertised the fact, I think in about 1970, we wouldn’t have a lot of these problems.

*Bob Rogers*

In the late ‘70s and ‘80s, the Region understood that maintaining the annual timber target of about two billion board feet depended on using herbicides. However, herbicide use was becoming increasingly controversial, both internally and with some environmental groups and other members of the public. Herbicide-use environmental documents—Environmental Impact Statements (EIS) and Environmental Assessments (EA)—came under careful scrutiny during administrative appeals and litigation. The Region prepared a new scientific state-of-the-art programmatic EIS addressing Regional herbicide use policies in the 1980s.

## Herbicides

We were fussing about the cut and they said, “Well, everything in there was predicated on the use of herbicides.” I mean we have got to remember that those of us who had experienced the Vietnam War

---

had our own feelings about the use of herbicides. I ended up getting in a leadership position to bring herbicides to the Eldorado Forest on a large-scale basis because that's how I was going to redeem my commitment to the assigned cut. If somebody was going to take the herbicides away then we had to be talking about a cut that was way lower. Yet, everybody continued to clonk along. *Bob Smart*

When I got to the Regional Office (in 1978) there were a couple of files. I don't mean a file folder, with just a few documents, I mean files where you had something on the order of maybe 50 to 100 pages in each file. The files were labeled Herbicide Controversy.

*John Fiske*

The (mid-1970s) environmental analyses were fairly short for projects and no one expressed any kind of a concern. The Region had a 1974 herbicide application Environmental Impact Statement, which needed to be updated. The thought was that a simple update would suffice to make it current. Ken Estes, the Lassen National Forest Silviculturist and I were invited to provide that update. We spent many weeks on detail at the Regional Office in San Francisco, working on that trying to figure out what needed to be done. However, we were not making headway. We were trying to apply a Band-Aid to something that needed a serious overhaul. We were getting into more and more conflicts over herbicide use and more and more questions on whether herbicides should be used at all. We made the recommendation to the Regional Forester that a formalized process be established and develop a new EIS for herbicide applications. *Dick Lund*

The Government lawyers came to the Region and said, "We can't defend the 1974 EIS if we're challenged in Court. You need to do a new EIS." So the Region did, starting in 1981 or 1982. Reforestation specialist Mike Srago led the team. Mike had a PhD in forest plant pathology. We had an awfully good team with Dick Smith from Forest Pest Management, who also had a PhD in plant forest pathology; Chuck Gowdy, Regional Soil Scientist, who had a Master's Degree; Mike Skinner, the Regional Economist, who had a Master's Degree; and John Borrecco, another Master's Degree, who represented the Wildlife Staff. We had to develop quantitative estimates of the timber harvest effects of the NEPA alternatives, which fell to me.

*John Fiske*

The existing herbicide use policy was to use herbicides only where necessary. The eventual alternative selected by Regional Forester Paul Barker was to not change this policy. However, in the 1989 Record of



Aerial application of herbicides

Decision, we dropped a couple of pesticides, including 2,4-D. When we began herbicide applications in the early '90s after a long herbicide moratorium, we were down to three herbicides: hexazinone, triclopyr and glyphosate. Initially we were able to do some acres using herbicides, principally ground application of glyphosate and hexazinone on the Eldorado and on the Stanislaus National Forests. We were taken to Court, and being involved with Court cases over herbicides occupied a lot of my time in the middle '90s. We won at the District Court level, and surprised most everybody when we also won in the Ninth Circuit Court of Appeals.

*John Fiske*

We had many, many, many silviculture sessions regarding the use of herbicides and what was the latest knowledge and the safety and dah, dah, dah, and what we knew about cancer and all that kind of stuff. It occupied a huge amount of time. Of course, many of us got qualified to apply herbicides through the State Program of Qualified Applicators. That was a really big impact.

*Bob Rogers*

We planned to reforest<sup>23</sup> knowing very well that we would not be able to collect enough funds from the timber sales. We relied on the good will of Congress to give us some additional monies for reforestation. The stumbling block was the herbicide. We were ready to do the site preparation, but the decision on herbicide use was not yet resolved (into the early 1990s). So we ended up planting some areas that we felt would not be as likely to need the use of herbicides, although in our

---

minds we probably felt that that was not justified. It did mean that we had some failures on reforestation and that some replanting was necessary. *Dick Lund*

When I retired in 2002, some of the issues were still being played out except that they had shifted slightly. The original justification for herbicides was based on the rationale that herbicides were needed to maintain timber harvest levels. There were two other objectives or goals that compelled the use of herbicides. But we found there was sagging support from line officers to take on this controversial issue. The National Forest Management Act has two provisions. One is that following a timber harvest the Forest Service is obliged to make a good-faith effort to reforest within five-years. The second part of the Act refers to reforestation following wildfire. I've forgotten the exact language, but if the burned land is part of the timber base, the Forest Service is obliged to reforest as soon as practicable. Given those two dictums and what we know about reforestation in California, particularly in certain kinds of competing vegetation, you pretty well ought to use herbicides. *John Fiske*

**Alternatives  
to Herbicides**

The alternatives to herbicides, the hand grubbing and cutting, and everything that we did to avoid the use of herbicides was, in my opinion, a shameful waste of manpower and money. *Bob Rogers*

Yes, there were lots of alternatives (to herbicides),<sup>24</sup> some of which were very effective and some of which weren't very effective at all. Generally the alternatives were less cost-effective. These included hand grubbing, hand cutting, using machines on ground where you could use machines, or use paper collars (mulches), where reinforced paper was placed on the soil surface around the seedlings. The idea was that these collars would decay naturally, but leaving some fairly toxic residues (like tars), but that was, in the view of many environmentalists, better than herbicides—not in mine. We also had suggestions to use goats. Wrong idea, because they ate the trees. "Use sheep." Sometimes they ate trees, too, but if you managed the sheep well, you could take them away from the trees. "Use cows." Some cows, if the cow trains the calf to eat brush rather than the preferred grass, then it can be effective. However, there are very few herds in California that would preferentially eat brush. *John Fiske*

Integrating newly-hired, non-timber "specialists" into the Forest Service natural resource management programs and projects was sometimes a long and painful growing experience for all.



---

Before NEPA and NFMA it was primarily foresters and forestry techs. Foresters I thought were doing a pretty good job, but they were representing everything. NEPA pretty much legislated that we have different disciplines and functions as an interdisciplinary team. That happened with various degrees of success because we were so focused on timber at the time. A lot of times those specialists, if they weren't brought in and oriented, felt like they were on the outside. They weren't educated to help get timber out and I think they had a whole different way of learning. So when they came in, they felt that timber harvest had an impact on their disciplines, and that didn't sit well.

*Mike Lee*

There were definitely people who seriously had a goal to turn timber management around—mostly wildlife biologists—they did not make secret that they intended to turn this battleship around or blow it up, one or the other.

*Roger Poff*

There were more eyes watching what we were doing and more of the political movement came into the organization.

*Dan Roach*

Because of our land-use planning, we needed to broaden the representation from other disciplines within the workforce. Initially there was great resistance by foresters like me who had been doing all the jobs and had thought that they had learned all there was to learn about wildlife or fish or crawly creatures. Recruiting people of other disciplines really did strain the workforce and there was some animosity. Some of the 'ologists came with preconceived ideas and were quite opinionated or uninformed about what the Forest Service was all about. There were others who came and really very quickly integrated themselves within the culture, and then began to make the changes that needed to occur in all kinds of activities, not just in the timber sale program. The older Forest Supervisors and Staff Directors saw broadening of the workforce as unnecessary, and that it was going to restrict their ability to produce the targets they were so used to producing in the way in which they were used to doing it.

*David Jay*

As we hired people 20, 30 years younger than me, they came on board, not just as specialists, they came with their own agenda and in some cases it wasn't just their own agenda but their own club, so to speak, with regulations. Whether this was an Endangered Species Act or the Antiquities Act in the case of archaeologists or whatever, these people came in figuring, "Okay, I'm the policeman for water quality

#### Personnel Tensions

---

or archaeology or whatever, and I don't really care a rat about what the rest of your forest objectives are. I'm gonna to do my thing." I think to a certain extent that's still going on. *Roger Poff*



Bill Merrihew on the foresters' view of power-sharing

Other specialists showed up, and they were called "specialists" because they were different; they weren't engineers and they weren't timber beasts. And for us, that was like being a third sex. You wondered what the heck all those people were going to do. Apparently they were sent to foul up getting out the cut; that's the way we viewed them. As I moved on to being a line officer, District Ranger at Happy Camp, I decided that I needed a soil scientist on the District, because there were soils problems, and as the Line Officer responsible for that piece of real estate, I did not need to be the reason the Klamath River became brown. So here I am, going from a "timber beast" in my younger days, wondering what the heck we were doing with those "specialists" to where now I am telling the Forest Supervisor, "I want my own specialists." *Dick Henry*

I think some of the problems with the influx of new specialists were compounded by changes in training. I think there was a general lack of knowing all aspects of what we did. When I was a junior forester

---

I was expected to work in each one of the areas for a specified length of time. That included construction and maintenance and all of the other things that went on in the unit, which built a full knowledge of the people in each one of those functions. Whereas later on, when we brought specialists on, I think they were isolated too much from those other folks on the unit or that subunit, and that that was detrimental to them. It seemed like we'd bring on a specialist and say, "Okay, go do your thing," with an expectation that they would be assimilated into our organization without that full, structured training that I got when I first started.

*Glenn Gottschall*

I felt that the line officers didn't quite know what to do with specialists. It seemed like the Forest Service was hiring specialists because it's like something you really ought to have, but didn't quite know what to do with.

*Bob Rogers*

It certainly increased the complexity. I've seen the workforce diversify tremendously: the human resource specialists, computer specialists, cultural resources, Native American coordination specialists, botany and sensitive plant specialists. It was the beginning of viewing forests as ecosystems and less as commercial sources of timber and minerals.

*Barbara Holder*

It was difficult at times to integrate the new resource specialists into the planning of the timber program. Oftentimes that it was hard to pin down what they exactly expected or wanted as the result of vegetation management. It was awkward to find—not awkward, but difficult to find out was there a base line from that they were operating from versus something that we could say shows improvement or degradation, or changes to the vegetation pattern and/or such things as wildlife habitat or aesthetics. That was frustrating. But over a period of years, the accommodations took place, and in mid- and late-1980s I think there was much more acceptance and team approach to timber sale planning than there certainly had been prior to that.

*Ray Weinmann*

There's still a need for silviculturists to manage forest vegetation. I've worked with a lot of wildlife biologists who come out of school with a doctorate or a master's or a bachelor's degree, that they're experts on the biology of the particular species they're interested in, but they don't know enough about managing vegetation and habitat conditions. So there still needs to be lots of bridges built.

*John Fiske*

---

We had people learn how to hoot spotted owls on the Big Bear District (San Bernardino National Forest). We had some challenges because some of their favorite habitat was right up against ski areas. We cross-trained people and I think it helped them become more understanding of the challenges of their peers in other disciplines, and I think it increased their awareness of the value of some of what was going on.

*Susan Odell*

Being a landscape architect, one of the “other” disciplines, in a timber-dominated environment, it was very clear that you were the poor cousins. You were coming to the table, and you would get the crumbs from what was left of the discussion or the budget or anything.

*Gloria Flora*

### **“Ologists” Take Control**

By the end of the '70s, tensions brought about by widely-diverse opinions about Forest Service timber management policies, the challenges of budget cuts and congressional legislation, and court litigation came to the forefront. Timber management programs and projects became increasingly complex as frustrated environmental groups learned to use the Administrative Appeals process, then the Courts to stop or slow down projects through “judicialized” policies. This era of mixed messages set the stage for increased tensions and sometimes angry battles. Foresters lost control of the timber program to the Forest Service ‘ologists and wildlife and fisheries biologists from the U.S. Fish and Wildlife Service, who had the Endangered Species Act, the Northwest Forest Plan, the Sierra Nevada Framework, and many Court decisions on “their” side. Foresters suffered significant erosions of capabilities to set policies and control daily operations. Stewardship responsibilities became a complex jumble of demands promoted by government regulatory agencies, businesses, politicians, local communities, and “professional” environmentalists. Many in the Service felt firmly lodged between a rock-and-hard place and became frustrated or disillusioned.

I thought we were doing a pretty reasonable job of managing the ground in a balanced program, without having water quality and soil issues. In a matter of months or weeks the spotted owls and all these other old-growth issues turned us on our head, and the whole timber program just started to shut down and implode on itself. All of these other issues with wildlife and spotted owls and stuff started to take over. I came to work one morning, timber was king, and I came to work the next day, and the wildlife biologists were running the Agency. I mean it was almost that dramatic.

*Roger Poff*

---

In the latter part of my career, ‘ologists imposed constraints that were really hurting us, as far as I was concerned. People would just dream up stuff. Things like the wolverine or fisher. Had anyone ever seen one in our area? No. Is there any reason to think that it ever existed? No. But we needed to start setting aside areas to take care of them. Well, what is the impact? What are you trying to protect? What are the objectives of what you’re trying to do? So we ended up with people just talking in very vague terms, and then if you pushed long enough, you’d end up with some kind of acreage numbers, or you’d end up with a wildlife movement corridor, and yet none of it seemed to make any sense.

*Bob Smart*

The standards (constraints) were constantly changing, and people were talking about new information. Well, that information hadn’t even been checked out by peers. Some of it was just pure dreaming up stuff to stop the timber program from going forward. But I find it interesting that, as much energy as I put into cutting back the timber program on the Forest, before my career was over, we got to this place where the whole world—the bottom dropped out. The whole program crashed around our ears. There was no reason for the cut on the Eldorado to drop to the level that it did. The Sierra Nevada Ecosystem Project and the Sierra Nevada Framework never—there was no factual information in there that said you ought to be just stopping the world, and that’s kind of what happened.

*Bob Smart*

It was determined that we should find the spotted owls in old-growth, and I was instructed to take a look around the Eldorado National Forest. I had a map that showed spotted owl nest sites and I visited them. Every one of them was in stands of timber 80 to 90 years-old, not old-growth at all. At the same time, my colleague, Klaus Barber, was investigating what correlations might exist, and he found where the Eldorado National Forest had the highest incidences of responses to hooting for spotted owls, and by further investigation he determined that spotted owl population sizes correlated with the amount of roads on a National Forest. The obvious conclusion was that people who could get around more and hoot more could find more owls.

*Jack Levitan*

We went into a series of partial cuts and patch cuts, and there were several years of jockeying around, trying to do forest management, but not have clearcuts. And then, of course, with the spotted owl and a whole bunch of other issues, the whole thing just turned around, and the whole program just totally shut down.

*Roger Poff*

The spotted owl issue, in my view, had the most radical individuals and groups. They wanted to see no resource extraction off the National Forests. The more balanced groups, and those that we could negotiate with, I call environmental groups. For the more radical associations and groups, the spotted owl became the item about which they could raise all kinds of concerns, and it really forced the Agency to accept research by the scientists that still, in my opinion, had not been well-honed and well-tested. There were conflicting views about the life history of the spotted owl and the numbers, and it became very difficult to know what was correct. I gathered up a number of people in Region 5, including some scientists, State foresters, industry people and some members of conservation groups to try to develop a strategy that would still allow our timber program to go forward but prevent the whole program from being enjoined in court, as had happened in Region 6. I can still remember the early meetings held in Sacramento and how much acrimony there was in the meetings until people got to know each other and we could get the scientists to communicate and get some really good questions going back and forth. That went on for three years.

*David Jay*

When I first came to California (in 1990), Sierra Pacific Industries presented some of their spotted owl findings on the industrial lands, and the Regional Wildlife Staff Director just brushed that aside and said, "Yeah, but you didn't have any protocols and your conclusions are invalid." Had I been that Director, I would have taken the approach, "Let's look and see what you have, and maybe we can work out a management regime utilizing the best knowledge of all of us and get something that will really work to the benefit of the owl, Region-wide." I saw the Forest Service just totally not willing to do that.

*Ed Whitmore*

From all the contacts that I had with the biologists, who were concerned about the spotted owl, as well as some of the timber people, it was pretty clear that the spotted owl was a vehicle, a means to an end, and the desired end was not the "saving," of the spotted owl, whether it was northern spotted owl or the California spotted owl. Instead, it was simply a means to wrestle control of the Forest Service away from foresters and put it in control of the biologists. I had some liaison responsibilities with the California Spotted Owl Technical Team. I was out with them for a week, touring through the Sierra Nevada, looking at nest sites and trying to evaluate the habitat of the California spotted owl. One day on the Tahoe National Forest we stopped for lunch. As we engaged in idle conversations one of the topics that

---

came up had to do with the natural immigration into California of the eastern barred owl. The eastern barred owl occupies the same ecological niche as the northern spotted owl or California spotted owl, and is a lot more territorial, more aggressive, and it can mate with the California spotted owl or the northern spotted owl. Apparently, over time, the eastern barred owl has migrated north up into Canada and is now coming down the Coast Range and the Sierra Nevada, and is migrating into spotted owl territory, and when it meets a spotted owl, I suppose in the vernacular it has two choices: kill it or mate with it. Either way, the spotted owl gene pool gets screwed. *John Fiske*

There were two major things that happened to Region 5 forests, at least in the northern forests. One was the Forest Service was challenged and our “white hats” started to get eroded because we were often in the media. Those who didn’t like us were either going through Administrative Appeals or taking us to court. A lot of our documents weren’t supported because of the way the environmental laws were written, and the way we were writing our documents. Judges in the Ninth Circuit (Court of Appeals) started taking over a lot of the management decisions. I think there was some diminishing of the role of line officers over cutting trees, putting in roads, and protecting wildlife. As a line officer and decision-maker, sometimes it felt a little bit like being held hostage because of the way some of the documents were written. We entered a period of management by prescription.<sup>25</sup>

*Mike Lee*

## **Consequences of the Timber Program Shut Down**

Few, if any, of the opponents of the timber program viewed logging as a forest management “tool.” They saw logging as an evil monster destroying the forest. Foresters, fire managers, engineers, and some ecologists understood that having chainsaws, bulldozers and other heavy equipment, and a forest products industry infrastructure, provided opportunities to do critically-needed forest resource management and road maintenance work. They also understood that a sustainable timber harvest was a financial key to getting this work done, as well as providing critically-needed support of roads and public schools in many rural counties.

Likewise, few of the opponents of the timber program understood that congressional appropriations for timber would not automatically be transferred to other Forest Service programs. Instead, cuts in timber appropriations resulted in large reductions in Forest Service funding.

When I was Acting Deputy Regional Forester (early 1990s) I went to a national meeting of the other Resource Deputies. They asked, “What do we do with the timber surplus?” They were thinking that once the Forest Service quit selling the high volumes of timber, this money would be available for them, and they were devising a plan to redistribute the wealth. I was the lone person in the room who told them they were crazy, “When the money quits coming from timber, the Forest Service will be reduced by that amount, and you’ll still be operating at the level that you were with these other resources, but you will have less ability to do that work because there will be far fewer people in the Forest Service.” Nobody believed me and within two years, it happened.

*Ed Whitmore*

When the timber program was cut, that was the program that really ran the Forest Service. It had a tremendous impact, a negative impact on all the other programs. Everyone had to take his/her share of the cuts and share what was left.

*Mike Rogers*

When I came into the Region (December, 1990), I think we had a timber harvest of about 1.5 billion board feet. When I left (August, 1994) it was 500 million or less. I told the Regional Management Team and I told the Washington Office that I could not in good conscience accept funding for a timber program we could not produce, and that we would get our workforce in line with the timber that we were going to produce. That meant, out of a workforce of about 6,000 permanent employees, as I recall, there were something in the neighborhood of 1,300 or more surplus jobs.

*Ron Stewart*



Regional Office Forest and Range Management Staff (1994). In the late 80s, the (then) separate Regional Timber and Range Management staffs (combined) had more than 40 people.



One of the unintended consequences of the environmental movement shutting down the whole timber program was the road issue. Most forest roads were not getting any maintenance because timber harvest operators had traditionally maintained them. The roads starting to unravel. Roads, really, from a watershed standpoint, are the big issue. Forget about cutting the trees, burning, and all that stuff: if you're talking water quality, the issue is roads and stream crossings. That's it. The stream crossing is the 800-pound gorilla. We don't have people out there maintaining all the roads, yet we have hunters, OHV'ers, quads all this stuff driving all over these roads and impacting their drainage and water control structures. Because many roads are not surfaced and because they tend to be on steeper gradients and accessing more difficult areas, drainage is very important in getting the water off of them properly or they start to deteriorate. The Forest Service, nationwide, has the biggest road-building operation in the friggin' nation. You can build a road to the Moon and back again a couple of times with the miles of road we have. Right now the Forests are hurting so badly that in a good year, they're lucky if they can maintain 15 or 20 percent of their roads that go to major campgrounds or lakes or some sort of a facility. Ultimately it goes back to shutting down the timber program.

*Roger Poff*

The road maintenance funds don't come out of timber, so they're shutting the roads down because they can't afford to maintain them. And it's not because the roads were built too big, it's just that timber supports more than just timber on road maintenance. And I think it's more critical on the Eldorado because (it) is so close to Sacramento. You have a high population there, and they're using (the Eldorado) as a back(yard).

*John Weir*

But somebody still has to pay the bill, and now it's a fire bill. The cost to the Treasury is actually more than it was in the '70s. The fact is you don't produce nearly the revenue stream that you used to when you were managing timber, so the total net cost to the United States Government is substantially greater.

*Phil Aune*

We had a situation where all of these rural communities that were built up over time, which depended on a higher level of timber harvest, were now faced with much lower levels of timber. This caused them a tremendous amount of disruption.

*Bob Devlin*

When the Forest Service started scaling back the amount of timber they were harvesting, it had tremendous impacts on small-town economics.

*Mike Rogers*

As the Northwest Forest Plan was applied, our harvest levels just dropped tremendously and this became a huge economic pain to the local communities, who had been dependent on forest economies. I remember being hauled almost monthly before the Board of Supervisors and being challenged about the lack of harvest. It was very difficult for people to understand that it was a change in policy because of the Endangered Species Act and other programs. It wasn't just because this new Forest Supervisor was a woman and a wildlife biologist. But it was pretty scary at times because those were serious changes.

*Barbara Holder*

We saw, up and down the Sierra, across the country, the marked reduction in the timber harvest. When I first arrived in Fresno in the late '50s, early '60s, we had a dozen sawmills in the foothill area. We had one in Madera, even. We had one in Fresno and today they're all gone. I saw a logging truck here a month ago; it was the first one I've seen in about a year. Look at North Fork, for example. North Fork has never recovered from the disappearance of timber harvesting. Those mills, whether you liked it or not, they were an indirect part of the Forest Service's image and visibility. So indirectly and directly, that Forest Service presence has been removed.

*Gene Rose (retired journalist)*

We have lots of acres of timber stands with too many trees per acre. More than the site can actually take care of. If you just leave those stems go, the stands will fall apart; trees will die. You're going to end up with stands or acres of heavy fuel accumulations that lead to major fire activities if the fire ever gets started. When I say, "Manage those stands," I mean thin those stands to get the proper number of trees growing on those sites. I think most of the public will agree with that. Where the rub comes is when the tree removal leads to commercial benefit.

*Bob Devlin*

We definitely want to keep the stands more open in their natural condition. I think the tricky part is keeping them in their condition in the past where the Native populations burned frequently. I don't see that happening. Because of air quality reasons we've got our hands tied and are not doing as much burning and now maintenance burning is just an overwhelming issue. The real challenge is how we can best reduce fuels in forests using other means? That's where the rub comes in, because people are resistant to do mechanical thinning. They're concerned about other impacts. There's a resistance to taking any big trees at all, which I think is a mistake.

*Roger Poff*

What's really interesting and fascinates me are those unintended consequences. This happened on the Eldorado, where they wanted to do some fuel reduction treatments. They had maximum limits of disturbance, assuming we're still in this big timber game. But these standards came back to bite them in the butt, because they're trying to do something good out there, but can't. We still have these coefficients of disturbance<sup>26</sup> that are a residual from the big-time timber program. I worked with the Eldorado Forest Soil Scientist Chuck Mitchell, asking, "How in the heck can we turn this thing around?"

*Roger Poff*

## **This Too Shall Pass: Reflections on Forest Management Issues**

Many began to understand that it would take a varied trial-and-error approach to help resolve complex forest management problems; no one solution could apply to all the problems. The Forest Service responded to the ever-changing, and often conflicting, desires of environmentalists and other citizens, rhetoric of politicians seeking reelection, Court decisions, media criticisms, divergent needs and thinking of scientists, profit needs of the timber industry, needs of recreational users, internal employee disagreements, and the Agency's need to manage effectively and preserve a great American resource.

I really believe that National Forests can contribute more to the nation's economy than it has over the last decade and a half. It's a shame to see these large wildfires, these large insect epidemics, in effect, Mother Nature doing what is being done when, with some professional management, a lot of those areas could benefit and be put in a more productive capacity than just letting wildfires and insects do the job. It was frustrating to see the timber program decrease to the degree it did because of lawsuits and other factors when I knew, as a professional forester, that the timber could be managed in a way that would be satisfactory to the public, but our hands were tied more and more. It was taken out of our control, so to speak, to a large degree, by legislation, lawsuits, organizational changes, policy and so forth. In my opinion, the organization has drifted— not drifted necessarily, but moved towards the National Park System. I think the idea of protection, preservation is much greater today than the old concept of multiple-use management.

*Ray Weinmann*

The legislation in the last 20, 25 years was aimed at changes in the way that the National Forests were being managed, and unfortunately this has created problems. There is a major conflict with the internal

---

interpretations of how we follow that legislation. It's actually given segments of the public, who want to challenge us, all the ammunition they need to challenge us. Because while we're following some portions of legislation there's other portions that we're probably violating. So the legislation, although the intent was very good, gave incentives to go in other directions. Unless they clean up that tie between past legislation and new legislation that has not helped us very much, I don't think the Agency can work. *Bob Devlin*

This whole evolution of timber management, back to what I heard in the '50s, they had tables of growth and working circles, and the biggest problem seemed to be access. And you had a lot to work with in terms of the land base and the timber that was out there. And even though you recognized constraints in streams and those kinds of things, there wasn't this myriad of complexity that came down later with more science. Then you had more public involvement, and you certainly got more interest. NEPA brought it on, lawsuits, so life changed, so dramatically from a working circle, basically good forestry information, into a world that was very complex. By the '80s it was layer on top of layer of decision-making about what you could do and couldn't do. *Bob Harris*

About two percent of the Sierra Nevada has plantations on National Forest land and roughly half of it comes from clearcuts started in the late '60s, '70s and '80s. If you look at those lands now, they are some of the best young-growth and growing stands that we have in the Sierra Nevada. Very few of the reforestation treatments, after clearcutting, actually failed. The big rub with clearcutting was the visual impact, and what you saw on the landscape. The reality of what was going on was that it was biologically correct; it was economically correct. It followed all of the land management plans, but it looked like Hell. From the time you clearcut until perhaps ten years after, it's nothing but an eyesore, then it starts feathering and gradually you can take people out on a clearcut and planted area and they'd never know they're looking at forty-year-old clearcuts. They're just gorgeous young stands. *Phil Aune*

There's been some argument that if the Forest Service just stepped away from the old-growth, all the problems would go away. That's absurd because we could do that and the problem would just move to the second-growth. Because there's an agenda out there that doesn't want us to cut any timber. *Bob Devlin*

---

The whole (cogeneration) thing in terms of using chips and stuff to generate electricity was a great idea. Except what people don't realize is that most of this fuel is so far back in the woods that by the time you truck it to a cogen plant, there's no profit there anymore. It's a net loss rather than a net gain. But even so, I think if you look at it from a State-wide or global perspective, all of these things are a piece to a bigger puzzle, and I don't think we're ever going to solve the problems by going with this approach or that approach. Look at what's happened with the spotted owl. If you talk to the more astute wildlife biologists, most of them will tell you single-species management just never works anyway; it's just not a good way to manage landscapes. *Roger Poff*

Because of cutbacks, there is a move to become generalists again, and it's almost like back in the '60s where you didn't have very many people, and each person needed to know a lot about everything. We started out that way and got into this super-specialization and focus, and now we're kind of backing off more to becoming generalists again.

*Roger Poff*

I accompanied the California Spotted Owl Technical Team of scientists who were evaluating the current status of the California spotted owl. One day we had an overlook view of the Foresthill Divide. It was clear from the tenor of the Team's conversations that the California spotted owl was to have the first priority of everything. That's clearly what they desired, and they intended to implement policies which would assure that would happen. Being a forester, I tend to have a longer timeframe perspective than perhaps some other people. I remember looking over this vast territory of hundreds of thousands of extremely productive acres for all kinds of purposes, and thinking, "Growing spotted owls is not the highest and best use of this land. This too will pass." And it will at some point. *John Fiske*

I think when you have to spend so much of your money and time dealing with court cases, whether it's about ethnic and gender problems or whether it's because we aren't doing right by NEPA or NFMA, that's draining people's energy. It's draining people's hope. It takes away creativity. It takes away the incentive to try something different. *Susan Odell*

Today timber management is used as a tool to accomplish things like fuels management, wildlife habitat management, and less as a goal to produce timber for the market. However that's still a legitimate purpose until somebody changes the law, but it's not the dominant purpose anymore, and probably never will be. *Ron Stewart*

---

The National Forests in the Sierra Nevada annually grow about 2.5 billion board feet. About 750 million board feet dies annually and we're harvesting around 400 million board feet. So the annual mortality rate is almost two times our current harvest level. It doesn't take a blind man and a bat to figure out pretty soon the whole system's going to collapse. These biological systems do have a maximum carrying capacity, so if you're not going to harvest them, you have this huge fuel buildup. Well, logically that's the highest priority now, to get on top of that, particularly in the wildland-urban interface. We have to protect our wildlands. Does it make sense to burn up our forests that are our sources of municipal water supplies, habitat for threatened and endangered species and so on? That's the greatest risk, not logging.

*Phil Aune*

The only practical method of keeping insect and disease losses (and therefore fire hazards) to the minimum on timbered areas is by means of an adequate system of access roads and an orderly system of timber harvest, including insect salvage sales.

*Walt Kirchner*

It appears that the National Forests will be devoted, by default, mainly to firefighting. With our unfortunate misguided following of the Northern European model of total fire suppression and lack of fuel treatments, we have created a disastrous situation. The demagoguery associated with environmentalism has resulted in the loss of most of the timber industry in California with serious detrimental consequences. Paychecks in forested areas have been replaced by welfare, and the timber buyers, who made a market for forest products to pay for fuel reductions, are largely gone. We have created a forest that didn't exist before European settlement, one that is denser and more laden with fuels than existed when the aboriginal people managed the forest by periodic burning. That forest was largely an artifact created by aboriginal people; the current forest is also an artifact, but a much more dangerous one!

*Jack Levitan*

It's probably the tension of a forester that gosh darn, we study and we work hard on all these issues, and we dedicate our lives and our careers to this, and then when it comes to the final battles, we're not listened to that often. And the consequences I think are going to be great on this, but hopefully we'll come along, because I'm still an eternal optimist. How can you be a forester and plant a tree that you'll never see come to its full maturity? It's a profession based upon a sense of optimism, and I still have a sense of optimism, especially for our National Forests.

*Phil Aune*



---

## Chapter Notes

1. See Gruell (2001) for a fascinating side-by-side photographic comparison of historic (circa 1900 and earlier) and more-or-less current forest conditions in the Sierra Nevada.
2. The first sale of timber from Forest Reserves in California occurred in 1902. The Acting Secretary of the Interior (then the responsible official) accepted a value of \$1.50 per thousand board feet as a fair appraisal.
3. The Forest Service responded to Congressional mandates and used appropriated funds.
4. Unit Area Control was a unique term in California forestry. It referred to units of vegetation with similar species composition and structural elements which could be identified in forests, and which were recognized as needing different management treatments from the adjacent vegetation. For regeneration cutting purposes, it was the same as the group selection system. In application by a large work force, identifying the same units by different foresters became impractical, and some cases, impossible, which led to the demise of the Unit Area Control system.
5. The small units had been designed to regulate the stand structures.
6. A Federal Sustained Yield Unit was designated to promote the stability of forest industries and communities dependent on National Forest timber, which could not be sustained through the usual timber sale procedures. The Big Valley Unit of approximately 82,000 acres, was established in 1950 on the Big Valley Ranger District of the Modoc National Forest; it was the only Sustained Yield Unit in Region 5.
7. A scientific research publication from the Pacific Southwest Research Station.
8. The K-V Act authorized the Forest Service to use some of the receipts for timber sales to support reforestation activities in the sale area from which the timber was harvested. The 1976 National Forest Management Act expanded these authorities so K-V funds could be used to manage renewable natural resources within the sale boundary.
9. Contrasting the accountability for meeting agreed-to timber sale target objectives and the lack of accountability for meeting objectives under the National "New Perspectives" or "Ecosystem Management" programs.
10. A legal requirement of the 1976 National Forest Management Act.
11. *A University View of the Forest Service, A Select Committee of the University of Montana presents its Report on the Bitterroot National Forest.* Congressional Record, November 18, 1970. Senate Document No. 115, 91st Congress, 2nd Session. This was popularly known as the "Bolle Report."
12. Two 18th Century and one 19th Century examples of legal mandates were a 1786 Austrian ordinance establishing clearcutting with artificial regeneration as the "general system in force," a 1776 Darmstadt ordinance prohibiting use of the selection system, and a 1833 Baden Forest Law prohibiting clearcutting.
13. Sierra Nevada Ecosystem Project Study Area, which included all National Forests in the Sierra Nevada, plus the Lassen and Modoc National Forests.

- 
14. Jim Jenkinson was a research scientist at the Pacific Southwest Station who specialized in reforestation.
  15. "Ologists" included wildlife biologists, botanists, fisheries biologists, ecologists, archeologists, hydrologists, landscape architects, and soil scientists.
  16. Typically the legal decision focused on a legal procedural issue, not on the merits of the land management issues before the judge. However, the decision affected resource management, typically stopping or delaying the proposed action(s).
  17. Ed was not invited to the meeting intentionally.
  18. Upon being alerted to the large drought-caused mortality problem by John Neissess, Director, Region 5 Forest Pest Management Staff.
  19. SHPO (State Historic Preservation Office) is the agency involved with evaluating historic sites.
  20. A soil layer impervious to upward or downward movement of water, often created by hot fires. Sometimes, post-wildfire soil rehabilitation requires special treatments to break up hydrophobic layers.
  21. Responding to pressures against clearcutting in the 1960s, the Region had published another brochure, *Patience and Patchcuts*, to make the point that although initially ugly, clearcut areas develop into forests.
  22. Burns, R. M. (compiler). 1983. *Silvicultural Systems for the Major Forest Types of the United States*. Burns, R. M. (compiler). 1989. *The Scientific Basis for Silvicultural and Management Decisions in the National Forest System*.
  23. The Stanislaus National Forest timber base lands burned by the extensive 1987 wildfires.
  24. A National Administrative Study on the silvicultural alternatives to herbicides, administered by the Region and the Pacific Southwest Research Station, was started in the late 1970s, continued past 2000, and produced many scientific publications of the research results. These results constituted much of the basis for scientific knowledge about the relative effectiveness of herbicide and alternative treatments in California forests.
  25. Judicial or as specified in the Northwest Forest Plan or the Sierra Nevada Framework.
  26. Watershed-specific standards, developed by hydrologists and soil scientists, establishing upper limits of allowable disturbances. These largely untested limits were based, in part, on total miles of paved and dirt roads, openings caused by timber harvests, wildfires, ski runs, and buildings in the watershed and their assumed negative effects on watershed properties.





Region 5 Professional Orientation (1966)

Photo shared by Glenn Gottschall, back row, seventh from left

# Changing Workforce

---

*I*n the first half of the 20th Century the majority of Forest Service employees were white males captivated with some aspect of the outdoor life. Post-World War II, many had transitioned from military service to jobs in the Forest Service, forming a civilian “army,” with near-military hierarchy and discipline. Male graduates of forestry schools, like those at UC Berkeley and Yale, filled the leadership positions and for the most part this scenario continued all the way through World War II and into the early 1960s.

The changes of the late 1960s had their first impacts on the Forest Service through the workforce. This was evident in three key areas: Internal Transformation (modification of the managerial style, and subsequent enhancement of teamwork, and personal development for employees); ‘Ologists’ (an alteration in the number and variety of natural resource professionals hired); Changing Demographics (implementation of law, policy, and personal commitment to achieve equality of gender, race, ethnicity, persons with disabilities).

The effects of any one of these changes would have created uncertainty in major sections of the workforce. Having concurrent upheavals in all three resulted in feelings of uneasiness, anxiety, fear, and resistance for some. Others welcomed the possibilities for change; for them it engendered excitement, self-esteem, creativity and confidence.

The Sixties changed it, changed the whole society, but certainly changed the Forest Service, probably for the better overall. I think a little more in line with society. Most of us probably think we are not getting as much work done, but we are getting a lot of work done and have a lot of respect from a lot of people.

*Ralph Cisco*

To me there was kind of a trickle-up effect of people coming into the Agency, the diversity in the Agency. What I started to realize is that I believed that we were on the edge, the leading edge of a social renaissance. People were now realizing that the glass ceiling and glass walls may still be there, but they were moving out.

*Dan Roach*

With affirmative action, equal employment opportunity, environmental laws finally starting to get taken seriously and used by the public against us, there was recognition that what we had been doing was really in violation of laws.

*Gloria Flora*

---

## Internal Transformations

In this organization that prided itself on a traditional “can-do” spirit, many began to confront governmental roadblocks with an outside-the-box attitude. Forward thinking college-educated natural resource professionals looked to new theories and practices being developed in the fields of psychology, sociology, education, and business management for possible guidance for resolving personnel problems. In turn they utilized new personnel practices and theory, drawn from advanced leadership training programs, to shift the internal employee work culture to be more inclusive and collaborative. Like most shifts in internal practices, the rapid pendulum swings resulted in many older employees feeling disenfranchised as their past work was criticized and changed. Shifting from a paternalistic hierarchical command structure with military overtones to a collaborative work culture was not easy. Over time, slow changes in the work balanced out past practices and created a more collaborative working environment.

Historically the Forest Service had been a white male organization with almost everybody coming out of forestry schools, and as you know, those forestry schools were basically clones, ingrown from among their faculties so that we were all coming out with pretty much the same education, and we came from similar backgrounds. So in a sense it was an easy organization to manage and motivate. People had very much shared values.

*George Leonard*

It was a time when we were what psychologists call an ISTJ (Introverted Sensing Thinking Judging) organization.<sup>2</sup> We were very introverted, very methodical, no nonsense, and collected a lot of data.

*Dan Roach*

I had 20 years military service before the Forest Service and it didn’t hinder me a bit. My Ranger—he put it on, do the job, do it right and I knew that. The discipline I had, it didn’t bother me one bit. In fact, I welcomed a good, strict supervisor. I liked that. No wishy-washy.

*Ben Charley*

I also think that Regional Forester Doug Leisz’s leadership helped. I consider him to be perhaps one of the most visionary leaders we’ve ever had in the Forest Service, and I think he saw that in the future, that we were going to have to be serving a more diverse public and that the Forest Service needed to be more representative of a broader public. I don’t know, but that’s the kind of direction I felt coming from on high, and he was the leader.

*Lou Romero*

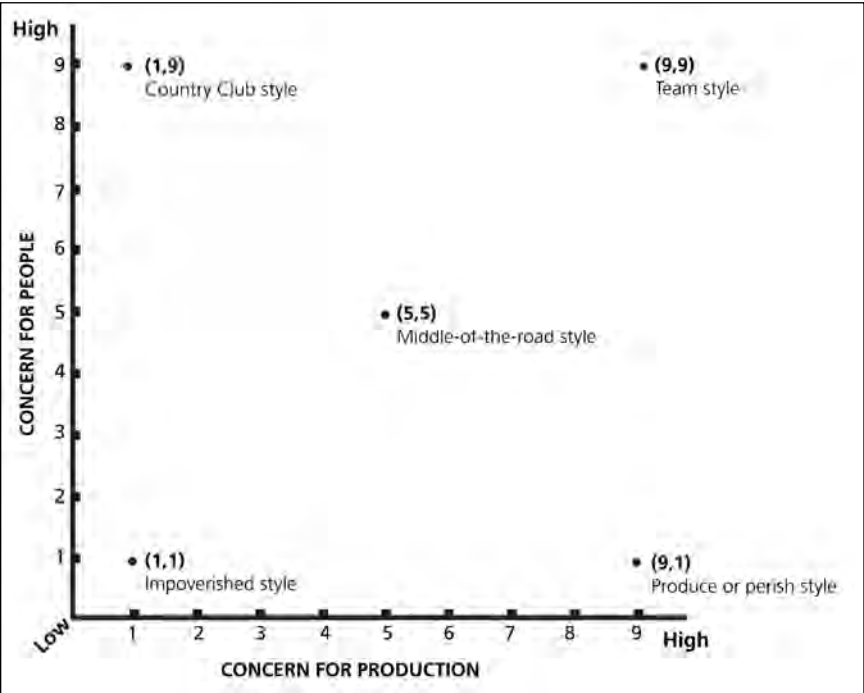
**Traditional  
Management  
Styles**

Region 5’s initial foray (‘60s to ‘70s) into organizational development laid the groundwork for a system whereby a wider range of employees influenced leadership decisions and policies. Collaborative leadership required internal training programs designed to break down barriers, eliminate outdated styles and provide the new skills required for shared responsibilities.

Managerial Grid was an employee and organizational development program. It was based on a grid of nine attributes on the vertical axis and nine attributes on the horizontal axis. I think the vertical axis was the ability to work with people, sensitivity and that sort of thing, all the way to being a dictator. The other one was something similar to that but on a different scale. The idea was that a nine-nine was the best position to be in and a one-one would be the worst. I guess the horizontal axis was the ability to take initiative, a self-starting sort of thing, one being very low and nine being really aggressive.

*Zane Smith*

Managerial Grid



The “best” score possible was 9,9—highest in both Concern for People and Concern for Production.

---

In the late '60s, higher level managers and management teams attended what were called "Managerial Grid" sessions. They evaluated management styles by assessing whether the manager was most concerned with production or with employees. At the time this began, I was working for the Forest Engineer on the Mendocino, George Blodgett. I remember that he came back from the session and proudly displayed his "9-1" chart on the wall in his office. We heard that most of the hierarchy were "9-1s." This became a catchphrase in the organization for those who used the old military-style management, we'd say, "Oh, he's a 9-1."

*Linda Nunes*

Somewhere along the line, in the training branch, we wound up with a guy that had a background in sensitivity training, Ernie Meadows. And also we started hiring some consultants from San Francisco State College. And they came in and helped out with the management training, and then they said, "You know, there's other ways of doing this kind of stuff." And so we said, "What the hell? Let's take a chance." So we set up a session, and to kind of legitimize it, to make it sound like something we ought to be doing, we called it "Management Behavior." And really it was just sensitivity training, things like that, and we got mostly Rangers, some of the higher staff people, to go to that. These are the days of the touchy-feely kind of stuff, pop psychology and all, and we got some excellent feedback. We got some purely negative stuff too, but most of it was very positive. Like, "Why don't we do more of this?" And so we started increasing. It went from one session to a couple of sessions. And so we started developing our own internal consultants, management behavior specialists. And that got to be quite a program.

*Ken Weissenborn*

The training group had two major components in this particular program. Component One was a type of sensitivity experience and the second involved what was called team building. The sensitivity experience was one where they went to Pajaro Dunes out on the California coast. A team from different Ranger Districts and Forests from GS-3s to GS-13s were put in a condominium and told, "Survive. Work out your relationships. Do the kinds of things that it takes to live together in a community." Meanwhile, during this course of a week, there would be vignettes of thought-provoking information provided to the various people as discussion points. When they came out of a week of this, it was a brand-new experience for almost anybody, and most of them really liked what happened to them. I remember one Fire Management Officer, an old-timer, grizzled jaw and that, saying, "I didn't realize that people could work together this

**Management  
Behavior  
(circa 1970)**

**Pajaro Dunes**

---

way. It's kind of like a family." It really sensitized people to others, and it started bringing groups together. They would get this training prior to the team building (Component Two). The one-two approach was very helpful and instrumental in making that happen. Well, then they went back to their work unit, and oftentimes the person in charge of their work unit had not gone through this training, and it hit the fan, so there were some really difficult times relations-wise. Now, the team building was a little more structured than the sensitivity training. Team building included usually a District Ranger and his immediate staff on a National Forest or on a Ranger District, and they would get together with a facilitator, and they would identify the different kinds of problems of production and of quality, performance and so forth on a Ranger District, and they would work together with the facilitator.

*Dick Pomeroy*

I remember at Pajaro Dunes I was standing next to an individual, and these two folks were saying, "See that person over there? That looks like Ranger material." Six-foot, light haired, looked like John Wayne. We were looking at selecting people like that. Thank goodness we got away from that.

*Dan Roach*

I remember the terminology that was being used was so different from where I had worked before in the Forest Service. There was more training occurring and management by objectives was being pushed hard. So language terms were being used that were pretty foreign to me and I quickly learned that there were large numbers of employees being sent to a place called Pajaro Dunes in California to some kind of sensitivity training. I started noticing that it was creating some change in the way people were interacting with each other.

*Lou Romero*

I would say that it was two-thirds positive and one-third negative. The negatives were just totally adverse, and they had nothing good to say about it. They felt we were screwing with their minds and that we had no business doing that and, "This is something that the good ol' Forest Service never did," and we didn't sign up to do this kind of stuff, to sit there and talk to each other about what we were thinking and the way we'd like to operate.

*Ken Weissenborn*

We developed a category of both external and internal consultants, and then we'd have consultant meetings, in which we would talk about how things were going and what the next logical step in the progression was, and that sort of stuff. We started getting involved in things like encounter groups. We used to call it, affectionately, "Pajama Dunes." It was actually Pajaro Dunes. It was a philosophy at the time

---

of this social renaissance like things that were happening in society. We were having open marriages and a whole lot of other things. I think the Forest Service got caught up in some of that.

The philosophy at the time, I believe, was flawed, and I say it was flawed because when we were involved in team building and encounter groups, the philosophy was, “If it feels good, do it.” To me, that was extremely flawed because it took out the accountability, the personal accountability in considering, “What is my contribution in destroying a relationship? I need to take accountability for that.” But we learned from them. It was awfully easy to blame others for what was happening to us and not looking at our contribution to that. *Dan Roach*

I think a more traditional Forest Service culture was one that called for more uniformity, more consistency, and more “conformity.” I think they were trying to open the culture to be more accepting of a wider range of employees and communications. It was effective in creating more openness. I also heard some horror stories coming out of Pajaro Dunes. I heard of divorces that happened between couples because of things that might have gone on there, but I don’t know enough of that to really add much meaning to it. Like any big change, I guess it’s got pluses and minuses, but I know it was a concentrated effort at doing something to the culture of the Region at least, if not the Forest Service. *Lou Romero*

The Administrative Officer and I went through Management Behavior training. No problems with me, but I don’t know what it did to him because he came home from Pajaro Dunes and he started dressing different, and everything had to be done by committee. So I really don’t know what caused my little castle to crumble. I was called into his office after I’d come back from lunch early. I had shut the door because I was doing some work. He called me up, and he said, “I want you in my office right now.” Just the tone of his voice made me wonder. I went in there, and he sat back in his chair, and he said, “You know, you’re blowin’ it.” I said, “What do you mean?” “You’re blowin’ your job.” “Well, what am I doing or not doing?” I couldn’t get one little thing out of him as to what I’d done wrong, what I hadn’t done right or anything. I was crushed. But anyhow, I never really got over that thing and that’s why I didn’t continue working any longer. I filled out a resignation slip. *Anna Schmidt-Parker*

In the immediate aftermath of the Management Behavior training, many work relationships and employee procedures began to change the ways everyday jobs were executed. For the most part the changes reinvigorated organizational and managerial styles and policies.

---

I think one of the most effective tools was simply team building, where we had a good facilitator and we could get down to talking in detail about what was working and what wasn't and how to become a team. I think all of us have learned a lot from the Forest Service's investment in team building. I think the interdisciplinary teams were tremendous and that they really helped us integrate. We learned a lot from one another, and it brought about some really good resource management decisions.

*Barbara Holder*

I don't know if I mentioned the Interaction Associates in San Francisco. They had put out this little yellow book called *How to Make Meetings Work*. Regional Forester Zane Smith at some point felt that the Regional Leadership Team meetings weren't going that well. He ran across this little book and this organization in San Francisco, Interaction Associates, that were working in this area. So we got involved as training facilitators. I was part of the cadre. We probably had 20 to 25 facilitators in the Region that picked up this interaction method and were licensed to teach that across the United States for the Forest Service. That really started to make a difference in our meetings and how we dealt with the public. It hit right at the right time. The other side of that was I was interested to see Zane and how he dealt with it. If he believed in the philosophy he didn't want his meetings facilitated. I believe he thought he might lose power, and so he was missing some of the very basic principles of that. We finally broke through, and Lou Romero I think was the most skillful of the group in that arena. I know Linda Nunes did a lot of it for the Regional Management Team.

*Dan Roach*

## **MIT—Management Improvement Technology**

Over time, the focus of Management Behavior had dispersed: team building was used on a few Forests, avoided on others; the number and availability of internal facilitators lessened; the development of managers and leaders was a mixture of external sessions, and Agency- and Department-wide standard courses. In the early 1980s, the Region decided to put all such courses and future initiatives under one umbrella, and called it MIT (Management Improvement Technology).

There were a lot of indicators and efforts already underway that led Region 5 to believe that changes were taking place in terms of how we view leaders, and the processes and the methods that leaders and managers use most effectively. A loosely-knit group of leaders in Region 5 wanted to capture that as some kind of an intensive effort, and set about to do so. Those folks included Dick Pomeroy, Bob Cermak, Jon



---

Kennedy (who eventually proved to be such a right hand/mentor for me) and there were others. They met with Zane Smith and told him of their concerns about developing a focused, formal management development/leadership development program in Region 5. In March of '81, I was selected for that management development job. Region 5's program was successful primarily because they invested the responsibility in leadership, not in somebody buried in a personnel job but in leadership in terms of Forest Supervisors and Regional Office Directors, to whom I reported. It was their responsibility to see that this program went forward with the results envisioned, and it was my responsibility to get that done. And that is the reason why, to the degree that it swept across Region 5, that it did so successfully.

*Mack Moore*

When I went back to school at the University of Washington, when I had the chance for electives, I sought out the best courses in the graduate school in organizational development. Based on my experience in the Forest Service and my being a little older, I could talk my way into those sessions. That just added another whole level of academic exposure to what I'd already been exposed to on the ground. I was able to help tailor the organizational development activities in Region 5 so that they would be more open to the leadership and the Forest Supervisors. I was working with people like Mack Moore. I was able to be of assistance to him.

*Dave Jay*

It really was an opportunity to do what I viewed as the culmination of all of my Forest Service experience. I felt like this is what most of it has been for, to help Region 5 and these leaders do what they wanted to get done. And so we got started. The end result—I'm talking about the years '81 to '85 now—all of these folks are retired. But just discussing this with you brings these folks back. It's as if they're all sitting around this table with me right now, and I am just excited about talking with them again about all the things that we did and the work that we did and what, at least in our minds, we think we accomplished, which I think was quite a bit. It was an idea whose time had come, and there were scattered throughout Region 5, folks eager to get involved, to get on board. They liked the concept, they liked the idea, and they wanted to be a part of it. I had no scarcity of folks knocking on the door, wanting in: "Include me. What are we doing? Let's get going. I can do this and this." They came from across the spectrum of the hierarchy and the "doing" jobs in Region 5.

*Mack Moore*

---

Mack Moore was hired to look at doing more organizational and management development, and in 1983 they had the first MIT, Management Improvement Technology, workshop. I happened to be one of those who applied for it because there were facilitators scattered throughout the Region, and this was a way to try and see who else does this and how good are they at it. It was clear that there was a comprehensive program being developed in the Region.

*Linda Nunes*

The program was launched in '83 with a Management Development seminar which District Rangers, Forest Supervisors, Forest staff, Regional Office staff attended—a large, large gathering, a cross section of leadership, in which we introduced these concepts I've just mentioned. We gave them a taste of each, explained what we were about, what our vision was, where we were going, what we wanted to achieve. And once again, I did the footwork, but the effort was led in this case by Bob Cermak, who led the charge. And the result was that we communicated, we got our message out to the Region, and it validated the program and in fact launched it so that we then had folks saying, "I want to climb on board. What do I do? How can I participate? Let's get this going."

*Mack Moore*



MIT Workshops combined lessons and practical training and facilitation models, along with personal development and team building activities. Visible in the picture, starting bottom left are: Kandi Craft, Brent McBeth, unknown, Susan Mockenhaupt, Kathy Waller, and Roger Seewald.

I would like to mention what we eventually came up with in terms of a basic curriculum of experiences and say a little bit about each one of those, most of which lasted long past my retirement from the Forest Service and may still exist in some form today. One concept that we established was a university-based leadership management curriculum. We selected Cal State, Hayward. It was called *Learning Today to Lead Tomorrow*, or “LT Squared,” and that was what it was known as for years. It was a two-month, campus-based experience, in which folks were exposed to a variety of consultants and professors on a variety of subjects, all having to do with the personal and organizational aspects of being effective managers and leaders.

MIT  
Curriculum

*Learning  
Today to Lead  
Tomorrow*



Class 1 LT Squared participants: (Front row) Jim Marsh (standing), Ken Blonski, Brent McBeth, Rob Iwamoto, Tom Mainwaring, Marilyn Patti. (Second row) Darwin Richards, Kimberley Bown, Howard Carlson, Carolyn Reynolds, Dan Roach. (Back row) Ron Smith, Linda Nunes, Cherry Dulaney, Judie Tartaglia, Jackie Faike. Insert shows “No More Business As Usual” pin created by Rob Iwamoto, and distributed by trainees.

We also had *Executive Seminars* led by Ted Schlapfer, which took a topic, brought folks in, and our people interacted with and helped design ways to think about major resource management issues of the moment.

*Executive  
Seminars*

---

**Women in  
Leadership**

We had “brown bag” courses, where I would bring in locals (San Francisco Bay Area). There was a living community of consultants and visionary thinkers that we could use, and we’d bring them in for lunch-hour discussions. Peak Performance Dimension, in which we used a local consultant to build a course for us in the habits and performance criteria of peak performers and what patterns we could extract from that and apply to Forest Service people. *Women in Leadership*, led by a local consultant, Janet Stone, which our Region 5 women were very eager to participate in and wanted to climb on board with.

**Transition  
Meetings**

I had learned about a new concept called *Transition Meetings*, so we also brought that into Region 5. The first transition meeting that we did, was a model based on the practicalities of reducing the amount of time it takes a new leader to be oriented by concentrating, inside a day or two or three, on teaching him or her, “Here’s what’s going on around here, and here’s what we recommend you do and build your calendar for the first 30 or 60 days,” a variety of priorities.

*Mack Moore*

**Peak  
Performers**

I went to another workshop that Mack Moore’s program had. It was called *Peak Performers*. The leader was Charles Garfield and he himself was conducting the seminar. That had a huge influence on me personally, and not just me. We started thinking in terms of, “Wow! I have a whole lot more potential than I ever thought, and I can grow, and I can create better goals for myself, and I can associate myself with people who are good role models.” So literature in the Region helped change the workforce as well.

*Lou Romero*

**Changing  
Roles of Men  
and Women**

We were impacting the entire Region, in part through our concept called *Changing Roles*. Women were leading that effort and many were excited to be involved. Linda Nunes was directly involved and she later became the Director of Civil Rights in Region 5 and held a number of other Region 5 leadership roles and today is a consultant. Christine Walsh, Kathy Waller, Catherine Barasch, Cherry DuLaney were on board and hand-in-hand working with us to achieve that change that we all wanted.

*Mack Moore*

The Changing Roles sessions were a lot of advanced supervisory courses that were offered: LT Squared (“Learning Today to Lead Tomorrow”), and MIT (Management Improvement Technology). I think they all helped to a degree. But realistically, the things that really helped were the changes that people underwent when they went through them. If they went into them with the attitude that it’s going

---

to make a difference and it'll make me a better person, I think they were generally successful. If they went because it was, quote-unquote, "a mandatory course," they weren't as successful. *Alice Forbes*

Women had to learn to integrate into a mostly male-dominated environment while they worked on changing the things that they thought were necessary to change. Of course, I do remember a lot of training sessions, the changing workforce, sensitivity training, behavioral management. So much of social and organizational acceptance depends on the individual's approach. *Barbara Holder*

Max Peterson, the Chief, came to Salt Lake in 1983 and gave a speech called "Traditional Values versus Traditional Methods." Basically he was saying, "The Forest Service is about to be overrun by change." I remember that phraseology that he used. He charged the Regional Foresters to go back to their Regions and to involve their Forest Supervisors and Directors in thinking deeper about future impacts. Out of that came a term called "futuring." So Mack Moore was charged with designing little seminars around the Region that would engage employees in looking at social, political, economic and technological trends that we could see on the horizon, and try to understand the meaning in terms of how that would impact the Region. We called them *Futuring* workshops and they really created a buzz. Some excellent principles were embedded in that program. So that changed the Region a lot, at least for a period of time.

*Futuring*

*Lou Romero*

I'll never forget Max Peterson. He was up on kind of a stage, he and some others from Washington. Max used to smoke a pipe. He wasn't smoking it, but he was chewing on his pipe and talking and whatnot, and he got a question from one of the Rangers in the audience, who said, "We're sure making a big deal out of an *Investment in Excellence* in this Region. I'm just wondering if it's one of those flavor-of-the-month programs." His answer was really elegant. It kind of went kind of like this. He said, "Knowledge does not stand still. Yes, this too will pass, but we will have learned from it, and we will have grown, and we need to benefit from it, and yes, there will be something else that will come along, because knowledge does not stand still." *Lou Romero*

*Investment in  
Excellence*

Leadership became really important. People from around the Region were interested in developing managers differently and interested in seeing people develop regardless of what their grade was, what position or education they had, so those of us who really got involved with it would help develop different kinds of training, would help expand

the sheer number of really good meeting and group facilitators. There were some folks who were much more comfortable with just helping design and conduct and keep people on schedule for a real specific kind of meeting; they really weren't into maybe some of the more difficult conflict resolution stuff, but had a different range of skill levels, really just expanding the number of people with different kinds of training and experience. Then later they added on an expectation that people will use these facilitative processes to work together. You have people who start being more open to realizing other people have good knowledge and information. So it literally changed personal behavior as well as group behavior.

*Susan Odell*

The classes that were really the best classes were the ones that had a rich diversity in them, including sexual preference, including minority, including GS levels. When you had a class that had a nice mix in it, the learning atmosphere was much better, because a lot of times there were either glass walls or ceilings such that we didn't know how to act around each other. We didn't know whether to open doors for people or what we needed to do that was respectful. I think that's the key piece, is how you maintain a respectful relationship with all of those in the workforce. To me, the *Learning Exchange*—by having a rich diversity, you had an opportunity to talk about those things and learn about them, and that was a real strength in people coming out of those classes because it gave them a much different level to look at the organization. We had the most wonderful conversation about the Million Man March for African-American unity on October 16, 1995. I had known very little about it except what I saw on TV, but we had somebody that actually had been there, and to go through and have a dialogue in the evening and talk about that and what it really meant to him and what he saw—I gained a real compassion for what that person had experienced. So I looked at things much differently as a result of that.

*Dan Roach*



Connie Brannon welcomes MIT Workshop participant; on right, MIT logo.

When I became Branch Chief for Organizational Resources Development, after Mack Moore retired, we wanted to fill in the total numbers and skills of facilitators and trainers. Our vision was that someday on each forest, just down the hall, managers and employees would have access to facilitators and trainers who could help them—to facilitate a meeting, do some conflict resolution, do strategic planning, do some ad-hoc team startup, hold a transition meeting, etc. We had about 300 employees in the facilitator/trainer cadre, rated as trainees, apprentice or lead, able to perform dozens of facilitated processes and training sessions. Joy Kimmel was a marvel in putting a database together, and keeping it current, and was an excellent facilitator/consultant in her own right. Dan Roach developed, designed and presented many training sessions, including the *Career Counseling* program. It was required by the Consent Decree, and eventually there were career counselors on every forest. It was a great program.

*Career  
Counseling*

*Linda Nunes*



Regional Office Career Counseling Resource Center (one can be found on each forest). (Seated) Mary Smith and Peggy Ronen. (Back row) Rochelle Kohl and Joy Kimmel.

One day in San Diego—we didn’t produce much in the way of resources (on the Cleveland National Forest), but somebody said, “Why don’t we produce people?” And we worked hard at that, because we had an opportunity to give people a nice cross-section of the management of the Forest Service, and gave them a lot of freedom because a lot of things happened on the Cleveland that weren’t going to upset the whole Region.

*Ralph Cisco*

---

When I came back to the Washington Office in 1989, I felt like I went back in time by about fifteen years. I mean, I would show up at meetings, and certain things would be going on, discussions would be going on. And I'm going, "Whoa! I thought this was the headquarters, where people were supposed to be really looking ahead and big oversight"—you know, the big picture, but understanding how it connected to the field. It was like, "Well, we don't really have to deal with that stuff here. We're the Washington Office. We don't really have to know how to run a meeting any differently or better. We're the Washington Office." I mean, literally the number of times I would show up to be a participant in a meeting and end up partway though, helping people who were struggling, trying to figure out their real agenda. I was literally kind of negotiating my way around to help people get something useful out of a couple of hours of their time. Now, not that every Region had the kind of facilitation, change management and everything else going on, but what had gone on for me and what I was able to contribute to and to learn from served me extremely well. But coming back here (to the WO) was—really cold water. Splash! Okay, back to reality.

*Susan Odell*

I left as Branch Chief in late 1988. A couple of years later the new Regional Forester indicated, "Well, this is just training and development. We don't need that other stuff." So the focus on organizational and leadership development, at least as a Regional priority, was over. It had been a relatively inexpensive way to develop people in a way that wasn't available through training sessions in their particular function. I saw people who gained confidence, who gained visibility, who went on in the organization because of having that visibility and that training and facilitation, so I think it's a real loss to the organization. Besides diminishing access to the talents of hundreds of employees in the facilitator cadre, the Region would have to pay a lot more to go outside for facilitators and trainers. This was good for me in terms of getting work after I retired; but it was not good for the Forest Service.

*Linda Nunes*



---

## 'Ologists

Changing societal attitudes, legislation, and court orders forced extensive changes, both positive and negative, in the way the Forest Service approached personnel issues, increased concern for civil liberties, and the environment. As the Forest Service expanded the number of its employees, numerous opportunities opened up for scientific professionals. Like American society as a whole, the general public began to depend on science and scientists to solve problems in all aspects of life. This, coupled with the 1970 National Environmental Policy Act (NEPA) and subsequent Acts, brought about formalized interdisciplinary teams of highly skilled and educated employees in previously absent fields such as archaeology, geology, engineering, biology, soil science, hydrology, landscape architecture, and urban planning. These positions opened up new job opportunities for minorities and women.

The new opportunity for increased hiring occurred at a time when Federal funding for forestry dwindled and environmental politics forced a rethinking of forestry and timber harvesting practices. Aggravating the shift to new forestry practices was the issue of a surplus of traditional foresters, without specialized training, and their jack-of-all-trades work culture. New professional hires, referred to as "'ologists," viewed the forest differently and many became both physically and emotionally removed from the Forest Service. In the end, there was a gradual transition in the 1970s and '80s to an organization of wide-ranging disciplines. People skills and collaborative methodologies, commonly attributed to women, became a valuable resource for the Service. Yet, the Federal government's Balanced Budget and Emergency Deficit Control Act of 1985, which was designed to reduce the skyrocketing federal deficit, resulted in the Forest Service eliminating five thousand positions.

In Region 5, as I did in Region 6, the first thing I ran up against was a glut of foresters throughout the Region. Foresters were considered to be able to do most anything: they could fight fires, they could locate roads, they could sell timber, they could talk to the public, knew all there was to know about wildlife, watershed and most anything else. Foresters could do most anything. As budgets for timber management really increased in the 1960s and early '70s, hundreds of foresters were recruited out of forestry schools to get the job done. This was easy. Although we were supposed to be using technicians, it was a lot easier if we had more budget to go to the Forestry Roster than the Civil Service Commission kept, and just hire a forester off the Roster. So we went on and on and on without any constraints other than budget. In

**Surplus of  
Foresters**

---

doing a study on the status of foresters in both Regions, we found that we had hired so many of them that, given the numbers of vacancies at the GS-9 level, it would take the average forester at least ten years to be promoted to GS-9. This is called stagnation. *Dick Pomeroy*

The timber and engineering staffs were pretty much generalists. They did it all. There were wildlife biologists, but not as many. There was concern for visual management, but it was more general. The foresters felt like they knew their role and did their role well and with increased specialists came the need for more adjustments, to learn more information, to integrate more data. *Barbara Holder*

There was an enormous number of foresters, and this kind of got us in difficulties when we had to recruit other disciplines because the other disciplines verged on the forestry profession, and we didn't have a lot of room for them. So we quit hiring foresters, or at least we hired just very few foresters each year, and we started bringing natural resource professionals, such as wildlife biologists, watershed management specialists, soil scientists, landscape architects, hydrologists, and on and on and on. Prior to this, we were not really making many college visits except for engineers, which had been a shortage category. But hiring these new disciplines meant that we had to go to different college campuses. We found that there were many more professional women in these particular disciplines, and minorities as well, than in forestry. Forestry was pretty much an all-male roster from the Civil Service Commission. This kind of got us started pretty effectively in recruiting women and minorities into professional-type jobs.

*Dick Pomeroy*

**Pre-NEPA  
'Ologists**

So we had specialists added on to the staff. That was just before the National Environmental Policy Act was signed, and so the Forest Service was hiring these people—long before NEPA and the interdisciplinary specialists. We worked in not necessarily an *interdisciplinary* manner as it's talked about today. It was more *multidisciplinary*. The foresters were still responsible for the job. If you didn't rely on your geologist, as an example, or your logging engineer or your fish biologist or your wildlife biologist, working together, your timber project would have all kinds of problems. *Phil Aune*

I don't know when the breaking point occurred, but I saw the Forest Service as being much more open to change, much more accepting of differences, of different professional areas, like archaeologists and soil scientists. It used to be that they were just people that got in your way, that kept you from getting your job done, and they gradually came to

---

the point where they're helpful. You know, if you know how to use these people, you can get a lot of good information from them. I saw big changes in that.

*Ken Weissenborn*

Initially there was really great resistance by foresters like myself, who had been doing all the jobs and had thought that they had learned all there was to learn about wildlife or fish or crawly creatures of one kind or another. We didn't need any help from anybody else. So beginning to recruit people of other disciplines really did strain the workforce, and there was some animosity. And some of the 'ologists came with preconceived ideas and were quite opinionated or uninformed about really what the Forest Service was all about. There were others that I can think of who came and really very quickly integrated themselves within the culture, and then began to make the changes that needed to occur in the way in which our prescriptions for all kinds of activities, not just in the timber sale program, were being prepared. The older leaders, the older Forest Supervisors and Staff Directors, saw this program as unnecessary, and that it was going to restrict their ability to produce the targets they were so used to producing in the way in which they were used to doing it.

*Dave Jay*

Other specialists were called "specialists" because they were different; they weren't engineers, and they weren't timber beasts. And for us, specialist was a term like being a third sex. Before long, the Mendocino had a watershed specialist, and they had a soils engineer, and it went on like that. Well, you wondered what the heck all these people were going to do, and they apparently were sent to foul up getting out the cut, and that's the way we viewed them. As I moved on to being a line officer, District Ranger at Happy Camp, I decided that I needed a soil scientist at the District, because there were soils problems, and as the line officer responsible for that piece of real estate, I did not need to be the reason the Klamath River became brown. So here I am, going from a timber beast in my younger days, wondering what the heck we were doing with those "specialists," to where now I am telling the Forest Supervisor, "I want my own specialists."

*Dick Henry*

#### Reactions to 'Ologists

I supervised three female soil scientists and I had several others in the Zone that I was close friends with. I really appreciated the perspective that they brought to land ethics. I don't know if this is necessarily a female thing, but I think that was part of it, that they just brought a fresh look and a little more of an ecological and land ethic sort of approach to the discipline, which I think was good. So that was something that was missing that we didn't realize we were missing.

*Roger Poff*

---

A lot of the newer employees came with allegiance to their specialties and didn't necessarily support the culture and decisions of forest managers. They did not see fighting fire as their business. Traditionally, everyone dropped whatever they were doing to fight fire.

*Barbara Holder*

Archaeologists drove us crazy because they found things that we didn't know were there and that we had ignored for years. We intended to continue to ignore them until somebody told us we couldn't.

*Ralph Cisco*

Well, the 'ologists were no problem when they came into the workforce, on the district. What we done on the district is that the biologist people—they'd say, "Hey, can I go with you?" I said, "Sure, come on." They did it because they wanted to learn what fire was like, I'm supposing, what it was like to be on the line. When they asked to come with you, well, I'd take them. Why should I refuse them? If they want to work and I have the space for them, yes, I'd take them. I never did have any problem. I've taken female archaeologists and all that, taken them out, and they worked just as hard as the men do. That's all I ask for.

*Ben Charley*

In the mid-70s and after, specialists started to increase on the Forests and Districts. For the most part, working relationships were good. You would find some that had their own agendas, but if you had an



'Ologists in the field. Two seasonals, Lori Leatherbury and Rob Warburton carry mice for bait, while Diana Craig holds the net to trap the spotted owls while Steve Underwood carries the banding supplies

organization that was supportive of resource management as a whole, the working relationships were enforced; they were good. In later years, that still held true, but you also had some special agendas developing in some of the resource areas, where they would attempt—my perceived notion, anyway—to accomplish, in some cases what they felt was right by going outside the Agency.

*Dick Lund*

As part of the whole planning effort, and as the 'ologists started becoming GS-11s, we started getting numerous disciplines more represented in the Forest Service. It required more effort for creating the Forest Plans as they struggled, at first, to work collaboratively as a team. We would create these interdisciplinary teams in name only to create the plan, but we didn't give them much training in terms of, "What does collaboration mean?" They had a lot of conflict early on, because the 'ologists were coming in and maybe these were some of the first signs of environmentalism inside the Forest Service. Each discipline wanted to represent its philosophy and they didn't know how to give and take. I remember lots of conflict about that, and I remember asking for facilitators.

*Lou Romero*

Being a child of the '70s, as were many of my 'ologist cohorts, I "questioned authority." So to enter an organization that had a very clear hierarchy, a very clear line of authority and lines of communication and a lot of rules, that was a rough environment to enter. It was like, "Oh, what is this?" I can remember early on saying, "I'm gonna give this place five years, and if they don't shape up, I'm outta here," because it just seemed such a challenging environment to be in, particularly as a woman, as a young person and as a landscape architect that most people didn't know. I've been asked throughout my life, "Well, were you discriminated against because you're a woman?" I said, "Well, I know I endured some discrimination, but I have no idea whether it was because I was young, because I was a woman or because I was a landscape architect."

*Gloria Flora*

The largest conflict I ever saw was when I was in central California, and we had some folks with different professional backgrounds come into the Forest Service and the District Rangers weren't ready to know how to use those skills. They weren't trained internally. So the new specialists sat around and didn't participate fully, and there was some wasted talent there.

*Bob Devlin*

The folks in the timber working group were often the advocates of the work and the projects and I think the contributors to those projects sort of subconsciously fell into the role of laying complications

and constraints on those projects. Depending on the personalities involved, sometimes it got to be pretty negative stuff. Usually with a little encouragement we had pretty good working relationships amongst the specialists. But there was always a bit of rub between the timber folks and the so-called specialists. *George Harper*

I think the Agency failed when it brought all these specialists on board. I think the Agency failed to integrate them. It let them become advocates of their disciplines, and fighting advocates rather than integrating them into what the true objectives of the Forest Service were and to make them partners rather than advocates. I think if they could have been integrated we could have got a lot better decisions and projects implemented on the ground. As we brought on resource specialists, they came with the knowledge from their school, and from my perspective, really didn't get with teamwork to move to the desired future condition. *Ed Whitmore*

I think we did a pretty good job of making it work, but it was a difficult environment for young folks coming into the Forest Service with missionary zeal to do good things for their resource and running up against the big timber machine, and that caused some trauma and took some management, I believe, both on my part and my principal staff's part, to get those folks woven into the system, make them feel that they were in fact an important part, and even though the timber beast scowled at them once in a while, don't take that personal; it's just one of the job frustrations. *George Harper*

Relationships between timber management people and other specialists were quite variable. I think that goes back to the individuals I dealt with. It probably shouldn't have been that way, but some individuals saw timber as an evil force, and their job was to do whatever they could to slow that evil force down. Others saw timber management as a vital part of the Forest Service, a legitimate part and wanted to apply their skills to doing the best job of it that could be done. The line officers didn't quite know what to do with specialists. The reason for the variability was that some of the specialists were really objective. They understood the Forest Service pretty well, the goals and that, and were able to perform just more or less naturally. The other specialists wanted to throw roadblocks were pretty much anarchists in concept. I know that some of the most admired people in my career have been—well, there's a botanist in one case; there was a soil scientist in another case, a wildlife biologist. *Bob Rogers*

---

## Changing Demographics

White male domination of the Forest Service mirrored the gender and ethnic bias patterns of the greater American society. Thus, the leadership roles, technicians, and junior forester positions tended to exclude people of color and women from most jobs (with the exceptions of a few Hispanic and Native American males who were locally hired as technicians, mostly in labor-intensive jobs). As a result, the early decades saw few women in other than clerical jobs (with the exception of women workers hired to offset male labor shortages in both World War I and World War II). By World War II, women patrolled Pacific Northwest forests, and on the Shasta National Forest women workers were nicknamed “Shasta Susies.” At the end of the war, most of these women, like their Rosie-the-Riveter counterparts, relinquished their jobs to returning veterans who also had the added advantage of the GI Bill of Rights. The post-war retrenchment of the white male workforce is best reflected in a 1950 Agency leaflet that stated: “The fieldwork of the Forest Service is strictly a man’s job because of the physical requirements, the arduous nature of the work, and the work environment.” This pattern continued until the early 1970s.

I worked in the Forest Service during the Depression, when women, of course, didn’t do that sort of thing. In fact, I think I was about the third woman to be employed by the Forest Service on the basis of an academic degree in forestry. I passed the Junior Forester Civil Service examination during the Depression while I was a student in forestry at Berkeley. I had taken this civil service examination called “assistant to technician.” That was purely a low-level job, but when I got the chance to take it, I accepted it.

*Alice Jones*

**Reasons  
Minorities  
and Women  
came to Forest  
Service**

My first look at the Forest Service was a nice gentleman who drove by every day in a green Forest Service pickup, and to us he was the Forest Service. So that probably is what lured me. While I was going to business college I took a Civil Service test with the idea of getting into the Forest Service. But, of course, about that time, the war was going on. So I served for the military during the war years, and then after that I immediately put in my application with the Forest Service.

*Anna Schmidt-Parker*

By typing audits of different agencies I found out about the Forest Service research station in Berkeley. I said, “Wow!” Because I thought the Forest Service was just a bunch of woods and that’s all. It all sounded so interesting and I was accepted right away. I had two

---

reasons for wanting to go. My sons were in school in Berkeley. I wasn't thinking about career goals, I was just thinking about making money and making a living. I was very happy that I was accepted. I started as a GS-3 there in the timber research office. *Frankie Bowman*

In California at that time, you had to have a master's degree to get a secondary teaching credential, and so I got a master's degree in cultural geography that included land-use planning and analysis: How did people use the land and how did they plan to use it? Then the Long Beach school system found out somehow about my outdoor experience with Girl Scouts and biological minor and they asked me if I would go to Idyllwild in Southern California to be on the teaching staff with sixth grade kids who were taken from regular school into the mountains for a week. The whole emphasis was on natural science subjects and conservation. I taught one year, and then was principal for five years. The Girl Scout experience was when I first got connected with the Forest Service because we did a lot of projects at camp, and we'd have the Ranger come out and talk. One of my friends working for the Forest Service told me there was an opening and wouldn't I like to have that job as a seasonal, and so I took that job in 1954. Then in 1966 I was at Tahoe and Grant Morse came up to watch me work, and I didn't think anything about it. He said, "Well, maybe you ought to consider a job with the Forest Service. We want you to do some environmental education." Then it was called conservation education.

*Jane Westenberg*

I was almost literally born into the Forest Service. My father was a lookout at Picuris on the Carson National Forest (in New Mexico) for eight summers and my mother took me on horseback, when I was eight months old, to live at the Picuris Lookout. My dad tells stories about carving a little pickup out of a ponderosa pine and then we stuck a little wire on top to make an antenna and with crayons colored it green. When I graduated from high school in '71, I went into an administrative position as a technician. I was in dispatching, timber sales, and recreation, that kind of work. I came back to Region 5 in 1975 on the Plumas National Forest as personnel officer and I left Region 5 in January of '86, almost exactly ten years. *Lou Romero*

I was born with a love of the outdoors and animals. My dad was a biologist, and my mom also had a career, which was somewhat unusual in those days, so that was my early beginning. I attended junior college in Bakersfield, in the San Joaquin Valley, and then I went on to get a degree in biological science from Cal Poly State University, and then



---

went on to get a master's in biological science and a teaching credential from San Diego State University. I had a mother and father with careers, so I grew up with a role model as a career mother.

*Barbara Holder*

My first exposure to the Forest Service was when I was living in Alaska. I actually worked for the University of Alaska, for a soils lab, and we had quite a few joint research projects with the Forest Service, so I met lots and lots of Forest Service people at that time. I moved back to California in 1976 and I had become interested in the Forest Service as a place I might want to work. At the time, I was living with my parents on the Southern California desert, so I went out to the Valyermo District office on the Angeles National Forest and asked if there were any positions. The Ranger there actually had heard that the Supervisor's Office was looking for someone for the YCC (Youth Conservation Corps) program, which sounded really interesting to me, someone to teach environmental education to high school kids.

*Marilyn Hartley*

Bringing new ethnic and female employees to the Service was not a simple task. In the end it required many outreach programs. During my last three years on the Stanislaus, the Job Corps program was initiated in the Region, and the Stanislaus was one of the six Forests in the Region that was awarded a Job Corps center. But the point of all that is to say that you don't build a facility that's going to house 200-and-some-odd kids, from 16 to 21, and many of them coming from troubled backgrounds or many of them being ethnically different than the community, without having some kind of involvement with the local community on their receptivity into the community.

*Jon Kennedy*

I think this was the most marvelous program, not only in terms of the mission of the Job Corps, which was working with disadvantaged youth, but also in terms of bringing Forest Service people in, and their ability to really be exposed to lots of change and difference and ideas and cultures. About 60 to 70 percent of the Corpsmen were black, and there was 20 percent Hispanic and one or two Native Americans and the rest were Southern whites. It was rough. There were some of us that worked 24 hours straight through, without any overtime, just because we didn't have enough staff, so we brought people in from the Ranger Districts all over the Region. They would come in for details of ten days or two weeks or sometimes longer than that. We made resident workers out of them. They lived with groups of corpsmen 16 at a time,

---

and they lived and slept with them, and they worked day and night, illegally. We never paid them any overtime. You could just see the staff blossoming. It was a miracle to see this. *Dick Pomeroy*



Bob Cermak (right) with Corpsman at Forest Service Job Corps Center

I was working with Zane Smith who, at the time, was Forest Supervisor of the Sierra National Forest. We started trying to develop a youth program, which eventually became the Youth Conservation Corps. That would have been about '70, '71. We tried school situations, and then field situations. We finally settled to take the kids out in the field, and then use the field experience to develop the learning experience. People started talking about making these YCC camps coed. Some of the people threw their hands up in the air and said, "Oh, my God! What are we getting into?" All of these fears they had just were unsubstantiated. If you have an all boys' camp you had problems figuring out after-hour activities for the boys because eventually they wanted to find out where the girls were. Well, when we got to coed camps, after-hour activities were not a problem. The girls took care of that. Anyway, the girls are really the leaders in the recreational things that went on. And the sexual problems never did arise. *Al Groncki*

**Women's Work  
in the Post  
WWII Forest  
Service**

There were no women in either forestry or natural resources, virtually, in the late '40s. We weren't turning out professionally trained people, and having a woman on a fire crew was just something nobody even thought about. *Max Peterson*

Of course, it had been pretty much a man's organization, except for research. We had women involved in Forest Service research quite early on. In fact, I remember one of my days in the 1950s on the Shasta Forest, there was a woman researcher at Mount Shasta, as part of the PSW (Pacific Southwest Research Station). But it was an abnormal thing to find women.

*Doug Leisz*

My first job was just clerical, working with mostly payrolls and paying bills, that sort of thing. One of the things that really sold me was the fact that I got some chances to go on details to help out during fires doing payroll and cash disbursing, and redoing contracts that were done wrong. I was detailed at Telluride, Colorado, on an insect control project. They had pulled permanent people from all over the U.S. into this dying mining town of Telluride.

*Anna Schmidt-Parker*

On the San Bernardino Forest I was hired as a GS-4 clerk-stenographer, and I worked for the fire prevention officer, the fire control officer, and then I was the receptionist in the front office. I eventually ended up doing training programs for new hires at the Fire Research Lab in Riverside. My years there were wonderful. There were so many wonderful people, and I enjoyed being there. But they weren't handing out promotions very easily, and I didn't want to stay without a promotion.

*Betty Conrad-Hite*

My first year I got off very easy on fire duty, except for doing the fire time slips. The next year we did have a couple of major fires. The first thing I knew, I was getting orders for groceries and gasoline from the fire camp, and also requests for trucks, and water tankers, and things like that. The fire was major, and they needed more equipment and supplies than was furnished automatically on a fire. That meant I slept at the office during the nighttime. There was only one person. At that time you didn't hire people on fires to help out, other than at the actual fire. I enjoyed the time working there as assistant fire dispatcher.

*Lorraine Macebo*

I started in March of 1961 as a clerk-typist GS-3; I made \$3,760 a year, which I thought was quite a bit of money. I was right out of high school; it was the month before I turned eighteen. My sister was working for the Angeles National Forest and there was a position open for a receptionist and a switchboard operator and mail and file clerk. So that's where I started in the Supervisor's Office in Pasadena. I was in charge of running the office. In fact, most of the time, they felt like the District Clerk ran the whole place.

*Susie Wood*

---

In the late '60s on the Mendocino, no woman was higher than a GS-5, and there were very few of them. Getting a GS-4 was a big deal. You couldn't really move *up* very easily, so I moved *around*. I was an engineering clerk, I worked in timber sale accounting, assistant draftsman for roads. I went into rights-of-way. I was relief assistant dispatcher, took details to the districts. Women in administrative jobs really didn't exist, except as clerks. In 1972 I lateraled into an assistant purchasing agent job on the Eldorado, because that was a technician job and had a career ladder.

*Linda Nunes*

I got in trouble when I was on the San Bernardino. We had a fire, and the fire camp was close by in Redlands or someplace like that. Because I had my clerk (the person who supported me was a front-desk person on the forest)—and I was going out to take newspapers or do something, post something at the camp, and I just took her along so she could see it, and that was the first time there had been a woman in fire camp on the San Bernardino, and I heard about it big time.

*Bob Swinford*

I can remember working so hard on my master's degree and extra training and thinking, "Oh, boy, world, here I come. I am really ready." I was thrilled with my major and looking forward to a brilliant career, and so I would write to the National Park Service and I would write to other agencies—fish and game agencies—and I would never even get a reply, or I would get letters of non-interest. I actually applied for a seasonal job with the Park Service and I was basically told, "We just don't hire women for field positions." I was trying to do campfire programs and tours, and it was almost comical at that time to think of a woman in a dress uniform with the Stetson hat. It just absolutely didn't fit. My first job offer was on the Shasta Lake District as a GS-4 information assistant.

*Barbara Holder*

When I first started, the majority of the employees were in timber and engineering. Of course, we had our office management staff, almost all of whom were women. I observed, from my first job, women were strictly in office jobs. They might have been in information or they might have been in secretarial or business fields, but they were in offices and they were not in the field.

*Barbara Holder*

Despite the obvious white male attitudes, a few women and minorities began to enter the field ranks. The Service in some ways was restricted by the fact that forestry schools were turning out few, if any, minority or women graduates capable of filling professional positions. In an early attempt to recruit women, the Forest Service produced an eight-page pamphlet in 1972 titled *Women in the Forest Service*. The publication touted the Service as being an

---

equal opportunity employer with opportunities to join the Nation's "leading natural resource conservation agency" while working with "stimulating people," and offered opportunities to "advance in your chosen field." The publication stated that "although forestry has traditionally been thought of as 'man's work,' women have always been an important part of the Forest Service." It goes on to promise that "Today they have the opportunity to play an even more significant role than they have in the past." The pamphlet listed professional careers open to women that included positions in timber management, range management, soil conservation, watershed protection, wildlife, forest recreation, fire control, engineering, business management, and landscape architecture. The advertisement was filled with pictures of Latina, Black, Asian, and White women already working for the service. But the snail's pace of the process of bringing women into the Forest Service and their subsequent promotion did not meet the expectations of many women already in, or wanting to join, the Forest Service.

There's no question in my mind that the Forest Service had a very half-paternalistic, half-militaristic view of the world, and they were structured that way for a very long time, and it was quite acceptable. But they were having trouble getting rid of it. There's no question that discrimination was practiced in the Forest Service, no question whatsoever. I think that it was out of what you might call cultural ignorance or cultural bias. I doubt very much if there were very many men that were being vicious or nasty or evil about it. That was society, and it was very hard to change.

*Jane Westenberg*

Well, yes, it was hard to start out with, primarily because in the forestry schools there weren't very many women graduate foresters, and so it limited the pool which we could solicit from. Minorities were in the same situation, and as we began to get graduates—and I'm talking about the professional series—they came to our outfit and worked out. It was just a matter of getting a pool created that we could select from.

*Donald Smith*

In 1973 I spoke to a kid by the name of Milford Preston. He was black. I said, "How would you like to be the first black smokejumper in California?" He replied, "Really?" I said, "Yeah." Well, we did that. They hated me for it. He jumped for years in Alaska and out of Missoula. Last year, I had just read where he was a lifetime member in the smokejumpers' association which I belong to.

*Charlie Caldwell*

**1970s—  
Changes for  
Women and  
Minorities  
(Pre-Consent  
Decree)**

---

Jim called, and he said, “I have to tell you that the salary is not going to be as much as I told you.” He said, “We had to classify it as a GS-11.” Didn’t mean anything to me, although later it became very significant. He said, “We hope you’ll still come.” I thought about it. It was a reduction in pay from what I was getting, but the idea of being able to go back into environmental conservation and education was so intriguing, I agreed to do it. So the following July, I reported to the Regional Office. Some time later before I found out what this whole classification thing had been. It seems that when the Regional Forester was given the papers to sign, to approve this new position, he said something to the effect that, “I’m not bringing any women in off of the street into the Regional Office as a GS-12. Re-classify it.” Of course, nowadays you could not ever get away with that. *Jane Westenberger*

There was a move to recruit more women and minorities into engineering and they began to reach out. They found that there were a lot of women who were taking civil engineering and finding it difficult to find employment out of the University of Hawaii. So at that time a little over 20 people were recruited and hired from the University of Hawaii. We took two of them to the Tahoe. They tried to place them into places where things were pretty stable organizationally and the programs were challenging and so forth, and they were distributed throughout Region 5. Some mistakes were made. *Bob Harris*

Yes, pretty much it was all guys. Well, there was one woman forester, Sue Wheatley, on the District at McCloud when I got there. We had a male soil scientist and we had a male recreation person. I don’t think I worked with women extensively until probably ten years into my career. Oftentimes I was the only woman at a meeting with all the guys. I have to credit the guys I worked with, though, because they were all very supportive and helped me ride along. They knew that I had gone through the same types of things at school and everything that they had as far as being out doing labs and that I knew how to use a clinometer, I knew how to use an increment bore. They weren’t going to have to teach me. *Alice Forbes*

When I arrived in Region 5 in 1975 it was pretty different. There were more women and more minorities and a greater diversity of programs. I remember going to some civil rights training in Region 5 that I hadn’t even heard of in Region 4 at that time. So it was a different workforce, for sure. That’s the first time that I worked closely with Asian employees. I don’t think I had ever even met an Asian employee

---

in Regions 1 and 4. When I ended up in the Regional Office in San Francisco, I had a very diverse staff of about 33 people. It was made up of African-Americans, Native Americans, and Asian-Americans. Great workers! But those were big impressions on me at that time. I saw it as a changing workforce or changed workforce from what I had experienced before.

*Lou Romero*

In almost every location I was in, I tried to establish what we called bridge positions whereby you take front-desk people that were classified as clerk-typists and bridge them into a professional position. By converting those jobs to a technician position of some sort you could create the bridge position that a person could move from a clerical position and then after a year or two in-grade, they could qualify for at least a GS-7 level of the professional administrative series.

*Bob Swinford*

One of the first challenges that I had to face was I was hired to do field work in terms of giving campfire programs and tours and climbing from a dock down into a boat going up and down, and there were no women's uniforms except that were suited for office work. We had wool gabardine skirts without even a kick pleat, and, of course, we did have the women's shirts. So there was really no way I could do my job without pulling my skirt up over my hips, which really was not acceptable. So my great boss, Bob Tribble, asked his wife to make culottes for us. So we found some fabric that resembled the Forest Service green, and Bob Tribble's wife made us some culottes so that we could actually look like we had on skirts and do our field work and climb in and out of pickups to get equipment and material and so on. So that was quite a big deal and quite a breakthrough.

*Barbara Holder*

In the late '60s, women never wore pants to work. Now, all the men had uniform allowances, even those who worked in Business Management in the Supervisor's Office. Every man, even if they weren't going out to the field that day, wore a uniform. There was a formal female uniform, and District Clerks had one of those, that heavy, sort of green material. Of course, that had a very straight skirt. There were no pants to that uniform. In the early '70s, when pants suits were coming into vogue, some of us asked, "Can we begin to wear pants to work?" The Forest Management Team talked about it, and a memo came out and approved the idea with these provisions: that the top and bottom had to match and be a set of some sort. And I never have forgotten the next words in the memo, that "the top must cover the point at which the

---

legs converge.” I imagined all these men in that room trying to figure out how—they couldn’t say, “To cover the crotch,” so they had to think hard about a way to describe that, and it was “the point at which the legs converge.”

*Linda Nunes*

When I started with the Agency, women were predominantly in clerical roles and I had to buy men’s pants and women’s blouses. I couldn’t wear the men’s shirt. Well, the women’s blouse had no pockets, and you got a little badge that’s about an inch high, and that’s what I had to wear for my field uniform. But there were some tough times for the Agency dealing with women. There on the Stanislaus, they had a single-wide trailer, and they sort of stuffed me into it. It had been used for storage for many years. It wasn’t the greatest place to live, but they couldn’t have me in the barracks. People tried to get along and tried to make it work. Gradually, as women came into the workforce, we made other changes and adjustments. For example, the barracks in Hayfork—they were actually built in a way that men and women could use them. They had two shower units, two toilet areas; they had rooms with two to a room but the door locked, and so it could have been a coeducational



Note size difference between women’s badge (left) and men’s badge (right) (1964)

barracks. They did hire enough women that there were three of us in a house. So they took a house on the compound and made it the “women’s barracks,” which worked out fine, and it was no issue.

*Alice Forbes*

These seem like little things, but as I reflect back, I can remember not knowing how on Earth to relieve myself in the field when I was working all day alongside male employees, and I’m sure they were going through the same stresses as well. You couldn’t just say, “Excuse me, I’m going to the restroom” or just say, “Excuse me” and then exit. I can remember holding it until my bladder almost burst, and finally I think we learned to say, “I think I see the girls’ bushes on the left, and the guys’ on the right,” and we just learned to deal with that, but that was initially uncomfortable for both men and women.

*Barbara Holder*



We needed to do some fence repair and hang a new gate and I was on the crew. It was an all-day job. Well, partway through the day, I had to go to the bathroom, and I couldn't hold it anymore. We were out in one of the big open bald areas, a very rounded area with a gentle slope. To get down to the rhododendron and the laurel and the big huckleberry bushes for cover was a walk. So I finally said, "I better go now or I won't even be able to walk." So here's the range conservationist and three other guys. So I said, "I'm headed for the bushes. I'll be back as soon as I can." So I head off, and I make sure I get into the bushes pretty deep, take care of business and come back up and go back to work. I never thought anything more of it. A couple of weeks later there was a district social event with families. My husband and I were there and the wife of the range con came over and she said, "Could I speak with you for a moment?" So we went over in a corner, and she gave me a real dressing down for having embarrassed her husband and the men on that crew. She was extremely upset that I dared embarrass them by having to go to the bathroom and doing it in such a way that they felt embarrassed while I headed for the bushes. I was so stunned that someone had a problem with this. But they believed I was the one at fault.

*Susan Odell*



Susan Odell, Region 5's first woman District Ranger, assigned to the Mariposa District on the Sierra National Forest (1981).

When I first started out, being a mother, you simply just left your personal problems at home. If you had issues with babysitting or being there an extra night or going the night before that just wasn't the organization's problem. There was no such thing as having flex hours. It was a challenge all of those years. Moving to different places, where I didn't know a soul, trying to find a good babysitter or a good babysitting arrangement. I went to all kinds of extremes.

*Barbara Holder*

---

Around 1973-74, a number of women were in administrative jobs that required them to travel to training sessions and to workshops because they were getting high enough in grade. I had a friend who was a personnel officer, a single mother with two kids. In going off for a week she worried about what her childcare was going to be. So I sometimes would go and just stay at her house for the week. Stay with the kids, get them meals, get them off to school, pick them up. Women who had kids were totally responsible for making whatever arrangements they could. There was really no support for it in the Forest Service. The cost of 24-hour childcare would have been prohibitive, even if they had been able to find it.

*Linda Nunes*

This crew superintendent had a female person that they knew was very physically fit, probably even more physically fit or at least equally physically fit as some of the folks on the crew and that she really wanted to try this fire thing out. They took a risk and said, “Yes, let’s see what happens.” In standing back and listening to the interview that this young woman was giving to a magazine, I was just in awe in how she talked about the crew protecting her, because she was being asked if she was being harassed by the crew, and she said, “No, the crew itself is protecting me from harassment from other folks.” And so it was like, Wow! There are some really neat things that are happening around this.

*Dan Roach*

I think on the whole, the men that I dealt with were very supportive of me. But they were able to look at me, too, as an individual and not just as another woman. But that took time. I mean, none of it was overnight. It took six or eight months to get to know them. I was fortunate because a lot of them were guys I’d gone to school with at Humboldt, and so they knew who I was. Some of the other women didn’t have it that easy.

*Alice Forbes*

I remember the very first time we had one of the first female Rangers, District Rangers. She had to go through some tough times. I remember facilitating meetings of the Regional Leadership Team, which included all Forest Supervisors, Staff Directors, Regional Forester and Deputy, and she would be the only female in the room. It was beginning to change a little by the time I left Region 5, but she was the only female for a long, long time.

*Lou Romero*

The thing that really bothered me most—it didn’t bother me, but it kind of hindered my language talking with the people, because then I had to hire females. You change your way of addressing your people.

That made it kind of hard. You get used to working with men, you say things that it's kind of offensive towards women. Some don't mind, and some do, and the ones that do, they let you know. *Ben Charley*

1970s—  
Changes  
(continued)



Ben Charley and crew taking a rest break near the fireline

One of the early challenges was just the limelight. I could just almost quote the remarks as I was being introduced to speak or something. It was always, "My, the scenery is improving around here" or—I'm sure the women can all relate to this, but there was always an introduction that had to do with your gender, never just what you were there to do. It wasn't comfortable to have that attention drawn to my gender rather than my role at that meeting. *Barbara Holder*

The progress that we did begin to make was probably as much due to the women themselves because the women just wouldn't accept some of the attitudes and things that we men would use on them. They would just forge forward and did a very good job, in most instances. Attitudes of men began to change from, in some instances: "I'm not going to allow a woman to camp out overnight with a man who is not his wife." Or, "We can't let a woman ride in the back of a one-ton stock truck, as they jiggle differently than men." The thing that made the greatest impact in terms of the hiring and retention of women and minority groups were their doing the job. *Dick Pomeroy*

There were still people harboring old myths, but to them these were still truths. A couple of times Forest Service wives thought that what I was all about was tearing down somebody who had chosen to be a wife and a homemaker and had chosen not to have a career outside the

---

home. Getting the chance to interact with them and let them know me as one human being, not some icon for “women libbers” who were against homemakers or whatever was hard. You know, truly trying to get past the myths and the stereotypes and bring the personal contact into play and resolve some of these issues. *Susan Odell*

I guess I learned to navigate through change pretty well. I’ve been in many situations in the Forest Service where I was the only Hispanic or the only minority, and in most cases I would end up being a leader amongst the group. One time I had a staff officer approach me about something, and I’ll never forget his comment. He asked me where I was going and what I was doing. I was going to this special thing. I don’t remember what it was, but I was proud of it, and I was telling him about it, and he looked at me with kind of sour look, and he says, “That’s because you’re a minority. That’s why they chose you.”

*Lou Romero*

Some of the other tensions I remember, and I think I might have been the first woman in Region 5 to work in a field position, but I do remember the secretaries treating me differently than male employees. I remember my work didn’t seem to have the same priority. I think there was just a little lack of acceptance on their part that my role was different from theirs. I also remember some difficulties with wives of the male employees because there were times when we traveled to training together, and sometimes I would be in the company of four or five men traveling overnight, and that was quite unusual and quite threatening. I always tried to conduct myself in a really professional way, to dress in a professional manner, to not give any question to the fact of why I was in the workforce. But these were difficult things to work through, and sometimes we had to sit down and talk together, the wives, on a one-on-one basis. I didn’t want them to see me as any kind of a threat.

*Barbara Holder*

In 1976, I was the Service Chief, and we had a fire on the Shasta-Trinity and Mendocino. We got a group of folks, a fire crew from Chico, the Hot Flames, and they were all women. Well, now with women in fire camp, standing on top of your sleeping bag, maybe naked or with your jockey shorts on, it wasn’t the thing you could do, so now you had to scrunch your clothes on while lying in your sleeping bag. So these women were making things rough in fire camp.

*Dick Henry*

I remember one day—it was probably about ’77 or ’78—I went to a fire in Southern California. I was a red-carded Safety Officer on fires. I was walking around the perimeter of the fire and I came to this one place

where an engine crew had just finished putting down a hot spot. They were taking a little break and they were leaning against the truck and chatting as I came around the corner. They had their handkerchiefs around their faces and goggles and hard hats, in their yellow shirts and green pants. I was introducing myself to all of them and talking to them. At first I thought they were all young men, but I finally realized, just from the voice, that one of them was a young woman, and that's the very first time that I saw a young woman on the fire line. So for me, it was very gratifying to see how well this little team had been working on the fire. It was very gratifying for me to see that, and that there was no real distinction being made there.

*Lou Romero*

Even before the Consent Decree, there was a real effort to get women who were already employees with the Forest Service, who were red-carded, to get them to expand and increase their capabilities in firefighting so that they could take on increased responsibility in the fire organization and work their way up. Most of the women were working in finance, but we had a number of women who were branching out into logistics, and eventually they were getting into operations and line assignments. There were a lot of people in the organization that really fostered and encouraged that. I think that took some of the heat off the fire organization in the eyes of the Consent Decree, and the people who were overseeing it were making a real effort to take people who were already in the system and making sure that they were taking full advantage of being able to work in the fire organization when a fire emergency occurred.

*Ken Clark*



In the 1980s women started to join the ranks of the firefighting organization and militia.

We began to bring more women into the National Fire Training Center at Marana where I had fire equipment training. We were consulting with each other and the director at Marana encouraged us to do more outreach and get more minorities and women in this national training. It took pretty well in some areas, but then I had to go around to some Regions that were still dragging their feet and still not seeing the light. I think it's too bad that there's still not as much emphasis on it nationwide as there is in California. *George Roby*

The women ran the Forest Service office. Those guys couldn't have done anything without us. I don't think they appreciated the women then as they should have, but they were respectful. They didn't get very good pay, either, then. I can't say that I have any feelings of animosity at all toward the Forest Service. I just wasn't going to stay in the same job for forty years the way some of those women had, at the same old rate. I mean, they're like that today, I'm sure even more so. I never burned my bra, but I didn't take a back seat, either.

*Betty Conrad-Hite*

Sotero Muniz, who went on to be Regional Forester in Region 3, at one time worked for me, and then worked in personnel in Washington. Some situation involved a Hispanic in the Regional Office in San Francisco, and I said to Sotero, "I don't understand why that person thinks that this was a discrimination case." He looked at me, and he said, "You said it all when you said you don't understand." He said, "You haven't been discriminated against." He said, "That person probably has been discriminated against, and he sees discrimination when it really wasn't intended. But you don't see it because you haven't been there." That conversation happened almost forty years ago and when somebody says to me, "Well, I don't understand how they see this," I say, "You don't understand because you're not standing in their shoes."

*Max Peterson*

The environment was very conservative and I cannot remember a staff officer who had a working wife. They had the Forest Service wives' club and they sometimes invited the office "girls," in quotes, to a luncheon, and that was nice. They were very nice women. But it meant that most Forest Service men didn't see the women in their personal life as being professional women or needing to work, and so they didn't really know how to treat us on a professional basis. It was hard to describe. Sometimes it seemed like you were almost a mascot. They liked you—you were doing good work for them, but they didn't see you as an equal.

*Linda Nunes*

Usually young men coming to work in a community during summer months were not liked. Even if you were white, you were coming in there and threatening “our young girls” and the relationships that were there. We had a scaler from Oklahoma and he was a black forestry student from Oklahoma State. He was just like every other Forest Service employee, wanting to get social with the folks in town. Some of the parents came complaining to the District Ranger about this individual getting friendly with their daughters and things like that. I heard that they failed him on a couple of check scales and moved him down into Redding, where he scaled in a larger community and was successful.

*Dan Roach*

But there was a whole part of your brain, as a woman professional in the Forest Service that was always calculating: “Is my language appropriate? Is my dress appropriate? Should I have tied my hair back? Should I have put it in a bun? Should I have gotten a size bigger uniform?” Then it was, “Is my competence offending this other person?” Because I, along with I will say most of the other professional women in the Forest Service at the time, had a fairly high level of competence, and we had to be very careful that we weren’t singled out as overachievers or trying to out-compete our male counterparts. It was an interesting dichotomy because you had to be extremely competent to gain any respect and to have any influence at all within the parameters of your job, but you could not be viewed as being conspicuously competent; you had to pretend that you weren’t really quite as competent—I mean, you watched your language.

*Gloria Flora*

We were talking about our Range Conservationists and the work they were doing, and one of the ranchers was saying what a great job this one Range Con, a woman, was doing. He said, “By God, she knows how to saddle a horse and she’s out there working every day.” Then another prominent one said, “Yeah, we’re not so much worried about women,” he said, “but, Lynn,” he says, “you’re not going to be bringing a bunch of those (he used the “N” word) in Modoc County, are you?” I didn’t even have to stop and think about it. My answer was, “Well,”—and I said his name—I said, “You know, I’m not sure why any of them would want to come here with that kind of an attitude, but if some of them want to come here, we’ll certainly make them welcome, won’t we?” Everything fell silent and when he didn’t come back, that was the end of that discussion.

*Lynn Sprague*

---

We probably should have had some special training in moving women into line jobs in the organization, because they often didn't have the background of being in a lead role in a line-type position. We used the same kind of trial by fire that we did with moving men up through the organization. You tested them in a number of jobs, but when you moved them into the next level, you expected them to be able to meet the demands of that, but they had substantial background and training that just didn't come naturally to a woman's place in the organization in those years. That must have been a tremendous demand on the woman, to move into a spot like that.

*Doug Leisz*

There were some very, very ugly parts to the job at that time. And I don't think that people were trying to be specifically nasty to other people who looked different or had a different background, but there were two things at play. One was the culture. Many of the people who were in the Forest Service had been in there for a while, were used to living in the back-country, were used to living in very white communities. And they brought with them perhaps some baggage from childhood and thoughts about other races and the role of women, and those were reinforced within the Forest Service because there was a great deal of homogeneity in the Forest Service up until the '70s.

*Gloria Flora*

I had some really big trouble when I went to Orleans on the Six Rivers as a Ranger. I had brought a black woman from L.A. up to work on my crew. She had applied for the position, and I thought, "Let's give her a chance." So we brought her up. Her name was Camilla and she worked out very well. I had her over to dinner a couple of times. But she wanted to quit mid-season, and I couldn't figure out what was going on. She told me she was leaving because her grandfather was ill, but the night before she left, she came by the house, and she told me the real reason. She came up on the bus to Yreka, and we picked her up, so she had no transportation. She walked down to the store, about two-tenths of a mile, and she'd be harassed along the way. I finally went to Florence Conrad, who ran the special emphasis program for Native Americans for the Region; she happened to work on my district, and I said, "Florence, help me figure out how I can make this work?" She said, "You're never going to make it work in this community." And I said, "What do you mean?" She said, "Well, when our children were young, they didn't play cowboys and Indians. They played cowboys and black people (the other, derogatory term)." And she said, "So it's not going to change, Alice, just because the Forest Service thinks it should."

*Alice Forbes*



---

Most male foresters agreed with the need for personnel changes and many offered support as mentors for their new minority and female colleagues. It helped that many men in the Service served as mentors but in many ways the key personnel support emanated from within the new minority groups. As more and more women and minorities entered the Service, they were able to create a support system of peers that ameliorated the rough transition into a predominately white male organization.

When I proved that I had what it took to do anything I had all kinds of support from men who knew how I could work and what I could do, and they recommended me. I took the proper exams and did all the things, and I didn't pretend to know everything about the Forest Service. That worked very well for me. I never had anybody not just do everything they could to help me.

*Betty Conrad-Hite*

Most women who succeeded had mentors. Of course, those mentors were men at that time, but I think there have always been some far-thinking, ahead-of-their-time men in the Forest Service who saw the advantage of diversifying the workforce. I suppose one of my early mentors was Bob Spivey. When I was the Resource Officer on the Shasta Lake District, I can remember once at a performance review Bob asking me what my career goals were. I was absolutely shocked to be asked that question. I remember my answer, after some time, was, "Well, I don't know. What's available to me?" He said, "What about a District Ranger?" I said, "Can women be District Rangers?" I mean, it was an absolutely foreign concept at that time.

*Barbara Holder*

A very important architect of the co-op education program and the recruitment blitz that occurred from about 1977 to '81 was a guy by the name of Dale Nelson. He preceded me in the Regional Office as the Employment Officer for Region 5. He was very creative. He's the one that orchestrated these recruitment teams and then he put together some really good orientation programs for the students when they came on board. So that they would have a support system amongst themselves and some good mentors to ensure their retention and their success.

*Lou Romero*

I wanted to mention Jane Westenberger. Sometimes people serve as role models and they never realize it, but Jane was perhaps my only really early role model, and she was in San Francisco, some five hours drive distance. But I thought she was so effective and so high up and so wonderful, and was an example that women could hold influential positions.

*Barbara Holder*



Jane Westenberger at Lake Tahoe, Eldorado National Forest.

When I came to the Region as the Federal Women's Program Manager (FWP) some managers counseled me a lot and talked to me a lot and told me things about taking care of myself. But these were all the mentors that had supported civil rights and made it what it was—it was Doug Leisz, Zane Smith and Dick Pomeroy. *Frankie Bowman*

When I started the environmental education program, Irwin Ward was the recreation officer, and I will have to say he was one of the most influential people in my career. It was his ability to think things through, to deal with problems, and to deal with anybody in a really good way. You know, I just learned a lot from him, how to negotiate issues. I remember saying to him once, "I work best under pressure." He never let me forget that. He said, "Well, you said you work best under pressure, so I'm going to give you five more things to do."

*Marilyn Hartley*

I would have loved to have had a female mentor, but the females that were a couple grades above me were so few and far between. They were hundreds of miles away but you could give them a phone call. Realistically, these women were struggling mightily on their own. I mean, they didn't have a whole lot of advice to give other women unless it was "get out now while you still can," which was some of the advice, because some women who were in what I call the first wave—they were the first District Ranger, the first Forest Supervisor—in that first group—I considered myself the second wave. *Gloria Flora*

**Beginning of  
Affirmative  
Action 1970s**

The term "affirmative action" was first used by President John F. Kennedy in his 1961 Executive Order 10925 that required that federal contractors "take affirmative action to ensure that applicants are employed, and that employees are treated during employment, without regard to their race, creed, color, or

national origin.” The same language was used in the Executive Orders that implemented the Civil Rights Act of 1964. President Lyndon Johnson’s 1965 Executive Order 11246 bolstered the policy. In 1967 Johnson expanded the Executive Order to include that the requirements for affirmative action had to also benefit women. As a federal agency the pressure was on the Forest Service to comply with these new doctrines. In response they began to establish civil rights and compliance training and programs. President Nixon signed the Executive Order implementing Affirmative Action in the Federal Government, with requirements for specific programs (Affirmative Employment Plans, Special Emphasis Programs, EEO Complaint Process).<sup>3</sup>

A lot of people forget that although the Civil Rights Act was passed in '64, it was under President Richard M. Nixon that the executive orders came out that implemented civil rights programs in the federal agencies. There were many things we wanted to start off because so many people were so frightened or confused about what it was all about. It was the time of women's lib and the National Organization for Women and being in Berkeley there was always something going on like protesting, marches or a student uprising. This is where Gene Bernardi was involved in those organizations. The first thing we developed was career counseling. So we put on a career development seminar, bringing women from the Civil Service Commission, from NOW, other agencies, from the Region, and Lucy Brewer was one of the ones that we brought in, because she was really doing the civil rights training throughout the Region.

*Frankie Bowman*



FWP Seminar on Lassen National Forest. (Left to right) Phyllis Waller, Theo Wells, and Frankie Bowman, Region 5's first Federal Women's Program Manager. (1975)

---

When I transferred from PSW to Region 5 as Federal Women's Program Manager (FWP) they weren't even really set up too much in the Regional Office. They had an EEO specialist. She was in the personnel office. I'm talking about physically located. I was up in the administrative office, but I was working under Personnel. I found Dick Pomeroy, and I found everyone ready to "get in there and let's get started. We'll get it done." I felt the support. I really did. They decided they were going to get FWPs on each forest. So my thing was to train them—and I trained them, to help them get their programs, and so that's when I started going on the forest directly and meeting with the Forest Supervisor and the FWP, and we'd work out some plans together. I also wanted them to come into the Regional Office to find out where the direction came from, to meet all the people there too.

*Frankie Bowman*

On the Forest level in the early '70s, Affirmative Action programs meant there were collateral duty EEO counselors and special emphasis program managers, and so I did those things. I actually had a Federal Women's Program Library. The warehouseman made me a special shelf to fit over a filing cabinet with tiered shelves going down, so there were four or five levels of books. We also did a FWP newsletter. I had reviews of the books in the newsletter, and I tried to get the most macho guys to read a book and then do the review for the paper. When other guys saw the article, they asked, "What's he reading that book for?" So it got people talking. It was an interesting time.

*Linda Nunes*

Being a minority, I never had any problems or issues in my career. I feel like I've been more than supported and appreciated, that I could do just about anything that I wanted to within the Agency. But I rebelled against the Agency's civil rights programs. You know, it's the government's programs. I didn't rebel against them, because I was a manager and I upheld them and I promoted them and supported them as a manager, but for myself, when I first came in as a minority. I refused to disclose my race or ethnicity. I was one of those who didn't declare, because I felt that I wanted and could achieve it based on my own achievements. As a matter of fact, I did not apply for and I turned down a number of jobs where I felt that I was being approached because I was a minority, and I felt that was degrading to me and not fair to others to come in like that.

*Mike Lee*

---

Now, another thing that I never told anybody, and I did that for a reason: I'm a Native American, and nobody knew it. I didn't want anybody to know it, because I had seen too many things happen and people would say, "Oh, I know why you got that job," you know? I said to myself, "Now I know what women go through when they have to face a job." So I'm saying to myself, "Hmm, they can't say they're not a woman."

*George Roby*

And then Elaine Grimm came in as the first Regional Director of Civil Rights. When Elaine came in the HEPM position (Hispanic Employment Program Manager) was established in the Region, and that's when Rocky Solas came on and Doris Truffaunt was the EEO Specialist. We had an Administrative Assistant, who helped do the overall administrative work. It was small staff of six employees for what we were ready to undertake.<sup>4</sup>

*Frankie Bowman*



In 1978 the Forest Service announced new uniforms including a field blouse for women with standard size badge and shield.

## Consent Decree

The complacency towards women was challenged when, in 1973, Gene Bernardi, Pacific Southwest Experiment Station (PSW) Sociologist in Berkeley, sued for sexual discrimination. Bernardi had applied for an advertised position only to find that the hiring supervisor had delayed the hire while waiting for a male applicant. In the short term she won the lawsuit but in the long haul she failed to get the job. In response Bernardi and several other women filed a class-action lawsuit challenging hiring and promotion of women at PSW. This became known as the Bernardi Consent Decree [Bernardi v. Yeutter, 945 F.2d 408 (9th Cir. 1991)].

The Consent Decree in one form or another (extensions, etc.) endured until the '90s (see Timeline). It is safe to note that the Region was not prepared

---

for the radical change and reporting processes that would absorb so many organizational resources for nearly 15 years. The recollections from Forest Service employees speak directly to the tensions and practical problems that the Region encountered. But these same interviewees, for the most part, realized that the Service was only part of a greater change in American society. Many forces external to the Region forced national shifts in policy and that those forces in turn required all public and private institutions to reevaluate and modernize their personnel procedures and policies. When placed in the context of the greater American society this story of mandatory change is more understandable.

In 1979 the parties (complainants and Government) agreed on the terms of a proposed Consent Decree.

The Consent Decree was actually a part of the Pacific Southwest Research Station. The complaint was filed by a woman in that particular unit of the Forest Service, and it was against the Station Director and anybody else that she could lodge a complaint against. I think the Forest Service stubbed its foot a couple of times, that I could see. It started with the Station, and then it came out to all of California, and then, in a way, the whole Nation. The Forest Service nationally picked up on it. I think it was probably a good thing, because we weren't doing that well in Region 5 in recruiting and in the upper mobility of women and minorities, so we probably deserved it, but it wasn't actually lodged against us from some overt action on the part of Region 5 personnel.

*Dick Pomeroy*

Apparently the Pacific Southwest Research Station had the grievance, and the settlement ended up wrapping its arms around the Region as well. I don't think the Region was ever really accused of anything that was wrong except that we were not balanced in terms of workforce. We didn't have any grievances that were triggering this, but the Region then became the primary affected unit. That's part of it, but I think the options that were beginning to emerge out of the courts and so forth were worse, and, in fact, this was going to be applied to the entire Forest Service. Doug Leisz was pretty much responsible for probably minimizing the effects.

*Zane Smith*

The suit was filed, but I have lots of disagreement about the way it was filed and the way it progressed. It became somewhat of a disaster because, to a degree, the Forest Service, including me, didn't quite understand the ramifications of a Consent Decree. We all got the picture that women had to be treated fairly; they had to be treated

on an equal basis. But as we took the analysis of the work force to see where the problems were and changes needed to be made we tried to establish goals. Most of the Directors—including me—believed that what was important was to make progress in hiring, to make progress in programs, and to make progress at different grade levels. If we did that, that was what would count. Well, of course we found out, to our horror, that that wasn't it. The letter of the Consent Decree was more concerned with the Decree and what the words on the paper said than they were with progress.

*Jane Westenberger*

Why we ever agreed to that, I'll never know. But most of us—I was an original Class member—got the envelope, looked at it and said, "What does this have to do with me?" Being relatively naïve about legal things and the fine print I said, "This has nothing to do with me," and I chucked it. I think there were two other women working at Hayfork at the same time and they also received the notice, and they said, "What are you doing about it, Alice?" Because I was the only one that was a forester. They were both from Cal Poly, majoring in natural resources. I said, "I don't know what to make of it." I said, "I'm not doing anything. I threw it away." I wish there had been some clarity of thinking at that time on the Region's part to send out a notice and say, "This is what it is." Very clear, straightforward and I think the majority of us would have responded not only "no" but "hell, no."

*Alice Forbes*

At first, it was rumors. It wasn't talked about a lot. But when it finally came to the Region—and I guess Elaine Grimm (Region 5 Director of Civil Rights) was told she had to take over the leadership part, and there was going to be a court hearing. That's how I really got involved. Elaine said, "Well, the FWP—this is a women's thing, and you're going to the court."

*Frankie Bowman*

I first heard about the Consent Decree when I was personnel officer on the Angeles. I had no idea what it meant. Later, when I transferred into the Regional Office in 1980, I became the Employment Officer for Region 5. I came there prepared to be employment group leader and found, the very first year, that basically all I did was to brief lawyers from all sides of the Consent Decree: lawyers for the Forest Service, lawyers for the Monitor and all the other lawyers that were involved. It was very interesting because what would happen is the lawyers, representing both sides, didn't know much about the Forest Service before that. So we would have to brief them—not just me; I mean, there would be several of us. We would brief them on the culture of

---

the Forest Service, the practices and things like that. Then they would bring in a new player, a new attorney, and so then we'd have to brief them. So it was very, very strange times. *Lou Romero*

In response to the outcry for bringing women into leadership roles in the Region, allowing women to progress according to their own interest and abilities, absent prejudices and ideas about what women ought to be and ought not to be in the work force, the Regional Forester, Doug Leisz, said, "Let's do this the best we can, collaboratively." He signed off on a Consent Decree, the purpose of which was to do this job collaboratively. Along the way, some unintended consequences of significant proportions developed, resulted in lawyers being deeply involved in the business of the Region and in fact driving decisions for several years. One outcome of that development was that everything became adversarial. Doug Leisz's original idea was, "Let's be cooperative and let's do this together." What in fact developed were folks in opposition to each other. But it just made it so much more difficult when everything had to go through lawyers and the courts. You can't do that cooperatively. It's not the model of decision-making that our legal system uses. *Mack Moore*

**The first five  
years of the  
Consent Decree  
(1981—1986)**

In 1981 the Court signed final approval for the five-year Consent Decree. The Forest Service began an assessment of what needed to be done to complete the Decree. This Needs Assessment was completed in 1982. A task force was established to design interim goals and timetables.



Federal Women's Program Manager Frankie Bowman, Deputy Regional Forester Warren Davis, Decree Monitor Diane Winokur, and Regional Civil Rights Staff Director Elaine Grimm discuss the Consent Decree. (1981)



---

Elaine Grimm and I went to court, and we met with the lawyers, and Elaine took me with her to all those. Then after that she got a task force together to start developing the needs assessments, they used a task force of people all across the Region to help put this together, develop this needs assessment because the orders were coming down from Washington.

*Frankie Bowman*

**Needs  
Assessment  
(1982)**



Consent Decree Consultant Myan Baker discusses needs assessment with Regional Forester Zane Smith (1981)

I was the Regional Personnel Director when I got a first copy of the Complaint that was written by the plaintiff and some attorneys for the Consent Decree. As far as I was concerned, it had all process kind of things in it and very little in the terms of goals, objectives and time frameworks. It was like you do all these things immediately, without any measurement or anything else. So I rewrote it, along with the Deputy Director of the Pacific Southwest Station and we were asked to come into the Washington office and go through a review process. We got a pretty good acknowledgement that they liked what we had come up with. They said it was workable and we needed to work with the Justice Department, which was the Federal end of the Complaint. We met with the Justice Department attorneys who were involved in the Consent Decree, and boy, I left that meeting in Washington, DC, thinking, "I think it's going to work better, not necessarily as good as I'd hoped, but it would work better." It wasn't too long before I got the second version of the Consent Decree. It was the same as the first one. There had been no changes made. What happened in between, I have no idea, but apparently just the attorneys for the plaintiff were

---

sufficiently powerful and probably had enough moxie to say, “No, you’re not going to change anything that we wrote,” because they were the ones that wrote it. I was disappointed in that. You know, that was kind of a turn-off for me because I had in my own mind some initiatives that we could take that would make a lot of progress but reduce the pain. From what I have gathered from others since I’ve retired is that there was a lot of pain associated with the implementation of the Consent Decree.

*Dick Pomeroy*

When I was on the Modoc the Consent Decree came down, and they hired the first Consent Decree Monitor. It seemed like we were a long ways removed from what had precipitated the Consent Decree and even its solution in the large part. On the other hand, I felt like we needed to be seen as a full part of the Region, and so this was kind of an interesting time. The Monitor—her name was Diane Winokur—came to one of our Forest Supervisors’ meetings at the Regional Office, not to give us hell or anything, to tell us about the job the Judge had given her and how she intended to carry it out. I thought it would be useful for the workforce on the Modoc to hear from her first hand, so I invited her up to the forest. Naïve me. She spent a day in the Supervisor’s Office, and then I took her out for two days on the four Districts. By doing that, I felt like I was giving our people a chance to see what this was all about. But it was also trying to help Zane as a player in the Region. Boy, I had phone calls from my peers around the Region. “What in the hell are you doing?” You know, “This thing’ll go away if we just keep our head down and keep chugging.”

*Lynn Sprague*

**Implementation  
Plan—109 items  
(1983)**

In 1983 proposed goals and timetables were adopted as Regional direction by the Regional Forester. The implementation plan was developed, identifying 109 items that needed to be accomplished.

Goals and timetables: You had to formulate them, and then get it in writing, get it out to the Forests with the action plan and all that and how it was to be implemented. But it really was a lot of work because it was an unknown.

*Frankie Bowman*

When still working in the WO, I remember actually writing a memo to the Deputy for Administration, recommending to him that we ought to approach this like we approach a fire and organize ourselves like an incident and that we ought to approach it with that same sense of importance and urgency. It needed its own structure to manage it, because it was pretty obvious to me that we were taking it pretty casually. It was kind of like, “Oh, this’ll go away,” or, “It’s just

---

another lawsuit.” But we never did organize. I don’t remember how he responded to me or even if he did, but we never did organize that way until much later. By about ’84, I would guess, it was really hot, and the Judge was really mandating lots of things. The Monitor was insisting on certain things to be changed. They were literally directing the Regional Forester.

*Paul Barker*

I was a Personnel Officer, so I would hear some of the complaints, grievances sometimes. A lot of them had to do with just living arrangements and living quarters. A lot of them had to do with that the women would not be strong enough and qualified enough to ever fight fire. Interestingly, though, in Region 5 my own perspective was that even though there was probably the greatest early resistance amongst the fire crews to accept women amongst them, later, eventually, probably due to some leadership from the Regional Office. I remember Ken Clark was really helpful and some others like Dick Montague. They were real leaders in helping make it easier for women to work in fire. I would say that even though there was the greatest resistance in fire initially that they made the quickest gains, faster than the rest of the outfit.

*Lou Romero*

The fact is that it was sanctioned by a Court and that it needed to be done. The Forest Service did a pretty good job of just ignoring it. When the Consent Decree first came out, I sat down with my staff and, using the management by objective strategy, we ended up saying how we were going to meet each of those objectives. When our new Forest Supervisor came on board, I took him down and said, “This is how we’re going to deal with the Consent Decree,” and he said, “What’s the Consent Decree?” I thought it was something we had to get done. The fact is the organization chose to not deal with it. The result was that the poor women, who were being brought into the organization, got beat up a lot for no really good reason.

*Bob Smart*

The Region did not meet its 1983 Interim Goals. As a result, the “Mini-Plan” was developed, identifying 39 of the most critical actions from the master Implementation Plan that the Region needed to accomplish.

**Mini-Plan—  
39 items  
(1984)**

We simply had not learned how to motivate the organization into doing things that the organization wasn’t really willing to do. Out in California, when people began to say we weren’t treating the women properly, I think top management felt that all we had to do was tell the organization, “This is where we want to go,” and the organization will do it, just like they get out the cut or put out fires. It turned out that that obviously wasn’t true.

*George Leonard*

---

Halfway into the Consent Decree, the Region got religion about it. I guess the Monitor had done some looking on where we were, and we weren't very far. Most Regional managers assumed, "We can't possibly have done so badly in making progress." When it became clear that the Region was in great difficulty, they came up with a "Mini-Plan," consisting of the most important items, and there was this implementation frenzy. *Linda Nunes*

I also like to think the '80s got women on fire teams. That made for better teams. It made for problems, logistics: housing, restrooms, showers, but those are easy challenges. But equipment development centers were working on axes that fit smaller people's hands. Now, I'm careful not to say "women's hands" because we had smaller men. They're not all lumberjacks. That used to be kind of what we hired, but when we went to outreach and hiring any qualified person, they weren't all the athletic lumberjack firefighters that typically Hotshot crew members were. So now we had to get tools to fit the size of the workforce. We had to change the smokejumper parachute because at one time we had a smokejumper—I forget what it was, but I'm guessing it was 150 pounds for the chute to work functionally. He had to carry a ten-pound sack of sugar because he was only 140 pounds. Then when we got the first female smokejumper in Region 4 when I was there, they said, "Well, she can't be a smokejumper because she doesn't weight 150 pounds." Well, we said the male could—put a ten-pound pack of sugar. So what are we going to do? Let's adapt the chute. We can change the chute better than changing people.

*Dick Montague*

I was heavily involved with the Consent Decree because fire was not a common home for women. We were trying to develop a number of solutions, and it was frustrating because we couldn't compromise ourselves and just hire somebody because of their gender; we had to make sure they were the best qualified. A lot of frustration came out of it, but we worked hard to make sure that we weren't compromising the system by selecting somebody that wouldn't measure up. *Ken Clark*

I didn't have any responsibility on it, but it did affect some of the people that were just putting people in jobs that they really were not qualified for. That was difficult on them and difficult on the people that were trying to manage programs. I think it eventually worked out, but there were some close disasters during that period of time. *Dick Millar*

So I think that just really was a challenge to know how much to support this accelerated development. You know, how much could training and a few times experience on the line or on the engine or whatever—how much of this really was enough? How many lives were we going to put in jeopardy? That, to me, was probably one of the bigger challenges about bringing people into the organization, regardless of whether it was from the different ethnicity or the gender, especially in Southern California, where fire is such a big factor

*Susan Odell*

One of the things that came up in the Regional fire staff group was accelerated training, where we had a scenario where men and women could compete. They were selected and they got advanced training, both classroom training and field experience, and met in a merit competition. As trainees on fires we wanted to get them to the GS-9 from a GS-5 in about two to three years and have them qualified to lead troops safely. One of the first ladies in the program was a lady smokejumper. She went on and became a Fire Management Officer on one of the major fire districts in the Region. Then there were other women that went into fire prevention. But it gave them an avenue to go up. But there weren't enough positions for the number of women that we had. We had to go out and find opportunities for women.

*Dick Montague*



Smokejumpers Stan Jones, Diane Pryce and Gordon Woodhead are suited up and ready to go (1983)

**Complaint of  
Non-Compliance  
results in  
Resolution  
Agreement—  
11 items  
(1985)**

---

I don't know, I used to sit around with the guys and try to figure out the way we were going to do it, and then later on I sat around with a lot of the guys and gals and it was always better when we had a few women in there that could give us their point of view. I was happy to see the participation and the great patience that some of them had with us. Because we were kind of knuckleheads as far as giving them what I consider an equal chance. There were some very capable women in the Regional Office that used to come down and give us a lot of nudging and help. I think some of that happened in the Region. People didn't understand that those rules and regulations and lawsuits had us where they wanted us. "Us" meaning the male population in the Region, and we just weren't smart enough to agree. We just kept kind of agitating them, and as it turned out, it was very obvious we lost in every direction.

*Ralph Cisco*

In June 1985 the plaintiff filed a non-compliance complaint. A Resolution Agreement, identifying 11 specific actions, was established to address the plaintiff's concerns on the non-compliance complaint.

The reality of it is the Forest Service management, the higher-level management, blew it. They blew it two ways. First of all, they should have been doing a better job of recruiting minorities and females in the first place. I worked with the Soil Conservation Service and other groups who were doing this at a lower level. They were starting to reach out and build up a cadre of people who were female and minority, who could gradually move into positions of more responsibility. The second mistake, which was even worse, was when they blatantly ignored the first Consent Decree that came out and just said, "Oh, this is nice. Let's just go on our merry little way." Then the hammer really came down. So I lay the blame really squarely on the leadership at that time, just totally blowing it. They were asleep at the switch and we've suffered from it. It hasn't been fair to some of the people that were thrown into positions that they weren't ready to handle, either.

*Roger Poff*

Probably the most difficult entity for me to manage was the Department of Justice because they took the hard line and we gave the ranch away. They wouldn't let us really collaborate with the Consent Decree Monitor or the Class. It all had to be formalized into the legal stuff. The Consent Decree Monitor got into a lot of confrontations with Justice, which didn't help us a bit. There were a couple of Monitors that I dealt with. They were decent people, but they were trying to hold the Forest Service's feet to the fire, and were probably a little more responsive to the Class. But Justice turned out to be the problem, in

my view, and every time we'd get going on something, well, they would push us back a bit. That's what got (Secretary of Agriculture) Lyng mad, too. He says, "Why can't you take care of this?" He'd sit there at his desk and he told me, "Why can't you take care of this? You're the Regional Forester." "Why all this difficulty?" "You're the Regional Forester. You do it!" There's nothing you can say to a man like that if it's not possible. He just got involved when things began to pinch him a little bit. So the Consent Decree turned out to be, I think, a very divisive thing, but despite that, we made progress. *Zane Smith*

We got a lot of women going, and we started filling the pipeline. It seems to me, as I recall, there was a kind of a guiding group of women that were dealing with it at our level. I met with them constantly—the Regional Consent Decree Committee (RCDC). When I left, they gave me a nice letter and a workout bag. We had a pretty good relationship, but it was difficult. *Zane Smith*

Some of the women, who felt it was being implemented improperly tried to be an *amicus curiae* and get the Judge to take another look. The thing was that all of the people we could find that were a party to that made statements and the court refused to accept them because the lawyer for the people, who had filed the suit, managed to keep it from being considered. We were very angry about that, because it meant that what was being considered really was not the viewpoint of all of the Forest Service women. In fact, I kind of suspect now that there may have been almost a majority of women who didn't agree with the way it was being implemented. We agreed with the goal, but not with the way it was being implemented. So it got to be a real nightmare, and I guess it still has some problems. *Jane Westenberg*

I think there was a lack of appreciation in the rest of the Forest Service about what we were going through, and there sort of wasn't a whole lot of sympathy. We were tending to try to find people in other Regions that we could get in here to meet our expectations. I think as time went by they could appreciate that we were under a lot of pressure. There were quite a few men, I'm sure, who were really pretty ticked off because they figured their career was being affected. But the women had already been affected. I don't know how much real discrimination was ever going on. You know, the Forest Service had always been a man's organization, and there was probably some thinking that, "women can't really do that." But most of the women we put in those jobs did well. It turned out they were pretty darned effective and they worked hard at it too. *Zane Smith*



Consent  
Decree Tim  
expires  
(1986)

---

Oh Lordy, the Regional Management Meetings during the Consent Decree were terrible meetings, and we had to go clear to San Francisco to sit through them. But there were some really good people; they've got women like Linda Nunes who was a great asset to that group. She was able to put up with all of us bitching and moaning and calm us down and not get upset with us. We had several people like Linda.

*Ralph Cisco*

The Justice Department represented the Forest Service, and during that first five years, the Justice Department said, "You need to do something and show some progress, but don't worry about it. It's unconstitutional. At the end of five years we'll go back and argue the constitutionality of it, and we'll win, and we'll be through with it." The Forest Service made some progress but did not get anywhere close to the 43 percent and they went back to court.

*Paul Barker*

The original Consent Decree was scheduled to end June 30, 1986. The Department of Justice made a request to Equal Rights Advocates (ERA—plaintiff's attorneys) to extend the date of the Decree past the June 30 deadline. ERA filed a stipulation with the Court extending the Decree for 30 days to allow the parties additional time to resolve outstanding differences. The original Consent Decree ended July 31, 1986, but was not resolved. There was only a 1.8 percent increase (from 27.8 to 29.6 percent) in women in the Region 5 workforce during the original Decree period.

We did a lot of recruiting from the universities and the private sector, other agencies, a lot of interviews, that sort of thing. I don't know how effective that was. On the other hand, working with Forest Supervisors and then with their Rangers, we tried to identify women in the workforce that we could accelerate. I think we put quite a few resources, investments in time and money, into those folks and got them in a position where they could, on paper, compete favorably with the men. That was kind of the general arena of activity. As it turned out, we made quite a bit of progress on it. We ended up with some Forest Supervisors, in the short time I was there and left, and people that moved up the line on the staff. We had a couple of Staff Directors in the Regional Office, at least two, maybe more.

*Zane Smith*

Zane was just a small player when issues came before the Court. It was the lawyers who were calling the shots. I was waiting with the Regional Consent Decree committee (RCDC, which had one member from each Forest and one from the Regional Office). These women were an advisory committee about the Consent Decree. They were waiting to



help negotiate an extension, and I was there to facilitate. I can even remember the room we were sitting in. We're waiting and talking, and finally Zane came in with a lawyer at his side, and the lawyer only allowed him to say certain things, and one of them is he cannot talk about the case to his own employees. It was just so sad to me. Five years earlier, if we had started taking it seriously with baby steps, we wouldn't have been there that day. But if you let it go, it gets to the point where the Regional Forester cannot even discuss it with his own employees. The lawyers are in the middle of that. That continued somewhat to the end of the original Consent Decree, and to subsequent Consent Decrees and Settlement Agreements.

*Linda Nunes*

Unfortunately Zane Smith took the brunt of the criticism for not meeting the Consent Decree. He had very little culpability, in my mind, in it at all. The reason for not meeting the Consent Decree in the first five years was the advice from the Department of Justice: Don't worry about it. It's unconstitutional. This was coming directly from Edwin Meese III, who was Attorney General and the civil rights group inside the Department of Justice. Very few people, I believe, understood the Consent Decree. I would say probably only three—Judge Conti, Bob Simmons, our OGC (Office of General Counsel) representative, and eventually myself. Initially I did not understand where the Judge was coming from.

*Paul Barker*

In mid-1986 Paul Barker was appointed as Regional Forester for Region 5, replacing Zane Smith.

So I went over and met with Secretary Lyng and visited about things in general for a few minutes, and he said, "Now, Paul, do you know what your job is when you get to California?" I probably should preface this, I guess, with the fact that the Secretary had been found in Contempt of Court for not completing the Consent Decree in Region 5. He said, "Paul, do you know what your job is when you get to California?" I said, "Yes, Mr. Secretary." I said, "The experience that I've had in my career so far included lots of time in all the resources." And I said, "The California Region is either number one or two in all of those resources, and I've had good experience in those areas, and I don't see any problem in handling that." He said, "Paul, that's not what I'm talking about." Of course, I knew that wasn't what he was talking about. He said, "So there's no misunderstanding between you and me, Paul, the Secretary will not be found in Contempt of Court again, will he?" I said, "No, Mr. Secretary." Then he said, "So, Paul, you and I are perfectly clear: if it even appears the Secretary might be found in Contempt of Court, don't call me, don't write me, just clean out your

---

desk. I'll figure out where to send your last check. Now, do you know what your job is when you get to California?" "Yes, Mr. Secretary." "Good. Enjoy your time." And that was the end of the interview.

*Paul Barker*

I was told within the first three months of becoming Regional Forester that I could not meet with the attorneys from the Women's Class and I didn't. But San Francisco being the town it is, if you went to coffee at a certain place at a certain time, you ran into various people, and if you happen to run into an attorney from the Class, obviously you talked about some of those issues besides other things, and so when we would get into these meetings after the court hearing with the consent Monitor. Attorney Bob Simmons, myself, the Class attorney and the Monitor would say, "Well, to prevent this from happening in the future, you need to implement these types of policies," which were extremely confining, not helpful at all, and would add to the burden to trying to meet the decree in many cases. Fortunately, through the Class attorney as well as working with the Consent Decree representative, I would say, "I'm not sure that's helpful," and frequently the Class attorney would say, "The Class is not interested in that at all." And we would be through, because the Department of Justice was ready to say, "That's fine. We'll accept it." So occasionally, going to coffee, I was able to accomplish some things in fulfilling the Consent Decree and make the process less burdensome.

*Paul Barker*

**Class attorney  
Motion for  
Contempt  
(1987)**

**Secretary of  
Agriculture  
found in  
Contempt of  
Court**

**Three-year  
extension of  
Consent  
Decree  
(1988)**

In 1987, the Class attorney filed a motion charging the Forest Service with Civil Contempt for failing to comply with the Consent Decree. During this period all parties continued negotiations toward an acceptable resolution. In December the Court received and filed the Magistrate's recommended Finding of Fact and Conclusions of Law regarding the Consent Decree. The Magistrate upheld the plaintiff's Motion for Contempt and outlined a remedial plan which included a three-year extension of the Decree. In May 1988 Judge Conti ordered a three-year extension of the Consent Decree.

When they got the Contempt of Court filed against them, well, that got pretty hairy and some people's heads rolled that should not have rolled. I think one of the things about trying to implement any of these things was that there was always a kind of a flaw in the selection process. Or maybe I should say it this way: kept us from having what could be a fair and even personnel process. What I would like to have had, when I was given a list, was to know what that person's background was, what training they'd had, what education they had, perhaps a statement from them about how they would like to do this

job and not have any idea whatsoever, whether it was male, female or anything else. Part of the problem there was in our haste and maybe our fear, even, to try to meet this change in the situation, I think there were some selections that were made too hastily, and it's not fair that a woman should have to prove herself more than a man, but that was a fact of life at the time. I think we could have made good selections and helped implement that and still have been fair to women. It helped make it more difficult for women who did get positions to make it in the field.

*Jane Westenberger*

The Consent Decree picked up support nationwide, and it was an interesting thing to watch, because it affected everybody and there were a lot of mistakes made. There were a lot of good things that happened, but there were a lot of mistakes made, and there were a lot of people put in positions that shouldn't have been, in my opinion. But, then, we did that with a lot of male employees, too. We used to move the guys around to one place or another until they found a place to fit, but because of the Consent Decree, people were really nervous about moving female employees within a year or two. Well, a couple of females said, "I'd really like to get out of this job. I don't like line work," one of them especially. But my boss said, "No, you're going to stay there a couple, three years until things settle down." That's unfair to the outfit and to the woman.

*Ralph Cisco*

At one point, since I was in training and development and that was part of human resources, Tom Brown said, "Dan, guess what: We're going to give you a challenge that you're going to really enjoy. You're going to put together selection advisory panels in the Regional Office to get us through this last big push on the Consent Decree." "Oh, man! Give me a break! I don't know anything at all about selection advisory panels." "Well, Dan, this is an opportunity to learn."

*Dan Roach*

We did some things that I thought were innovative at the time. We decided that we only had one female pilot in the Forest Service system, Mary Barr, and we thought it would be good if we could get some qualified female pilots. We came up with the concept of establishing some trainee positions and going out and getting a national roster and filling the trainee positions. You couldn't just go out and pick somebody off the street and say, "Okay, tomorrow you're a lead plane pilot," to fly, leading air tankers. It takes a lot of time for development. When I explained it to the Regional Forester, somebody said, "Okay, that sounds well and good, but what if no qualified women apply? What if you only get male applicants?" My naïve response was, "Well,

---

then I won't fill the position. I don't need a male trainee pilot. I don't need a trainee pilot at all, but it's an opportunity to bring some women in." Somebody from personnel said, "You can't say that." I had to make it appear like it was an accident. That compromised my integrity. We were able to make it work. In fact, through that system we were able to bring six individual women pilots into the system with the Forest Service. Not all of them stayed with us, but we were able to use that to bring six fine pilot applicants into the system. *Ken Clark*



Four new pilots hired in Region 5. (From left) Jacqueline Thomas, Mary Verry, Mary Barr (current FS pilot), Geraldine Sebastian, and Coleen Roberts (1988)

That was a painful experience. I think it's probably one of those things that had to happen, but it really did—I talked to a lot of women that were involved in that Region and others. Women that got promoted in other Regions didn't have that stigma. *Max Peterson*

One time I was called back to Court. John Butrell, Regional Forester in Region 6, called me. He said, "Paul, I don't know if you can help me. I know you've got a Consent Decree, and if you say no, I understand. But," he said, "I've got a young forester here that has a six-month-old daughter that needs a liver transplant. To have a liver transplant, she needs to be within two hours of San Francisco. Is there any way you can find a position for him within the Consent Decree?" I said, "John, you tell the guy to pack his bags. We'll have a position for him when he gets here." "We really need help in our silvicultural department, and if this guy is as good as he said, we've got a GS-11 position, and we'll put him right in, and we'll help him and his wife with housing. So the individual moved down. His daughter had a successful liver transplant, and I was taken back to Court for not hiring a woman in that position. As far as I was concerned, they could have sent me to jail because the Consent Decree was not intended to cause undue hardship and inhumane conditions for anyone. *Paul Barker*

Later on in 1989, in the Regional Office, I got a chance to chair a committee. We had a couple of other Forest Supervisors on it and Regional Office staff to do Occupational Management Objectives. We called it OMOs. It was designed to seriously look at each occupational series, like soil scientist or engineers, and then to look at representation, minority and women, in terms of what objectives we needed for those disciplines and how to get a recruitment plan for each. *Bob Harris*

The whole thing was very contentious. It started out as a woman's issue, and ended being sued several times by the male Class. It quickly became not only a woman's issue but a white woman's issue that women of color were not included, so I had to constantly address that this applied to all women. The undertone through the whole thing was that unqualified women were being hired, and I always maintain, "We're going to hire qualified women and qualified women only, and if there aren't any qualified women on the cert, I'll hire a male. Yeah, I may be back in Court." And I was, on numerous occasions. At one point, the Judge had a hearing I was not at, and the Justice Department wasn't, either. It was a hearing on pay for the Class attorneys. He made several comments about what they were charging, and then he turned to Bob Simmons and said, "And you need to go back and tell your boss, the Regional director or chief or whatever he's called, that if he doesn't get moving on this and moving aggressively, I'm going to give him a vacation at Lompoc, at Government expense, and I'm going to fine him in a way that the Government can't pay the fine, that he'll have to pay it himself." *Paul Barker*

I actually applied for two Regional Soil Scientist positions after I got here and was aced out by a minority person. In fact, to the point it was so egregious that I was told by the Washington office that I should challenge one, and I just said, "The heck with it. I don't want the job that bad. I'm not going to create any waves that way." The Consent Decree came along, and that just put it an end to my career right there, and I ended up retiring. *Roger Poff*

The allegation made by the Male Class was that they were suffering reverse discrimination. My response was that up until the Consent Decree, white males had somewhere between 94 and 96 percent of the employment pie, both in hiring and promotion. Now with the Consent Decree, they were down to 64 percent of the promotion and hiring pie. It was probably proportionate for where they always should have been, but once you've enjoyed 94 to 96 percent and you lose 30 percent of that, have you been impacted? Of course you've been impacted. Is that discrimination? *Paul Barker*

---

There were a number of things that the Consent Decree did in the area of involving women to participate in leadership areas that they had never envisioned before and which probably would not have happened to the degree they did had it not been for the Consent Decree. But by and large, the Consent Decree was the elephant in the room for the middle '80s.

*Mack Moore*

Whenever the Monitor would bring us back to court for failure to fulfill the terms of the Consent Decree the Justice Department would fly out. For a hearing Tuesday morning at ten, they would fly out Monday, get into town about five o'clock. I would be waiting at the office to meet them and brief them. They would call me and say, "Gee, you know, it's five o'clock your time, but it's eight o'clock our time, and we haven't eaten yet, and by the time we eat it's going to nine, ten o'clock, and we need to get to bed. We'll meet you in the morning." And the hearing's at ten o'clock in the morning. They've seen nothing about the hearing. They've read nothing that has been sent to them. So about eight thirty they show up at my office, and I have about an hour to brief them. Their response pretty much was, "What have you done this time, Barker?" By the time I finished the briefing, they would say, "Oh, yeah, you do have a case," and they'd go into the hearing. I'd have the briefing book for them, laid out by questions I expected them to be asked. I was not allowed to sit at the table with them. The Judge would start asking them questions. They wouldn't even open up the briefing book that I'd gone through with them, pointing out the answers for these questions. In many cases they would say they had no comment. While the clear answer was written in the briefing book. At one point, I asked for a meeting with the Justice Department and the head of the Civil Rights department. That was denied. I wrote a letter with the help of Bob Simmons, again asking, and eventually they sent out a second- or third-level emissary, and after discussion I said, "What you're doing is leading into another extension, another Contempt, and it's not helpful at all either to the Region, to any of the employees, women or males, and definitely not to completion of the Consent Decree." Their response was, "Well, when these things come up, Paul, hold your breath and count to ten because we aren't going to change."

*Paul Barker*

I think (the CD) got women into the workforce but caused a lot of ill feelings along with it, even though they tried and prescribed training and training and training and, you know, annual things where line officers had to sign that every person had gone to the training session and things like that. We did it so much that I think it caused a

backlash. Well, I know it caused a backlash. It sort of demeaned folks. They felt demeaned to have to keep going over this again. Some of the white males felt discriminated against, no matter how we tried to say, “Well, you had it good for a number of years.” But some of the things that we did were good, but a lot of them weren’t very successful.

*Mike Lee*

Nationwide, the whole mix of the Forest Service changed from essentially a white male-dominated organization to one far more reflecting the makeup of the country as a whole. Were those percentages that we had to meet exactly correct? No. I think they were not arrived at in the proper fashion. I would have come up with different percentages, but nonetheless that’s what the Forest Service agreed to do. At the end of the three-year extension, when I retired, we had met all of those requirements. We did not have everyone on board, but everyone that had been offered a job and accepted a job, when they reported in December or January brought us up to 43 percent over all, and at the percentages we were supposed to be at each grade level by each position classification. So I was proud in being able to do that and keep the disharmony at a manageable level.

*Paul Barker*

Regional Forester Paul Barker retired at the end of 1990. PSW Station Director Ron Stewart assumed the R5 Regional Forester position.

During my tenure as a Station Director and tenure as the Regional Forester, I fired myself twice, and George Leonard, who was the Associate Chief, who dealt mostly with both the Station and the Region on the Consent Decree, could verify that. I got called up and got chewed out about some things and took full responsibility and offered myself to be fired if it would make a difference. To George’s credit, he stuck with me.

*Ron Stewart*

We were in the era of the Consent Decree and trying to increase the number of women in the workforce and at the same time there was a huge natural resource workload. The human resource issues were kind of a new thing for public affairs. So we started working with Ron to develop communication strategies related to the Consent Decree and also, during his era we did some drastic downsizing in the workforce. We advised him to do as much of it as he possibly could face-to-face. He actually got a Forest Service plane and flew to all 18 of the National Forests and met with employees to talk to them about these issues. I think that really served him well as far as getting employee understanding for some of the human resource issues. While Ron was there we were interviewed by one of the big media outlets, I want to say

---

CNN, and I remember Ron being on camera for a whole hour, talking about the Consent Decree. This was pretty amazing to have to be on camera that long, and you're kind of sitting there like—you've got your fingers crossed for him. He never made a mistake or faltered once, and came across really well.

*Marilyn Hartley*

The Consent Decree drove every decision, not just hiring decisions but almost everything else. You couldn't make any decision without considering the consequences in terms of effects on the workforce. I took away all hiring authority from the project leaders and put it in the Station headquarters. When I went into the Region, I think one of the hardest decisions I had to make was taking away hiring authority for all under-represented series and grades from the Forest Supervisors. That was painful for them. It was painful for me. There are cumulative effects on so many other things and individual decisions that seemed right at the time, when added up over a Region, were unacceptable. The Consent Decree drove everything.

*Ron Stewart*

I had to go out from WO to Region 5 and spend basically three weeks doing stuff, to check off things on the checklist of these old goals and objectives. And much of what was left to be checked off were things that from years before we'd said, "What's the use of this?" And, yeah, the Region hadn't done it because after a while it became obvious it didn't matter. It didn't make any difference. But legally we had signed and said we were going to do this. Then there was the extension and there were modifications, and every time somebody signed, it just meant more ineffective stuff got added to the list.

*Susan Odell*

**Consent  
Decree  
extension  
ends with  
Settlement  
Agreement  
ending in  
1994**

On June 28, 1991, Judge Conti ordered the Forest Service to continue Consent Decree activities until December 6, 1991. During this time the Forest Service would provide the authority and directions for continuing Consent Decree programs and that such directives be put in the Forest Service manual. On May 18, 1994 the settlement agreement period ended.

As previous interviews have shown, the Consent Decree and its implementation were fraught with emotional and practical pitfalls. Many questioned the right of the Federal Courts to mandate social change and many men firmly believed that reverse discrimination was the end result. Even some women doubted the wisdom of setting time limits to bring women into highly skilled positions without proper training. At the same time, many legal processes and battles exacerbated the problem. Thus, the resulting changes were laden with anxiety, animosity, distrust, and inflexible bureaucratic processes that tied the hands of the Forest Service.



Region 5 got into the business of not hiring enough minorities, especially women, and they got sued, and oh, my gosh, that was—you know, nothing ever seemed to be really clear to me as to where we were going, why we were there, and how we got there, and where we were going, and we went to meeting after meeting after meeting, and it just wore itself down. In the meantime, year after year we kept hiring a few more minorities and women, especially women. *Ralph Cisco*

Region 5, because of the Consent Decree, took on a pretty regimented and prescriptive approach because of the Court ordered, Court monitored Consent Decree. We had to do some things by rote that I think probably a major share of my time was spent in implementing the Region 5 Consent Decree on the Cleveland. So in spite of what I like to do and getting involved in things that I enjoyed, the mission was to make headway on things that were facing the Agency and the Forest, and that was successful implementation of the Consent Decree. It was focused on women having equal access to jobs because the organization had been, I don't quite accept this, characterized as a white male organization. The emphasis on the Cleveland was that you go out and find qualified people. A lot of folks unfortunately had to meet this target, and they were finding people that would meet the target, but they weren't necessarily qualified. You put people in jobs that are over their head and they fail. It's hard for the person involved and organizationally it doesn't sell the benefits of having a diverse workforce; it does the exact opposite. You're reinforcing the stereotype that these people can't cut it. It's finding the right person to put in the job or finding a qualified person to put in the job that makes the program work. That was the emphasis on the Cleveland, that was my emphasis, and it worked. We were looked at as a model. Everyone was accepting. Everyone was helpful to new people coming in, and everyone that came in gave their rock-bottom best. You couldn't ask for anything more. It was a good organization. *Mike Rogers*

I had three women soil scientists working for me, and I got involved in a mentoring program. One time I had a female supervisor. So there was a huge shift there. I have some good friends who were part of the initial Class and several of them were so upset over how the whole thing was handled that they essentially wanted to leave. Because what they saw happening was that some people were being very opportunistic, taking advantage of positions that they were not necessarily qualified for and just kind of milking the system for all it was worth. There was definitely a period of five or six years where the whole thing was sort of abused. I think the Agency suffered for it. *Roger Poff*

---

All the work seemed to be done at the finish line. It wasn't done on a long-range basis to make sure that people were developed over time, that they were developed equally, got the same training, the same opportunities, *et cetera*, so that when it came time to compete for a position, they would be at the same place as a man who had come in the door at the same time. So to do that, you have to start making changes earlier in the personnel processes. But almost all of our attention was spent on that moment of selecting for a job, which is the most visible of personnel actions, and of course ticked off the maximum number of people. Comprehensive accelerated development programs over the term of the Consent Decree would have relieved some of the negative results and reactions.

*Linda Nunes*

Most of the activities would have been fairly benign if they had been carried out as part of an ongoing management, but when things were left to too late in the process, you ended up with, instead of creating training programs that enabled women to move up in the fire organization, a training program that was exclusively for women. Instead of giving women a reasonable share of the promotions, you had to give women all the promotions in order to address the goals. It became very difficult. It became very difficult for white males. Through no fault of their own, they simply became ineligible to be considered for jobs, and some left the organization; some moved elsewhere.

*George Leonard*

I think one of the elements that led to the backlash was that many Forest Service supervisors (from front-line up to the top) have never been good at telling their employees how they're really doing. I know of some instances, where if there was a job and a woman got it, a non-selected person would come in and say, "Why didn't I get that job and that woman did?" During the Consent Decree, it was easy for the supervisor to hint or say, "Well, you know I had to hire a woman," which might not have been the case at all. So if the supervisor said that to five or six people, all those people thought that that specific woman had taken the job intended for him. And I expect it happened across the Region. I think there were some places where they just didn't think about what was going to happen to the women who walked into that mess with the backlash.

*Linda Nunes*

Later, after I left that Region and came here to Albuquerque, Tom Thompson, Deputy Regional Forester in Region 2, led a team to go back into the Region to evaluate the results of the Consent Decree. This would have been, like, 1986 or '87. Tom asked me to facilitate

that team and be part of that team. We went back, and we traveled throughout the entire Region and we interviewed a lot of people. The purpose of this report was to document the lessons learned—as a matter of fact, that’s what the report was called, “Lessons Learned.” In other words, export the lessons learned in Region 5 servicewide. I remember as we went around the Region seeing and feeling the tension between the male side of the workforce and the young women that were coming in at different levels. There was tension. You could feel it. Yes, in some cases I’m sure it was coercion. I think in some cases employment opportunities or placement opportunities were even withheld at higher levels to make sure that females were selected in a more representative way. I’ve heard of things like that happening.

*Lou Romero*

There were a lot of men in the Region who felt that they were being discriminated against. I don’t think they fully appreciated the lengths that we went to try to avoid that. We didn’t want to end up in that place, nor did most of the women. They wanted to be able to demonstrate that they had the credentials and qualifications and they rightfully earned it. I know it must have given the appearance that we were favoring women. Of course, that’s what the Consent Decree people wanted. The courts tended to look at it that way as well. Justice was completely the opposite.

*Zane Smith*



As the Consent Decree progressed responsibility was moved from the Civil Rights staff to a new staff under personnel management. The quarterly Consent Decree reports required long hours and hard work. Detailers were often called in to augment the CD staff (1990)

I often look at my time in San Francisco with the Regional Office as being the most hostile work environment, next to Vietnam, that I worked in. Many times in the Regional Office, well-meaning people did vicious things, for whatever reasons. In Vietnam at least I knew who was shooting at me.

*Dan Roach*

---

What I think did not work was the Consent Decree. It's one of the toughest things I ever went through as a woman in this Region. I do not consider that I benefited from the Consent Decree. I think women benefited, but I think my own feeling is that if we had just let the building workforce and the acceptances of women take its more socially natural course, we might have been far ahead, because one of the results of the Consent Decree was that women were forced into positions for which they were not ready. That was a very painful experience for them. It was a painful experience for their employees, the people they influenced. It was a time when we focused internally and had yards and yards of paperwork process to document minutia. That is not a formula that I would ever recommend again for social change. It caused a lot of resentment in the workforce and backlash from other groups and other Consent Decrees. *Barbara Holder*

When we were in the Forest Service there weren't any women employed in the professional forestry phase of the work. That's all come since and I haven't been able to embrace that idea with much enthusiasm. You'd think that I would be one of those people who would be really eager to see what's happening. When I started out I remember talking to the professors at school about jobs, and they said, "Well, it's just a fact of nature. You've got to be realistic. There's no field work for women, regardless." That's why I ended up accepting the job back in Washington because I'd been indoctrinated with that thought. But now you've got women that don't know anything about forestry running the organization because they're administrators. It's all come about because of the women's lib movement, which I think has gone too far. I don't think that women are making a mistake in expecting to do as much as they're asking to do. I just feel that you have to be a little realistic. I'm not a modern person, I guess. *Alice Jones*

But the difficult part was for a lot of the males in the organization that saw their careers cut off or put on hold to make way for bringing women into the organization, and that's the downside of this thing, is that you can't do one thing without having an adverse impact on the other. There was a lot of dissension that is still in the organization today. *Mike Rogers*

When I came back to California, there were more women than I remembered when I was Ranger here, but there was a tremendous group of white males that were obviously very disturbed. I mean, I'd read it in-between the lines, I'd see it when I'd meet with them, I'd visit an engine, I'd go to a Hotshot crew barracks and it would come

out now and then. One thing that I've always been proud of is that as a manager, I'm a good listener. I was hearing it from all levels of the organization. So one of the biggest challenges I had was to try to deal with the white males when they would come to me and question why we were doing what we were doing.

*George Roby*

The Consent Decree was a very difficult time. There were women that were encouraged to go back to school to get degrees so that they could then be put into management positions. But sometimes they were put in positions that were really a trainee setup and they were supposed to have been given the support of the existing staff. Rangers on the forest were supposed to help train them and with a lot of the men there was a resentment that these women had been given opportunities that they had maybe waited for a long time. It was hard on the women because they were often left on their own without the training and the support that they needed from the other staff personnel. It was also hard on the men because they often had waited in line in the progression on the career ladder and then those opportunities were filled by someone that they didn't think was qualified.

*Susie Wood*

I had folks talking about what do you do when you get a woman that doesn't cut it? I said, "Well, we just don't have her do the job, or we move her to a job she can do, or we counsel her that she needs to find another line of work." I said, "All of you older males know of a whole bunch of white males that did not do well in their jobs, and so they were put in some job in the Supervisor's Office." I said, "You're perfectly willing to work in an organization where we took the culls and put them in supervisors' offices, but you get up-tight if there's one woman who comes along who doesn't do her job. You need to give the women as much slack as you gave men in your earlier days." In my career, I only had one that needed to be counseled to go to work in another area, and she was successful in that area.

*Dick Henry*

My assessment early on was that we had a workforce, because of the Consent Decree, that had evolved in to some unintended consequences as well. The workforce in large part evolved into a bunch of victims. Everybody was a victim of some thing and therefore everybody was looking over their shoulders or looking over the fence or over the divider, as somebody getting something I'm not.

*Lynn Sprague*

I know later we had the Consent Decree that kind of forced it, and I kind of appreciated that in a way, because I think it would have been really, really slow on our own. I believe and support the Consent Decree in speeding things up. Unfortunately, I think we went about

---

it wrong because we were going for numbers and not for people that really had the value system that the Forest Service had and needed at the time.

*Dan Roach*

I firmly believe that the Forest Service would have done all the things that we were doing without the mandates, and other Regions showed that they were doing those things without the mandates. When you have a legal mandate to do something, I think it brings up—there's a certain level of resistance that's raised in every human being in being forced to do something. But a lot of the things that we were being asked to do were the right things to do, and we should have been doing and we would have done, and I thought we were doing all along.

*Mike Rogers*

I'll be honest with you, the second time, when they went back to have the Consent Decree reinstituted I headed up a campaign and I lined up key workers on every Forest and I got a petition going. I still have them all. We filed them with the Court at a Friend of the Court briefing, asking that these complaints be dealt with on an individual basis, that the Class not be reinstituted. Unfortunately, the Class was reinstituted on a very narrow basis, but once again, it was the Forest Service that shot us in the foot, or I should say our attorneys, because they chose to expand on the Judge's ruling. I really believe that where we are today is very much a function of the Department of Justice and not anything the Agency wanted or could have had any impact on. The lawyers were going to have it their way.

*Alice Forbes*

In a common scenario that occurred throughout American society, most Forest Service employees found that the more they were exposed to diversity, the more comfortable they became with it. Most found that the walls separating groups and the unfounded fears disappeared as diverse groups interacted. Not only did the situation improve in Region 5 but throughout the Service as a whole.

There's no question that we were running scared in Region 6 with the Consent Decree. I still had a lot of friends in (Region) 5, and what was going on down there, we didn't want that to happen to us. I mean, it was a very difficult time for us then. So we worked pretty hard to be out front and beat the curve. In our recruiting techniques we seriously looked for women and minorities, and if we found either, we worked pretty hard to hire them, especially if they looked at all good in terms of their grades and that sort of thing.

*Phil Hirl*

I think Region 5 has always been seen by the rest of the Forest Service as kind of the vanguard in some ways and kind of the rebels in some ways. “All strange things happen in Region 5.” “Just keep it in Region 5.” I think there was some of that, but I think also they also never thought it would happen elsewhere. “It won’t happen here, to us.”

*Lou Romero*

It would be my assessment that most of the Regions benefited from what was happening in Region 5. The difficult problems for the work force that were so obvious in Region 5 served as a club for the management in the other Regions to get on with the job. It wasn’t just something nice to do, it was something that everybody said, “Hey, we’ve got to do this or we’ll get one of those in our Region, and we don’t want it.”

*George Leonard*

Some very sharp women moved up in the outfit and I’m very proud of the little bit I had to do with that. In my retirement, I look back upon having made those decisions and feel good about having done them. Also having taken a whole bunch of flak for having done that, but that’s part of your hazard pay.

*Dick Henry*

It was good for the Forest Service to bring women in. I think that some of the approaches and the speed at which we did it harmed some folks, and we lost maybe some women that we could have kept because of that. But there is a lot of good that came of it because we have some very special people, special women in the Forest Service now that I think were part of that whole effort. I’m sorry to see that—I know they paid somewhat of a price to get there, but it’s good for the Forest Service, because they’ve shown that they can step into the top management positions, and certainly a lot of our top positions now, women have. Hopefully it helped the rest of the Forest Service in doing that. I would hope that the Forest Service would take a look at that and maybe figure out different ways to bring underrepresented people into the Forest Service agreements. We have to take a better approach without having to go through the courts. That is not the way to go, in my opinion.

*Mike Lee*

The whole ten years I was on the Angeles, we were still involved in the Consent Decree. The Consent Decree was—let’s see, I think the Court rendered that we were in compliance with the Consent Decree but we had other employee class actions that kind of took the place of it. We had the Hispanic—I can’t remember what it was called right now, but it was similar to a Consent Decree, where we made commitments to put certain people in certain places to bring up the level of Hispanics

**Other Groups’  
Complaints**

in the organization. So all we did was we shifted gears from one program to another. That program wound down before I left the forest, but the Hispanics filed a class action suit and maintained that we did not meet the intent of the original Consent Decree, and so the Forest Service is going through another phase of it. That took a good 90 percent of my time. Personnel management is forest management. If you’re not taking care of the people that you’re working with, then nothing’s going to get done. They go hand-in-hand. *Mike Rogers*

I don’t feel like people should have to go through the same steps that I did and all that. But I think that with the Consent Decree and the settlement agreements for women and Hispanics didn’t necessarily respond well to bringing people into the Agency in a positive and productive way. It caused some lasting wounds. *Mike Lee*

The problem is that it put so much focus on one aspect of the workforce that you began to lose your focus in other areas. Blacks and Hispanics in particular came forward in both the Station and the Region and said, “Hey, how about us? You’re ignoring us.” So we began to develop some programs for them. *Ron Stewart*

**Black Employees’  
Settlement  
Agreement**

As the Consent Decree went along, the more progress we made, it seemed like the more discrimination suits we got from other minorities, with the exception of the black working group. They came to me with a proposal: “We think this is happening. Here are three alternative ways of handling it.” Each alternative fully staffed out. It addressed the issue not just from the black working group but for the entire Region. I thought, “What a positive way to look at issues!” We implemented a number of things that benefited the entire Region as a result of that. *Paul Barker*



Black Employees Regional Working Group (RWG) (Bottom row) Earl Ford, Camilla Carpenter, Cornell Harvell, Connie Brannon, Brenda Kendrix. (Back row) Rosiland Farrell, Fred Kent, Michelle Beauregard. Their Resolution Agreement resulted in the “Professional Learning Exchange.” (1987)



---

The Forest Service has gone through a period of so many lawsuits filed by employees and so many settlements. They even got to a point where it appeared the Forest Service was trying to settle monetarily, at all costs, just to get rid of a case. There's been some backlash from that. I heard a lot of money was being spent. At the very time when budgets were going down, and that money was needed so badly, we were spending a lot of money internally on settling internal conflict.

*Lou Romero*

A Consent Decree is meant to be an addition to basic Civil Rights Programs. It is not Affirmative Action, it is not Equal Employment Opportunity. Through the Court, a Consent Decree gives approval for special processes not generally available. Unfortunately, the Consent Decree overwhelmed the resources of the Region so that little attention was being given to other groups through the Civil Rights programs.

**Beyond the  
Consent Decree  
—Foreword to  
a Civil Rights  
Program for All**

This spawned complaints from other groups: a complaint from the Regional Working Groups of Black Employees; in 1988, Hispanic employees filed a complaint, which resulted in the Region's first Hispanic Settlement Agreement in 1990. Many male employees were dissatisfied with the Consent Decree and in 1990 some challenged the Consent Decree as discriminatory. Initially the courts threw out the challenge. They tried again in 1992 and 1995.

My duties as branch chief for organizational development included coaching and consulting with the Regional Forester and the Regional Management Team (as had Lou Romero and Mack Moore before me). I saw that the African-American employees had a group, and they had a settlement agreement. The Hispanic working group was clearly getting ready to do something, and it was as if a Consent Decree was the only way to get any attention for your particular group. And we were just beginning the three year extension of the Consent Decree. So what would happen if in three years we had no comprehensive Civil Rights program to carry on many Consent Decree processes for the benefit of all employees. It seemed to me that if we didn't get a handle on Civil Rights issues, it wouldn't matter what we did in organizational development—these issues were going to suck us under in terms of time and energy in the organization. (In 1998) I applied for the Civil Rights Director's job and was selected. Prior to my reporting for duty, the USDA had done a Management Review of the Civil Rights Program in Region 5 (it would be complete with actions plan), and Hispanic employees had filed a class complaint with the Region. That was an interesting way to start a job.

*Linda Nunes*

---

In 1988, the Region was feeling pressure from other groups and individual employees to devote resources to the re-energizing of the Region 5 Civil Rights Programs. At the time the Region and most Forests had a Civil Rights Committee. The Region and each unit also had six Special Emphasis Program Managers—with some sharing collateral duties. Their job was to analyze the specific needs of their unit in their special emphasis area, and create a Program of Work with approval of their line officer. At the same time the Region developed Title VI programs and staff to oversee numerous other laws and regulations related to program delivery to our diverse publics.

As CR Director, one of the things that was clear to me from the beginning is that we needed a civil rights presence on the Forest; we needed a Civil Rights Officer of some kind at each Forest. There was a collateral duty position for each of the six groups. But the only person in charge of program-wide civil rights at the Forest level was the Forest Supervisor, and how much time was a Forest Supervisor going to spend putting a program together and implementing it? What eventually happened with the Hispanic agreement is that we held negotiations to come up with a working agreement of what we would do based on the Complaint. Their initial proposal was for three zone Hispanic employment program managers at the GS-12 level, reporting to me in the Regional Office, but located in zones. The Region knew that anything that happens to one special emphasis program area would have to extend to all six areas. So that would mean six in each zone, times three zones, equals eighteen GS-12s under the Regional Office working on civil rights in the zones. I said, “I don’t need people at the zone. I need people at the Forest. The zone is just going to be another layer between us and them, and they still won’t get into the guts of the forest.” I pointed out that we would be trading 18 GS-12 Zone SEPM’s for 18 GS-11 Forest Civil Rights Officers (FCRO). And that was what was included in the final agreement. *Linda Nunes*

**Hispanic  
Settlement  
Agreement**



Regional Forester Paul Barker announces settlement agreement with Hispanic Working Group

We began with a two-week training session with the FCRO's. Most were just great. I can't say enough about them just walking into that and creating a program for their own forest in a short period of time—before the scheduled end of the Consent Decree. It's been more than 15 years, and they're still there. With all of Administration going to Albuquerque, the FCRO's may be the last administrative program on the forest with any people connection at all. *Linda Nunes*

If the Consent Decree was ever going to come to an end, there had to be a civil rights program to, in effect, catch it. In fact, one of the FCROs said, "I feel like there's a CD dump truck backing up to my office, and it's going to dump all this stuff on me." I certainly knew how they felt, because as the Consent Decree was coming to an end, there were twenty people in the CD staff in the Regional Office, and some on every forest. And the RO had only one addition to the Civil Rights Staff, and each FCRO would have to go it alone—with help and support from the Region, but essentially alone in dealing with Forest Staff and Line, trying to make improvements. *Linda Nunes*



New Forest Civil Rights Officers (FCROs) join with the Regional Civil Rights staff for two weeks of intensive training to prepare them for their challenging tasks (1991)

## Outreach and Recruitment

Responsibilities in Outreach and Recruitment programs are shared between the Human Resources and Civil Rights Staffs. Both the Region and the Washington Office have struggled for years to institute a comprehensive, long range program with commitment at the local level. One of the roadblocks to streamlined methods was the Forest Service commitment that local line officers would make their own decisions regarding employee selections,

---

even for entry-level positions. This is in contrast to the programs of other land-management agencies, where most entry-level workforce needs are consolidated at the Regional and national level, and recruiters are able to visit colleges, vocational schools and job fairs with job offers in hand. Region 5 could only do outreach—sharing general information and gathering names of interested parties for possible positions in the future. Such an approach was not sufficient for the needs of the Consent Decree, other Settlement Agreements, or Civil Rights goals for correcting underrepresentation.

I never had a Ranger that went against me for what I wanted to do. If I wanted some money to do something as the Native American Special Emphasis Program Manager, I had it. You know, if I said, “I got to go to Redding to interview some people,” “Go.” So support was the main thing. I’ve talked to other guys who didn’t have that support, and they were continually fighting to do things that they had to do and they wanted to do, and sometimes they couldn’t do it. *Ben Charley*

**Outreach and  
Recruitment  
Task Force**

One of the areas that I was most concerned with was the outreach and recruitment in the Region. Our outreach at the time, for the Consent Decree, was that every first-line supervisor was in charge of outreach for any positions they had open. They had lists of all these people and organizations, and they sent everything to everybody. It was just a shotgun approach. You can imagine how many pieces of e-mail and snail-mail some people were getting, and they would just not look at it anymore. So there was a need for real focused outreach and recruitment, something systemic that would last. I realized that wasn’t going to happen in the normal course of things, so I got on an RMT (Regional Management Team) *ad hoc* group that was supposed to look at what we should do. I knew there was a lot of low-hanging fruit that we could pick off and we’d at least look like we were making progress—which was a necessity because of the CD Monitor’s displeasure. I knew that we needed someone who could recognize the easy targets and really snap to it, but could also take the long view and say, “What do we need to put in place for this to be incorporated as an organic piece of the way we do business?” Number One on my list to head an Outreach and Recruitment Team was Trini Juarez, a District Ranger. The Rangers were our primary customers—most positions were at the district level. I knew if he couldn’t do it, I wasn’t even going to suggest that we put together a team. It would just be the same as every other *ad hoc* group. I told him, “I don’t see that there will be any rewards for you for doing this. In fact, you might even get punished at the end. You know how we work on these things. I will protect you all I can, but I can’t protect you totally if someone gets ticked off at what

you're doing." But I knew he was committed to this, and so I said, "If you feel it's worth it, come on in. I'll work to help you get it." He came in, and all those things happened. Trini was excellent, even better than I had hoped, and he put together great products and programs. And he was punished at the end. We were looking for a very real, very comprehensive, program in outreach and recruitment. He designed and implemented it, but it was eventually dropped. Until the next time we were in a crisis, and then they started again from scratch.

*Linda Nunes*



Deputy Regional Forester Larry Bemby (front row, fourth from left) presents awards to the Region 5 Outreach and Recruitment Task Force

But there was definitely more deliberate action, I think, in California to really be focused on figuring out how to recruit people who might really want to work for the Forest Service but also how to look at opportunities perhaps to get students maybe at the high school level—in other words, backing off from just college level—to say that there would be some value for them considering college or considering additional training beyond high school that could lead to a Forest Service career. So there was some foresight, I think, given to the fact that to get a bigger pool of candidates in general, you have to start growing it earlier.

*Susan Odell*

The most innovative part of Trini Juarez's program was Commencement 2000, a pilot program in Oakland Middle and High Schools. We hired Amahra Hicks, an urban anthropologist from Oakland. It was called Commencement 2000 because we started it up in about '90, and the people we would want to hire fresh out of college in the year 2000 were in middle school at the time. After the Oakland start-up, we also had a version on the Six Rivers, focusing on Native Americans. On the Sierra, they wanted to start another focused on Hispanic schools. They found that the Commencement 2000



Bob Smart and Trini Juarez at outreach job fair. (1990)

model didn't fit all their needs so they created their own model, known as the Consortium. It has been very successful. This wasn't a cookie-cutting, one-size-fits-all approach; it would be different for different groups and locations. The idea was to get people in the pipeline. Don't only look for people who can start working for you tomorrow. Work backwards—how far back do we have to go to get the kind of diversity that we need? It's been 13 years since I retired in 1993, so a kindergartner then would be

ready to go to college now, and we would have those programs in place for them. But instead we're headhunting again—a quick fix again.

*Linda Nunes*

So the Region and the Station developed Commencement 2000, as a pilot program in the Oakland inner-city schools, and we went to a grade school and, starting with kindergarten, developed a curriculum with the schools and the teachers that integrated into that program natural resource education at these different levels, and provided at the high school level summer work opportunities for students, and then fed in—because many of them didn't have the background to go directly to college—fed them into the community college in Oakland and then fed them into the School of Forestry and related schools at UC Berkeley. All of these people were part of this process. I remember one high school senior that I talked to. He had never, in his whole life, considered a natural resource career. He worked on the Six Rivers National Forest for a summer and he went into wildlife biology at Humboldt State College in their wildlife management program.

*Ron Stewart*



Commencement 2000 speakers: Oakland Mayor Elihu Harris, Fay Landers, Ron Stewart, Barbara Weber and Wilford Gardner, Dean of Natural Resources, UC Berkeley (1991)

---

## Multicultural Employee Council

In 1993, the Regional Management Team (RMT) chartered a Region 5 Multicultural Employee Council. Elected by their peers to be a focal point for diverse employee needs and concerns, they met with each other and the RMT to work toward mutual understanding and common goals.



Zig zagging back to front are: Deputy Regional Foresters Dale Bosworth and Joyce Muraoka; Michelle Beauregard, African American Committee; Gary Rose, Employees with Disabilities Committee; Ken Gilbert, Native American/American Indian Committee; Deb Fisher, Women's Committee; Henry Gallegos, Hispanic Committee; Dave Simons, Men's Committee; Beverly Holmes, Deputy Regional Forester; Don Feser, Asian American/Pacific Islander Committee; and Regional Forester, Ron Stewart.

In one of their first efforts, the Employee Council proposed, and the RMT accepted, the idea of hosting a Job Fair aimed at the 270 employees in surplus positions. Forests brought information on the Region's 200+ funded vacancies, and gave employees and families a chance to hear first-hand about opportunities on other units, in other Regions, and receive retirement information and counseling. Job offers to employees in surplus positions were processed on the spot. By the end of the fair, 29 job offers had been made, and numerous others were being negotiated.



Job fair matches jobs with employees, June 23-24, 1993

---

## Hindsight—What Changed?

The mentality that the good old days were better was probably true in some respects. But, unless you're walking in the shoes of the person that's dealing with it today, you have no idea of some of the requirements that folks have to go through now to pull off projects. You know, we're not dreaming up those processes. Those processes are being handed to us either through legislation or through congressional direction or through administrative direction. So folks on the ground are trying to re-look at that direction. Let's face it, the good old days—I think of the good old days as good experiences, and I'm glad I had them. I wish I'd enjoyed some of them better than I did at the time. But you're never going to go back. You're never going to go back to the good old days and probably shouldn't. Because the good old days, to be quite honest with you, is today. *Bob Devlin*

In retrospect, I'm not sure that we could have accomplished all the goals without a lot of trauma, because it was truly re-making the work force in a way that nobody had ever truly contemplated. I am convinced that the Region is much better off today than they would have been without the Consent Decree. I think the Consent Decree ended up and demonstrated that it was absolutely essential. But it was aggravated by the fact that top management in the Region, and to some extent from the Washington office, simply did not put in the level of oversight that should have been given from Day One in order to get a satisfactory result. Even though we would go into a situation where we knew everybody wanted to get the cut out, we did a lot of checking and a lot of helping to make sure that in fact it happened. In the case of the Consent Decree, we didn't do that. We just said, "Hey, we'd like to meet some goals," and we didn't systematically go back on a regular basis to make sure people were in fact meeting those goals, and when people at various levels really didn't want to meet the goals and nobody was actively checking to insist that they do, they weren't met. To some extent, that's reflected in the way we've integrated or not integrated some of the other specialties into the organization, or minorities.

*George Leonard*

But we did, I think, truly go through a Forest Service culture change. People with different kinds of family structures and maybe even, when you think about it, people from different ethnic backgrounds. I know that we did have Hispanic employees that didn't really want to go all that far from where their core family was. Even if their spouse and their kids could pick up and move, there was this really strong family tie to a place, and so that was something that had to be considered. I think we



got better at understanding those factors were going to be part of how people made job decisions, and they were going to be important for us to consider when we wanted to do training and development and were trying to be more deliberate about retaining a good, diverse workforce. We really had to think through: What's an option here? What could we do that's different than how the Forest Service has traditionally done this?

*Susan Odell*

But one of the changes that I saw was that a lot of people were not necessarily outdoor people and that was a big change. People who maybe had not been in the forest or didn't know how to hike or have any interest or who had never spent a night in a tent with no electricity and didn't know how to ride a horse. I think that was one of the changes, not only in the diversity of people but their experiences. As the USFS hired to achieve cultural diversity we lost some of the close contact with the land.

*Barbara Holder*

There were some lessons that we should have learned and that is how to integrate new employees. Some units were pretty successful, and some weren't. But it is how you integrate new people into an agency. At least back then we had a mission that most people kind of understood. But as the time went on, at least through my career, we maintained the same mission, but it became very fuzzy. It became so broad that it seems like we're trying to do everything, for everybody, all the time, in every circumstance.

*Mike Lee*

I was in Region 5 last November facilitating the Chief's review of Region 5. So we went to several locations in the Region and interacted with a lot of people, internal and external. When I was on the Angeles, I worked for a Forest Supervisor that I greatly admired. His name was Bill Dresser. He was a very strong, very traditional, very wise leader, and very politically astute. He was so well connected that all the congressmen used to come to his office and he'd go to Washington, DC. I remember one time there was a big fire, and he flew the congressmen around the fire in a helicopter and he asked me to come along. So Bill was kind of the picture of the strong, traditional Forest Supervisor. So now I go back last fall, November of 2005, and we were on the Angeles, and the Forest Supervisor of the Angeles is standing in front of this group telling us what's going on at the Angeles and I'm standing there beside her thinking to myself, Look at this young Forest Supervisor. Her name is Jody Noiron. She is sharper than a tack, politically astute, a strong leader, assertive, and effective. Wow, I wish I could have them both standing side-by-side. You know, it's really changed.

*Lou Romero*

---

Why do we still have people who don't treat their employees well? It doesn't matter what their gender is or what their ethnic background is. We still have people that can't get over it, whatever "it" is. In many ways, I'm thankful that I saw some of that change, that I was helping make some of that possible for people to get over it, those who had the problem, and for the people on the receiving end to end up being treated better.

*Susan Odell*

I think it's a kinder, more balanced workforce today that fits for society and our culture in general. I don't think the traditional model would have survived. But today's employees need to get out on the land base they are administering and develop an understanding of the ecology.

*Barbara Holder*

Many Gay employees were kind of grumbling under the surface, so I just invited them in. I said, "Let's talk about this." To their credit, a good number of them came in. But, as is the case in all things like that, it was around the Region like lightning that I'd had a meeting with the Gays and that I was either in bed with them, I was this, I was that, I was pro-Gay and all this stuff. I got this long e-mail from an employee, obviously a born-again Christian type, wanting to know if I had not read the Bible. I suggested to him that maybe he hadn't read the Bible; it wasn't my job to do the judging. Somebody else was going to do the judging of these people. What I was concerned about was whether or not they were being treated fairly in the workplace.

*Lynn Sprague*

By the time I retired there were daycare centers. Some of these were run on the Forest or supported by the Forest. There was job sharing. That helped a lot of mothers in the workforce. Flexible hours, along with a decrease in widespread mobility, were a huge help towards promotion for women. By the time I retired we had maternity leave, family leave and donated leave, which helped anyone with an extended need or situation.

*Barbara Holder*

I don't think this kind of change alone would have happened had it not been forced upon us. I like to say that real deep, meaningful change happens for a combination of reasons. It happens because of a deep pain that we can no longer stand it, so we evolve to something else. Or we have somebody with a real compelling, positive vision about what's possible and we move in that direction. So it's one or the other. In this case, it was from pain.

*Lou Romero*

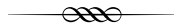
I went back to college and completed an undergraduate degree in business and then did a master's program. My thesis dealt with, in

cooperation with the Regional Office in San Francisco, a survey of Forest Service employees in California on the forests. That was at the time they were under court order to hire women in positions. I'd hear people say, "Well, there isn't anybody that's had experience that we can put in these line management positions." I said, "How do you know? Well, that led me to my thesis, to examine whether men or women were more willing to do whatever it took to achieve line management positions in the Forest Service. The results of that survey were very statistically significant in that 12 percent of the men responded that they would do whatever it took: move to remote places, transfer, whatever. Ten percent of the women would. But had that research been done thirty years prior to when I did it, it would have had an entirely different result. There's a whole paradigm shift in the culture that took place over that thirty years.

*Janet Tyrell*



Commencement 2000 Students work with Forest Service employee (center) as Summer Interns at the Lake Tahoe Basin Management Unit



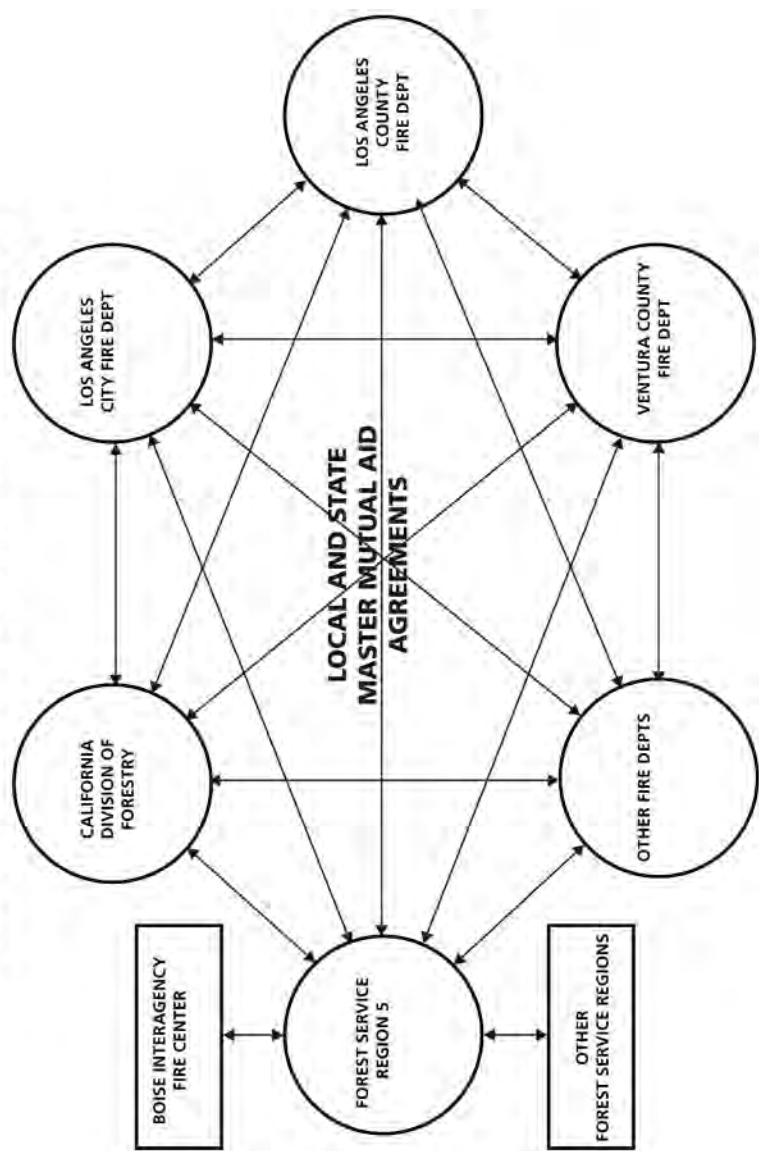
---

## Chapter Notes

1. The word “‘Ologist” refers to non-forester natural resource professionals (e.g., wildlife biologists, archaeologists, hydrologists, soil scientists, landscape architects). It was a term in wide use and appears often in interviews. While initially it was often used in a pejorative manner, later it had a more benign, generic connotation.
2. The Myers-Briggs Type Indicator (MBTI) assessment is a psychometric questionnaire designed to measure psychological preferences in how people perceive the world and make decisions. The MBTI tool is the world’s most widely used personality assessment with as many as two million assessments administered annually. The four pairs of preferences or dichotomies are:

Extraversion	or	Introversion
Sensing	or	iNtuition
Thinking	or	Feeling
Judging	or	Perceiving
3. The Civil Rights Staff was responsible for (as a minimum):
  - Special Emphasis Programs (African-American, Hispanic, Native American, Asian-American/Pacific Islander, Women, Persons with Disabilities) with full- or part-time Special Emphasis Program Managers (SEPMs) for each
  - An Affirmative Employment Plan (a plan to remove barriers developed with SEPMs from their analyses of problems in their Emphasis Area)
  - EEO Complaint Counseling and processing
  - Non-employment Civil Rights (sometimes Title VI), including non-discriminatory access to all Forest Service programs by all members of the public (for example: recreation, contracts, concessions and special use permits)
4. This refers to the Women’s Consent Decree, which began in 1981, and was initially assigned to the small R5 Civil Rights Staff. This staff also had responsibilities for five other Special Emphasis Areas. Eventually, Consent Decree management was assigned to a separate Consent Decree staff of approximately 20 people in the Regional Office, and at least 18 more at the Forest level.

PRE-FIREScope COORDINATION - 1970



# Point of Departure— FIREScope and a Brief History of Fire Management in Region 5

---

*F*or more than a century the Forest Service developed processes and policies to fight wildfires and protect the Nation's forests and rangelands. These procedures evolved through trial-and-error, incorporating science and human determination, to contain the destructive effects of widespread fires caused by nature and people. There were early efforts to use fire, by prescription, to remove excess fuels so that wildfires would not burn with such intensity to destroy all vegetation. Yet it would be massive changes in post-World War II America that would bring about a complex systems-approach to address large-scale human and natural disasters.

Catastrophic events often provide opportunities to revise the strategic approach to disasters such as fire, flood, landslides, earthquakes and terrorism. The Southern California fires of 1970 provided such an opening. Creative thinking by experienced fire researchers re-directed a narrowly defined fire research project into an integrated systems-driven approach to fire management for city, county, State and Federal fire agencies. The final design would provide the participating agencies with an Incident Command System capable of addressing all types of disasters.

This approach was a major point of departure when compared to the traditional Agency reviews of difficult fire years. The standard review process addressed performance improvements such as how much more equipment and personnel each agency would need to address future fires.

In 1971 there was recognition that the traditional review process was simply inadequate; a new direction was needed. The research proposal that emerged required every agency to adjust to a design that their representatives would help develop through a Research, Development and Application project called FIREScope (**F**irefighting **R**esources of **S**outhern **C**alifornia **O**rganized for **P**otential **E**mergencies).

The PSW Research Station and Region 5 served together at the forefront of designing and implementing this pioneer firefighting system, which eventually became the model for local, state, national and international emergency management. The new system with its Incident Command Teams, patterned after this California paradigm, has responded to hurricanes, earthquakes,



Original logo of FIREScope  
(Fire-fighting REsources of  
Southern California Organized  
for Potential Emergencies)

terrorist attacks, the Space Shuttle Challenger crash, the 1991 Oakland Hills Tunnel Fire, and many other human and natural disasters. Much of the credit for developing these new techniques and ideas emanated from the ingenuity of California's PSW Fire Researchers and personnel from Region 5, working with private contractors and the California Department of Forestry & Fire Protection (CDF), California Office of Emergency Services (OES) and the cooperating Southern California fire agencies of Los Angeles, Santa Barbara and Ventura Counties and Los Angeles City. The Southern California Watershed Fire Council also provided strong citizen support for the project.

We tell the FIREScope story first, as it was such a remarkable and enduring achievement. This section is followed with a history of fire suppression in Region 5 that sets the stage for the innovations that occurred in the 1970s.

## **Fire Agencies Overwhelmed**

During the 13 day period from September 22 to October 4, 1970, 17 major wildland fires driven by hot, dry winds burned a half million acres in Southern California, severely damaging valuable watershed and other resources, destroying nearly 700 structures and taking 16 lives. More than 97 percent of the fires starting in this period were extinguished promptly, but the 17 that escaped initial attack were catastrophic—beyond the capability of firefighting resources of arguably the largest and best equipped collection of fire agencies in the world.



Freeway collapse in Oakland, California resulting from 1989 Loma Prieta earthquake.

Cooperation between the Federal, State, County, and local fire services in this crisis was good. However, all agencies recognized that several problems significantly hampered their ability to closely support and assist each other. These problems included a lack of a centralized source from which to obtain accurate up-to-the-minute information and an inability to carry out centralized planning. This made it difficult, if not impossible to establish reasonable priorities for use of scarce fire suppression resources and to coordinate individual agency requests for aid. There also was considerable difficulty in establishing and maintaining communications between the various agency units on the firelines because of both the high volume of radio traffic and the many different radio frequencies. Confusion also existed because of a lack of consistency among the agencies in terminology, organization structure, and procedures.

In 1970, the Laguna Fire on the top of Mt. Laguna, a mountain range east of San Diego, after thirty hours had burned 120,000 acres—that's 4,000 acres an hour! Of course, it was heading toward lots of developed areas. The Forest Service did not have Mutual Aid Agreements with all the cooperators in San Diego. At that time there were about fifty fire departments in San Diego County. Because San Diego County would not accept structure responsibility as their responsibility they contracted with the California Department of Forestry & Fire Protection to provide structure protection. Anyway, our fire was moving down through heavy vegetation and all and heading toward Alpine, Pine Valley and different areas, and so we asked for mutual aid, and the dispatcher contacted everybody he could



---

contact in the county, and all of a sudden we found ourselves with great monstrous fire engines that didn't know what to do or where to go. So I met with the people that I thought were in charge of these folks and explained to them that I didn't want any of them taking one of those large engines head first into any of these back roads; I wanted them to back in. They said, "Well, that's going to take a long time." I said, "Yes, but that is better than taking a long time when you have to back out." So we had lots of discussions about what needed to be done, who was in charge, what authority do you have, what responsibilities do you have. Well I made a decision during the fire I said, "From this point forward, I want all resources directed toward the protection of life and property, and disregard perimeter control." They had never heard of anybody making that kind of a decision. I thought; "Well, I'm gonna hear about this." But, you know, I never heard a word.

*Myron Lee*

If I remember rightly, there were about 17 major fires; most of those were in the tens of thousands of acres, and over 700 total fires. They ended up burning half a million acres. Now, that's a lot of fire. And it quickly overwhelmed individual agencies. I mean, it doesn't take long for particularly the County fire departments, which have—they have resources they can call in from neighbors. But suddenly your neighbor has—I mean, L.A. County catches on fire, and they normally depend upon help from CDF and the Forest Service if they have problems in L.A. County. The Forest Service has quite a few resources, and so does CDF because they can pull them from all over the state. In fact, Forest Service can pull them from all over the country. But it's, "I need ten engines, and I need 14 crews tomorrow morning at five o'clock, and I need them up there." "Well, I'm sorry, because I have three major fires, myself, and I don't have ten engines or even three crews I can spare. We'll try and get some maybe, but it's going to take two days to get them or 24 hours to get them here." And that just happened sort of—a curve just went straight up with everybody having problems, everybody trying to get help from everybody else.

*Dick Chase*

---

## Solutions: Where Do We Go From Here?

In the aftermath of the 1970 blazes, everyone sought a solution to the chaos caused by the Southern California fires. Was more research needed? How could a Cooperative Agreement amongst such diverse agencies work? Where were their models to be drawn from? And the most important question was: who would pick up the tab to make all of this happen? Some far-sighted individuals stepped forward to identify the problems and then negotiated a path utilizing established agencies and creative funding opportunities to address the inevitable issues of leadership, sharing and distribution of resources, and safety.

At the Pacific Southwest Forest and Range Experiment Station (PSW) in Berkeley, simulation researchers Romain Mees, Jim Davis and Bob Irwin published articles based on their Fire Operational Characteristics Using Simulations (FOCUS) project. As a large-scale simulation model FOCUS utilized data on weather, fuels, topography, suppression forces, and transportation networks to answer non-realtime fire questions for fire development plans.

### FOCUS Project

In the immediate aftermath we went back in and we discussed the problem and generated some ideas about what to do, what could be done better, be sure we understood all the problems, and do we have the resources to do anything about it, even if we wanted to. And the answer basically to that last question was: No. The FOCUS project was still working on FOCUS and some of the fuels people were very much involved in trying to do an analysis of how fuels had burned and the technical side of fire behavior. They had a new huge base of information that they could go out and measure. But from the management side immediately after that, not a whole lot happened, because there wasn't much we could do. Life returned to normal. While I had some thoughts that we needed to do some things, that wasn't my place. What did happen though was a huge amount of attention focused on the fact that all this had happened, and a lot of study groups and things were called for. In 1971, the State of California convened a big interagency study of what went wrong and why it went wrong. There was no central focus to any organized look at what we needed to do.

*Dick Chase*

The money came (in 1971), it sort of appeared magically out of the blue. Congress just said, "Gosh, we think you people should have more money." No, it's not quite the way it happened. The efforts of the State

---

and Federal agencies I'm sure had some effect, but the real story of why Congress appropriated the money is that one of the major fires had burned the outskirts of the city of San Bernardino. At that time, the Aerospace Corporation, which was a major space corporation, received government contracts. Their headquarters building was on the outskirts of San Bernardino, where they had apparently had a fairly good seat to watch this fire and how it developed and how it was fought. Some of their officers who sat there thought, "You know, there's got to be a better way to fight a fire." They put together a lobbying effort and went to Washington, D.C., and out of their efforts came the congressional appropriation of \$900,000 a year. Word came through unofficial channels that the Aerospace Corporation was to get a major share of the contracts from it. The \$900,000 was to strengthen fire command and control systems research at Riverside, California, and Fort Collins, Colorado. Now, a House Subcommittee further recommended, "At Riverside, research will concentrate on developing advanced airborne fire intelligence methods for detecting and mapping fires, including real-time fire telemetry of information and display at a fire command and control center." This is what Aerospace wanted to work on.

*Dick Chase*

The hope I had was that the fire management systems research work unit, which was winding down on FOCUS, would be redirected into fire management. But it wasn't happening. Congress expressed interest in appropriating funds, but when it came it was specifically for hardware: airborne systems, infrared telemetry, weather telemetry and all the engineering kinds of things. Stan Hersch, the engineer that developed the Forest Service infrared mapping program, was put in charge. He got together with Aerospace Corporation people, who had lobbied for the appropriation. The program focus would be hardware and equipment development. Stan requested my assistance and I pointed out that unless the issues of organization, terminology, information, and communications, among others, were handled the hardware might be useless. He agreed and requested that I take care of those issues.

*Dick Chase*

I moved to Riverside to work on the FOCUS program. It was the very first computerized fire planning tool, and it was designed to assist the District Fire Management Officers and Forest Fire Management Officers in the best dispersion of their resources: where to put the air tankers, where to put the helicopters, how many engines to have, how many crews and that kind of thing. Researchers were going after all that computer stuff. We did manage to get some practical input

**The Ongoing  
Quest for New  
Solutions**

---

into that system with our advisory group, which included several National Forests across the country. Those guys and research in Washington, hung so many bells-and-whistles, like, “Well, we gotta have three different kinds of air tankers and three different kinds of helicopters, and they have to build line at different rates.” A guy by the name of Fred Bratton, a marvelous computer programmer, was doing the initial attack models and stuff, and it just drove him crazy with all these bells-and-whistles that they hung on it. When they finally closed the program it was so cumbersome that the Washington Office took it over and began using it as a financing tool for Regions, not for individual districts. So it never really got to serve the original intent of what it was all about, but it was a pretty good program until they got to hanging all the stuff on it.

*Bob Irwin*

In Riverside (from 1969 to 1971) they were trying to do what they couldn't do, and I kept trying to tell them that “this ain't gonna work.” They were developing an incredibly complex simulation model to be able to evaluate the effectiveness of various configurations of fire forces on the National Forest. You could run the (FOCUS) simulation model and it would evaluate how well it would work for initial attack and putting out fires before they escaped. They were developing it when I got there in '69. To be brutally honest, it was a great idea, it worked fairly well, but there was no way that the field could ever use it because of the requirements for quality information. The average field person on a Ranger District or a Forest faced with feeding that model would end up with more “by guess and by gosh” than accurate, timely data. The level of detail was too much. The information just was not available in a lot of cases. FOCUS was sort of slowly grinding to a halt through inertia, if nothing else, when we got into the infamous 1970 fire season.

*Dick Chase*

There was a Southern California fuels project that was doing research and trying to quantify fuel loadings focusing on Southern California. Their ability to do some things was a little bit constrained by the fact that the Forest Service had assigned fuels studies to the fire lab in Missoula. Sometimes when a project in Riverside would get going, Missoula would squeak and say, “You're treading on our toes. That's our job.” Of course, the people in California said, “The problem with fuels studies in Missoula is they don't think there's a fuel type that they can't see outside their own window.” There was also a prescribed burning project there doing research. The problem with prescribed fire in Southern California is that the window of opportunity is very narrow. So those forests were constantly getting pushed to do

---

prescribed burning, but the opportunity to safely do this is very limited, and their reach always far exceeded their grasp. You just looked at it, and you knew: They're never going to accomplish that. And they didn't.

*Dick Chase*

I wrote the first RD&A, Research Development and Application, program charter in the Forest Service, which was a new kind of research and development unit that had users involved and developers as well as scientists but was specifically targeted for products. The second RD&A program in the Forest Service was FIREScope, which was probably the better example of the two. I worked on FIREScope when I was a scientist at Missoula, and when I came back in 1975 as Assistant Director of Research in Riverside. I became one of the managers responsible to keep that thing funded and on track. From 1973 to 1975, I was the project rep in the Washington office, which involved a lot of work with Congress. It was a congressional direction to try to get processes and mechanisms in Southern California for the world's five biggest fire departments to work together on fires, simply stated. By "work together" we meant shared organization, shared technology, shared equipment, shared dispatching.

*Charlie Philpot*

## **FIREScope Idea Accepted**

As a result, the major agencies involved in fire protection for 16 million acres in Southern California agreed to cooperate in a Research and Development and Applications Program that would address the problems of the 1970 situation. Christened FIREScope (**F**ire-fighting **R**esources of **S**outhern **C**alifornia **O**rganized for **P**otential **E**mergencies), the program was initiated in 1972 under the direction of the Pacific Southwest Forest and Range Experiment Station (PSW), with formal participation in subsequent design work by the seven "partner" protection agencies. The agency Chiefs, while agreeing to explore solutions, had no idea, at this point in time, of the evolving, all-encompassing, systems approach that would require all to make major changes in the way they thought about fire organization, coordination of interagency actions and the allocation of suppression forces. Private contractors included Mission Research, Systems Development Corp. and Aerospace Corp. A somewhat unique feature of FIREScope is that it was approved as a Research, Development and Application Project.

The first thing I did (following my discussion with Stan Hersch) was to get Randy Van Gelder and Romaine Mees to join me (in 1971). We put out a couple of RFPs (Request for Proposals) for information management analysis. Systems Development Corporation (SDC)

---

and Mission Research (MR) responded. Bill Hanna (MR), and Terry Haney (SDC) did a lot of the initial analysis work defining how we might approach this complex multi-agency challenge. Stan and I requested Regional Forester Doug Leisz convene a meeting of the director of the California Department of Forestry & Fire Protection, the California Office of Emergency Services, and the chiefs of Ventura, Santa Barbara, Los Angeles Counties, and Los Angeles City Fire Departments. So we had that meeting and explained our plans for the RD&A (Research Development & Applications) program and said, "This is what we plan to do, and these are the kinds of thoughts we have." This is the first time that the subject was broached that we all do things differently, and if we're going to work together, we need to fix that. That was not well received. There was resistance. But they all agreed to proceed. One of the things that we laid out at that meeting was that we wanted each agency to provide a full time representative to work on this task force. The agencies responded with excellent people, who like to think "outside the box." They understood their individual agency's constraints and reluctances, and quite often they would say, "Alright, this is the way it needs to be so I can go back and sell it."

*Dick Chase*

I recall that we did have a lot of resistance from CDF to begin with, but that's where I think John Hastings, Mike Shorey and Joe Springer, who was the Deputy in Riverside helped. Without those people being involved in the development of the program, it probably never would have gone statewide. Because they were on board we could see it slowly develop and we were able to convince the rest of California that this was an important thing for us to be doing. I remember the L.A. City Chief standing up in a meeting and saying he was ready to pull out, and he didn't see the need for what we were talking about. I think that is when I told him that through this system, we were able to move more people from within state, and within the Forest Service Regions throughout the United States, we could mobilize more fire people than he'd ever seen. He didn't believe that to begin with, but I think he began learning there was more to this than just his small area of L.A. City.

*Richard Millar*

With the subsequent appropriation of funds, a Research, Development and Application Program was established at the Pacific Southwest Forest and Range Experiment Station's Forest Fire Laboratory, Riverside, California. The program charter was formally approved in March 1973. The original intent of the total program was to design, develop, and provide for the procurement and implementation. Funding for implementation would become available

---

in an orderly and timely manner as the program proceeded. However, such funding did not materialize within the five-year life of the R&D phase of the program. The research product was therefore defined in June 1976 to be a series of performance specifications covering recommended system functions for those subsystems where further development was not practical due to uncertainties of the time lag until implementation. Other funding would be needed to support Application (implementation).

The main program focus for '72, '73 and '74 was in command and control. A simulation mock-up was built of an operating command & control console with video displays, audio and flashing lights controlling five major incidents, keeping track of all resources, all fire behavior and risks. Fire projections, using non-existing models, demonstrated future spread. It was an impressive model; it was displayed to Congress. It included state-of-the-art telemetry for weather and infrared mapping. The product was a huge console; it required a van to move it. It had little practical application.

*Dick Chase*

## Designing The FIRESCOPE System

The recommended FIRESCOPE design is a total system that provides for the efficient integration of a number of related functions to significantly increase the effectiveness of Southern California fire protection agencies to singly and jointly deal with emergency situations. Accordingly, implementation of the total system is required for it to function as designed, and for the full measure of expected benefits to be realized. Partial implementation does **not** result in proportional partial benefits, for the whole is greater than the sum of the individual parts, as is true for most systems.



FIRESCOPE design meeting with multiple agencies represented

From the get-go, my goal was to make sure everybody understood what our goal was: We needed to come up with a system that everybody used. The problem, of course, is that we needed a common organization and nomenclature that we would all use. Well, one of the first things you hear from L.A. City is, “Well, what do you call the guy in charge of your fires, a Boss.” They consider a boss about the lowest kind of a critter there is, so they’re not going to have their Fire Chief in charge of a fire called the Fire Boss. It was fascinating, trying to devise a set of names, positional names that was okay with everybody. To do that you had to come up with a brand-new one so it didn’t belong to anybody. So nobody won.

*Dick Chase*

The contract was between Dick Chase and Aerospace Corporation, but Terry Haney became the facilitator for the task force. The very first thing they had to work on was the terminology. Do we call this guy the Fire God, the Fire Boss? What is it that we call him? At one of our (FIREScope) meetings for the 30th anniversary (celebration in 2001), Dick Barrows, who was the representative from the Office of Emergency Services, asked Terry, “Why the hell did you guys work on terminology when there was all this other stuff to do?” Terry said, “That’s the only thing we could agree on.”

*Bob Irwin*

Terminology was a tremendous problem. There was a documented situation where somebody wanted a tanker, and they wanted it fast, and they asked the dispatcher, “Get a tanker up here.” They were talking about an air tanker. Somehow, the “air” got left off of that in some transmission, and a tanker got dispatched, a 500-gallon water truck got dispatched. See, terminology between and among the agencies, particularly between the wildland agencies and the municipal agencies, is so tremendously different. Organizational structure. I don’t know, when I go on your fire in your area—I don’t know who you are, and I don’t know what your authority is. You may call yourselves something, but I have no idea what that means, and you don’t have any idea—when I call myself a Sector Boss, you have no idea what that means because you happened to spend your life fighting structural fires. You don’t even know what a sector is. Those kinds of things were very apparent.

*Dick Chase*

One of the bigger problems that we got into was the fact that the Forest Service had a red card system where we qualified our people. Their actual work assignment really didn’t have much to do with their fire organization, whereas in the other agencies, the Fire Chief or the Battalion Chief didn’t really pay any attention to their experience or background. So we did clash over this a number of times. It didn’t



---

really make any difference what your Ranger job or junior forester, Assistant Fire Control Officer—you had a red card rating, and you filled jobs based on what your experience was. When you got into one of those big operations, you ended up with all kinds of agency fire organizations.

*Richard Millar*

And how do you set up a system in which two, four or six agencies suddenly have needs beyond their own resources? How do we optimize the allocation of scarce resources? What do we need to know? What should the allocation be based on? Where do we get that information? Who makes those decisions? We looked at management issues and the political issues. Who can make those decisions at various levels? We worked with the task force on this but they didn't have many answers either. We got the task force to set up a mini coordination center and we equipped it with communications necessary for them to monitor the fire situation in most of Southern California. As they monitored the fires they carried out interagency coordination by suggesting who might have the needed resources. The next year we set up a more complex coordination center in Riverside for the fire season. We were testing what might be done at a multi-agency center. A record-keeping system was developed. There were large visual displays that were updated as fires developed.

*Dick Chase*

Through involvement with a "techno" committee of the National Fire Protection Association, I got to know one of the L.A. City Fire Department guys and learned a little bit about their inner workings. We had what we called the large-fire organization and the Municipal and the County Fire Departments in Southern California all had a platoon-shifting system and their own management systems and terminology. One day when everybody was around the table we got to the same position. The only way this is going to work is we just got to throw everything out, start a new language and new terminology.

*Bob Swinford*

There were two things going on. The first one was to develop a positional organization. The system we came up with got fire agencies involved in all sorts of things, so we wanted this system to be an all-incident management system. It should have the flexibility to deal with fires, earthquakes, floods, pestilence and we had people focus on that as we moved forward. Research gets no credit for that, but we did it. That was one of the underlying requirements for the ICS system; that it is an incident management organization. It just took a lot of meetings of that task force and then the members going back to their

---

agencies and coming back and saying, “Well, my Chief thinks this” or “He doesn’t like this” and “Okay, well, let’s talk about that and let’s hammer out—is it an absolute no?” Or “I don’t like that.” It took a while during the period, ’73 and ’74 before implementation started. When we get into—the implementation is another issue. We didn’t solve all the problems, but essentially the ICS framework was in place during the research phase. It wasn’t finely tuned, it wasn’t honed, and it had not been 100 percent adopted, but it was largely adopted.

*Dick Chase*

Governor Reagan, Regional Forester Doug Leisz and State Forester Lou Moran organized this firefighting resources group to study better ways to tactically use firefighting resources. The TUFF committee is what I called it. I served on the TUFF Committee with CDF Ranger Ray Banks, who was a really smart fellow, and he was the Chair. We came up with sort of an early-on, amateur version of the Incident Command System organization.

*Bob Irwin*

Van Gelder was the principal person involved in fire modeling and he actually did some neat stuff in building a model (in 1972) that would be able to forecast fire spread, perimeter increase on fire in Southern California fuels. We actually put (the model) on line, the year that the CDF and the Forest Service moved together, when we bought our first computer for FIREScope. It was a Hewlett-Packard, about as big as a refrigerator. We started doing the record keeping part. We built a computerized information system to keep track of resources, so as information flowed into MACS (Multi-Agency Coordination System), into the coordination center it was all kept track of on the computer. And it worked neat. The other thing we put up on it was a program that Randy (Van Gelder) developed called “Firecasting,” that if you put in the initial size of the fire and some local weather conditions, it would predict the spread of that fire at one-hour, two-hour, three-hour, four-hour—I think up to six hours, by hourly intervals. Just the perimeter, based upon the topography information you put in. It was all manual input. We didn’t have any databases to go by. But it worked, and people—as they called in fires, they would give that information, and the dispatcher could come back and say, “Well, this shows it’s going to be about 40 acres in an hour. Unfortunately, we in Riverside didn’t have a license to do fire modeling. Fire modeling was assigned to the Missoula Fire Lab. Much to the discredit of some people, Randy was actually ordered to stop the work on fire modeling and forward all his information to Missoula

*Dick Chase*

---

## Seven Partners Join the Research Project

In 1973 seven participating agencies initiated and, under direction of the PSW Station, hammered out the basics for FIRESCOPE. Within a year the new organization established a research and design plan with the goals to develop the Incident Command System (ICS) and the Multi-Agency Coordination System (MACS). The program instituted a new form of fire organization to combat fires whereby Forest Service researchers, independent contractors, and fire agency personnel developed a scheme to improve Southern California fire services and particularly the coordination on multi-jurisdictional fires and other emergencies.

The stated mission of the research design effort was to “make a quantum jump in the capability of Southern California wildfire protection agencies to effectively coordinate interagency actions and to allocate suppression forces in dynamic, multiple-fire situations.” In carrying out this design work fire agencies were encouraged to apply modern “space age” state-of-the-art technology agreed to by a consensus of partner agency inputs and therefore be responsive to their individual organizational, political and legal needs. Adding to the complexity of the program was the call to be cost effective while complementing the existing day-to-day operations and equipment of all participating partners.

As the system design proceeded, agency representatives together crafted a number of modules designed to put into limited operational use a program that included the Incident Command System, Operations Coordination Center (OCC), Infrared Telemetry System, Computerized Initial Attack Assessment Model and the Incident Command Post Mobile Communications Unit. Designers broke the system into the four general categories of Incident Command, General Intelligence, Planning and Support, and Communications. The Incident Command function addressed the on site management of a specific emergency, or incident, and facilitated the scope of suppression and rescue responsibilities of the fire services and effective and efficient use of resources. The General Intelligence, Planning and Support, and Communications functions directly supported the Incident Command function. In addition, at the regional level, they provided the capability for MACS to carry out both dynamic pre-emergency planning and coordination of emergency responses between agencies and incidents.

The design of the Incident Command function included a standard organizational structure for all procedures and common terminology required for inter-agency personnel to efficiently plan, coordinate and direct activities at a major fire or other event. The typical full ICS organizational structure

---

included a hierarchical personnel structure to oversee system management and command, operational planning, management and supervision of tactical field operations, logistical support of incident operations and fiscal accounting support for the operations.

Effective operation of the Incident Command System was dependent upon the availability of a number of supporting systems and related equipment. These systems included the general intelligence functions to predict the behavior and spread of fire and the ability to assess the effectiveness of alternative strategies and tactics. With this updated data, ICS personnel were to carry out their assigned tasks at the Incident Command Post (ICP) located at the scene of the incident. These base locations were supported with mobile communications and support trailers that provided ICS base personnel with appropriate workspaces and specialized equipment. The FIREScope system became, by both definition and function, an integration of participating individual agency personnel and equipment, collectively managed hardware, software, facilities and shared personnel required to perform the specialized system tasks. From the beginning most understood that the newly developed technology and software would have application outside of Southern California.

The end result, after the five-year Research and Development, was a system capable of maximizing effectiveness through state-of-the-art technology, establishment of performance standards, a system of sharing of resources, development of common terminology, commonality of training and compatible communication systems.

**Multi-agency  
Coordinating  
System**

MACS (Multi-agency Coordinating System) is the over-bridging system. Its function is to provide the intelligence and the information that will enable people to make appropriate decisions. This requires that somewhere there be an ability to maintain the status of virtually all-available resources, in all agencies, and maintain it in a near real-time way. The central repository keeps track of this kind of information in the multi-agency coordination system. It keeps track of it so that it can react in a timely fashion. Now, the reaction takes place through what's called the OCC, or the operations coordination center. This is where the people are. The OCC is where actual decision makers make real-time decisions on how to allocate scarce resources; i.e., fire engines, crews, ambulances, highway patrol people, sheriffs, doctors.

*Dick Chase*



Multi-Agency Coordination System (MACS) at Riverside, California during a fire seige (circa 2006)

The third year (1973), we pulled off what I consider to be the ultimate coup for MACS (Multi-agency Coordinating System). Up until this point, CDF had its regional dispatch office in their offices in Riverside, and the Forest Service had their South Zone Regional Dispatch, which coordinated all of the dispatches in Southern California forests, in the San Bernardino National Forest. And so they're twenty miles apart, and talked to each other occasionally by telephone. The third year the two agencies were prevailed upon to co-locate their dispatch offices. The Forest Service agreed to move South Zone into the same building as the CDF Regional Dispatch Office in Riverside. They operated side-by-side for a year, each doing their own thing, and they could actually even talk to each other since they were in the same room. They finally saw that wasn't such a bad idea, and actually—I forget whether it was the next year or the year after that, they actually coordinated the dispatch and had one set of dispatchers. *Dick Chase*

The one other kind of a lucky star that was shining down on us all the time was the fact that the Office of Emergency Services—Dick Barrows was the Fire and Rescue Chief for the Office of Emergency Services—was a staunch believer in the master Mutual Aid Agreement that almost every fire service in California had become a signatory to. That made the OES a real prime candidate to manage a fire system that was supposed to improve fire coordination. *Bob Irwin*

---

Some of the things that we were working on in Research did not get as developed as far as others because somebody said, “I’m not sure about that” or “My boss says they’re not sure about that.” So we tended to go where we could and leave things half done or three-quarters done or nine-tenths done. Implementation is where those were picked up, cleaned up and finalized. But essentially this structure, the overall concept was developed within the Research framework and, I don’t know, 90 percent, 85 percent completed. There were still some issues that needed to be dealt with and politically charged, in some cases, and others just individually charged. So when it became time for us to leave the scene, which basically was—well, officially it was ’78.

*Dick Chase*

One of the problems with a program like that in the Forest Service is keeping it funded because it’s perceived as a threat to other programs nationally. In fact, it’s a serious problem in most federal bureaucracies. It is very hard to get funding directed towards high-priority items if there is a hint it might take away from somebody else. A most serious problem in terms of R&D.

*Charlie Philpot*

## **Task Force Operations**

For the task force members this was a full-time job. They were assigned and actually worked in Riverside. The operations people like myself met almost once a month in Southern California to resolve some of the things that the task force was coming up with, because each agency would argue that theirs was the best and they didn’t want to change. The L.A. City Fire Chief, thinking that his organization was better, changed as we finally convinced him that that had to be. Because of our wanting to develop something that was going to work for everybody, we just learned that we all had to make some changes. We had to accept some changes; they had to accept some changes and work through that. We finally were able to work that out. Bob Irwin, who became the Program Manager in 1975, worked very closely with the task force group. They ironed out a lot of these problems, and we were able to work by taking the task force member back to their agency and say, “Here’s some of the things we’re developing, and we’re going to have to make some changes, and you’re going to have to learn to accept these changes.” The task force was very instrumental in developing this program.

*Richard Millar*

In the task force or the working groups, where all the different programs were developed, I know there was a lot of major disagreement and struggles there because people came from different agencies, and

---

they all had a different procedure, so there was a lot of discussion, I'm sure. I was never part of that development; but after discussion everything would work out. Every agency had to give a little. Nobody had exactly the right answer. But there were some major disagreements on structure of the organization and terminology, but it all worked out because people recognized that this was going to be a good product, and everybody wanted that, so it just took a little while, but we'd finally come to agreement. And most of us knew each other. So it worked out really well, really well. There were some great people in all those agencies. So you just sit there and argue your point. Pretty soon, you'd come to an agreement. Everybody had to give some.

*Lynn Biddison*

Dick Montague was Forest Fire Management Officer on the Angeles. We had already decided, through the decision process, that the Angeles, part of Ventura County, part of L.A. County, L.A. City, and I think part of the San Bernardino Forest would be in a thing we called the "core area" for testing. And everybody had to be in line, and lined up. They had a big checklist about what had to be happening before we said, "Okay, this is an ICS test fire." Montague ran that marvelously. They had problems. A lot of the problems were skips or misses in the way the organization was put together and should be communicating one to the other. Those things all got taken in on evaluation sheets, and then the task force went to work and corrected those over time. We had strong support from the Watershed Fire Council of Southern California, the National Association of State Foresters and the National Wildfire Coordinating Group in exporting the system to the nation.

*Bob Irwin*

I became a FIREScope task force member in 1971 right behind Rowdy James who had retired. There were five of us; L.A. County, L.A. City, CDF (Calif. Division of Forestry), Ventura County and the Forest Service. What we did on that task force was the nuts and bolts of the whole thing. Each of us, familiar with our own large fire organization, thought theirs was the best! FIREScope was all about bringing the agencies to common terminology, common large fire organization and common training with a systems approach. The computer age had begun for many of us. It was tough to reach agreement on a common set of standards. Task force membership became a nearly full-time commitment.

*Jerry Berry*



Fire operations center using MACS.

#### **FIRESCOPE Task Force**

I became more intimately involved on the San Bernardino because everybody then was starting to see what was happening with FIRESCOPE and the ICS system. They formed a task force, a FIRESCOPE task force, housed in Riverside, at the Fire Lab. Bob Irwin was the leader of that program. They had a task force, Interagency Task Force, from L.A. County, L.A. City, Forest Service, CDF, and our rep was my Deputy on the San Bernardino. I supported him going as the task force member to help with the implementation of the FIRESCOPE program. Chuck Mills came in after (Deputy Forest Supervisor) Kimball retired. I told Irwin, "I'd like to have Chuck Mills on the task force." So we were intimately involved in the FIRESCOPE program on the San Bernardino, and I supported it all the way. Then we started converting our teams from the old fire organization to ICS teams. I think I was the second or third team to be converted to ICS. I think Gene Kimball was number one. His team was converted, trained, and then somebody would shoulder behind their team and learn ICS, and then we kept doing that till all the teams in California were qualified under ICS, because we had made the decision after the experience on the Angeles that we're going to start going 100 percent ICS, from start to finish. *George Roby*

An important element of the FIRESCOPE project was the synergy, spirit, and energy of Terry Haney and the Task Force. The original eight members, and some that followed, began their work at point zero. Their only guides were the goals of the project and their own agency experience. The early meetings



---

saw members come in their department uniforms. Much formality and much defense of their agency system. Program goals were vague at the start. Time, and the slow, grinding work broke down barriers. Trust and accomplishment developed to the point that the Task Force began to feel some real power in their organization. And they began to realize they were building something greater than any single agency. Twenty of the 22 members that served during the eight year implementation period went on to higher positions in their agencies. Two became Chiefs of their departments. They never lost the “high” that came with the group’s accomplishment.

Originally it was funded, the first five years, on a research appropriation. Then, as it started to develop, I believe the State and Private funds of the Forest Service paid for it as well as Region 5 paid for the upgrading and the training and CDF put dollars into it. But then the other participating agencies assigned a cadre of task group members and they gave you in-kind talent. Everybody contributed. I’m not trying to imply that—it’s just that the federal funds—and it was a federally mandated project—we got extra money from congress, and our regular operations money, to push the program. I would say generally each one of the board of directors from the seven departments got together and said, “We need to do this.” How we do it—and each—getting down to the details—then there was conflict. They ironed out their difficulties. Then they had the next level, which was more or less the operations managers, the fire chiefs of the agencies. Then you had the board of directors, which were the political fire chiefs. And each level had its own disagreements, but they all had an agreement to agree, and I think that was the best thing. That was our motto: We agree to agree, but we’re going to fight getting there, okay? *Dick Montague*

## **Can We Make It Work?**

In 1978 Bob Irwin created the FIRESCOPE Decisions Teams and Specialist Group Charters for the FIRESCOPE Implementation program. This defined agency responsibilities for implementation of the Program. It defined the role for OES for day-to-day input and maintenance. A decision-making concept provided a “command” level, an “operations” level and a “staff or specialist” level, each with defined roles. It recognized that the implementation of FIRESCOPE involves many autonomous agencies, each with its own policies, funding differences and other specific abilities and limitations. To bring all of these agencies together into a coordinated and effective association, it was necessary to have an efficient system for information processing and decision-making, working in concert with a Program Manager primarily involved with the planning and direction of implementation.



FIREScope experimental mobile communications unit

We're out of (the FIREScope Research) business in 1978. And it was up to the implementation people to deal with the final cleanup of the systems that we had developed to that point and getting agreement to implement the systems developed. We built a computerized information system to keep track of resources, so as information flowed into MACS it was all kept track of by computer, Randy had developed a program called Firecasting that would predict the fire spread based on the topography and vegetation data you entered. We were ordered to remove the Firecasting program from the computer as fire modeling was assigned to the Missoula Fire Lab. The program remained, as the computer belonged to the interagency group.

*Dick Chase*

**Application  
phase**

Bob Irwin was brought in as Program Manager to handle the Application phase and to facilitate his task, which was a horrendous one. He made some organizational changes. He formed the chief operating officers of the agencies into a board of directors and charged them with the responsibility for moving the project along. He reconstituted the task force as a technical team. He started to hold people's feet to the fire. "You've committed—do you want to do this? Well we gotta do this and we need a decision." So he had a year or so of just decision meetings, one after another, saying, "Okay, if we're going to move ahead, we need this decision." And through that process Bob brought the final ICS and MACS concepts into full operational status. So the ICS was formally adopted and the MACS with OCC (Operations Coordinating Center) was accepted. In 1978-79 they

---

had operations going on fires. And ICS was up and running. The other daunting task that Bob had was the development of training materials for all of these systems. He did a yeoman's job of farming it out and producing the lesson plans and training manuals necessary for personnel. FIREScope is the first application of a systems process to problem solving in the fire services.

*Dick Chase*

When I came on as Program Manager I had no idea how huge this thing was going to get. The Fire Chiefs were the advisory committee authorizing how funds were to be spent and signing off on policies. It wasn't at all clear that they recognized they were going to be the implementers. It was going to be their responsibility to put the various parts into an operating system that they would adopt and use. There was a lot of frustration over how we were going to accomplish the fine-tuning and operational testing. There was a lot of resistance to what I thought needed to be done. I kept holding up my hands and saying, "Hey, guys, I surrender. I surrender. What do you want to do?" That led to my writing the decision document. The Board had some hesitation in signing off on this because it clearly placed the responsibility for implementation on the agencies with the program manager as a facilitator. OES would become the keeper of adopted systems elements. We could now move ahead.

*Bob Irwin*

Mapping was a key product, and we had some trouble with that because Michael Renslow, the Region 5 cartographer assigned to me, came up with a good system of identifying even down to a ten-acre block, where the fire was, where everybody could tell, or you could dispatch air tankers to that, on an azimuth, from whatever base they were. But the map packages were horrendous, and there was a legitimate resistance on the part of the firemen in the fire engine and certainly in the air tankers. They didn't want to pack that big sack of maps around. And so, for a long time, the mapping products were not really adequately utilized. With the advent today of computer mapping systems that can get you to your girlfriend's address in Azusa those issues are pretty much taken care of.

*Bob Irwin*

In 1976 I went to the FIREScope program and began working with six agencies. We took all the things that the seven agencies were doing and figured out how we could come out with a common way that we would have one operating system. Every one of the six other agencies had a very effective operating system. When you put all of these together it was chaos, because we talked differently, we responded in a different way, we were different with our training and we fought

---

fires differently. And the problems were how do we get a system, this massive, integrated into large organizations in a sort time period?

*Chuck Mills*

**Communications  
technology**

Prior to FIREScope sometimes a guy would loan his handy talkie radio so the different agencies could communicate during emergencies. We desperately wanted to fix that huge communication problem during the FIREScope program. Our budget guy, Arnie Masoner, offered to put together a whole Frequency-Sharing Agreement that would allow us to give mobile radios to one another, not just the handsets. Charlie Columbo, CDF's Communication Officer, and Arnie put together a Frequency Sharing Agreement. And then along came John Warren, the Research Communication Specialist from Missoula Fire Lab who proposed to put out a test contract to see if any supplier would offer us multi-channel radios. A small outfit called Wolfsberg got the first contract offering us a 12 channel, programmable radio. This was a real breakthrough in communications.

*Bob Irwin*



Design team meeting to discuss FIREScope Project

There were training sessions all the time. Some people spent a tremendous amount of time—really did impact their regular work—in learning one of these courses you had to have experience operating the system. It was a major, major impact on a lot of people's time. Paid off.

*Lynn Biddison*

The Training Officer that worked for me—Robert “Bob” Hall—had spent the majority of the last few years that I was still working trying to get on top of all of the lesson plans that needed to be completed, and then they had to be distributed and made available to agencies;

---

qualified instructors had to be found, and that was a big stumbling block. We finally made a proposal to the Washington Office that we wanted to use the Incident Command System on all wildland fires in California that the Forest Service was directly involved in. We were hopeful that we could bring CDF along on the effort, but trying to keep people functional in two systems, moving back and forth between wildland fires in the north and south just wasn't going to work. So we made the proposal, and part of it was the safety aspects of trying to maintain currency in two systems.

We felt by then we had enough trained people to function in the Incident Command System statewide. We made the proposal to the Washington Office, and I remember a telephone call with Tom Nelson, who was the then-Deputy Chief. Tom, we understood, had a personal resistance to FIREScope, and he felt that it was something that was going to be confined to California and never going to see the light of day for the rest of the nation. In a telephone conversation, why, we were explaining our rationale, he said, "Well, if that's true, then your incident commanders in California shouldn't go out of California and fight wildland fires in Idaho and Montana and other regions. They'll just have to stay home and fight fire." This prompted Regional Forester Doug Leisz to visit with Chief McGuire and obtain a commitment for servicewide application working through the State Foresters and the National Association of Fire Services. *Ken Clark*

While I was in Washington, (D.C.) three members of the Regional FIREScope group came back to make a presentation as to whether it would be accepted nationally; three of the decision makers were already there and had been part of the FIREScope program.

*Dick Montague*

I was the director of the National Advanced Resource Training Center at Marana for five years. We did a lot of fire training there for the FIREScope program. The toughest course was the I-520 course. You had to pass that course to be on a Type 1 Team. It was a three-week long course. You either passed or failed the I-520 course. We had trainees from various regions, states and agencies. There were usually a few folks who failed to pass. And so I would discuss with them why they failed, and what they might do to come back to Marana another time. I had grown men break out in tears and sobbing when they were told they had failed to pass. Sometimes it was obvious a person had been pushed for the wrong job. This was the hardest job I had at Marana. I did it based on knowing this was the highest training course, these are the people we're certifying as the best to be on an Incident Command

**Implementation  
of FIREScope**

---

team. Folks failing the course should not be placed in the position of running incident command teams where fire fighter safety was at stake. We certified only those who passed the course. *Dick Henry*

Now I see there are more and more people working together, so the Incident Command or FIREScope program was probably the only way that they could have accomplished this. One of the things that allowed us to do the things we did was that the government gave us money to set up a command center for the upcoming Republican National Convention, so we had money to buy the equipment and set this system up. We were very fortunate to have that. We worked together for years after that. It was extremely good for us, and good for the other people, the cities, and fire districts. *Myron Lee*

It was a fun time to be on the Los Padres Forest as Forest Supervisor with a tremendous staff and Rangers. Many activities involved working with cooperators. Once again, I was involved with Forest Service and California Department of Forestry and Fire Protection efforts to coordinate fire activities, including the need to provide personnel and funding for the Research Fire Lab program at Riverside. FIREScope was one of the major activities; the research work was rapidly moving to the implementation phase. The ICS (Incident Command System) really changed the way we managed fires and made for smooth interagency operations, instead of each agency doing things their way. We had great support from the Southern California Watershed Fire Council. That citizens group had excellent contact with the Southern California Congressional delegation. Probably the ICS, that started right here in Southern California, had more impacts nationally and we were instrumental in getting that started. It is now used by FEMA (Federal Emergency Management Agency) and most fire agencies throughout the United States. *Al West*

During a major bust in 1979, we had 13, 14, 15 fires going on at the same time under Santa Ana conditions. A fellow by the name of Ron King was Operations Chief for Los Angeles County, and Ron and some of the other Operations Chiefs were out at the Operations Coordination Center. I put them in a Beech aircraft, the whole bunch of them, and flew them over all the fires. They got over this fire on the Angeles, and they knew—Dick Millar was in there somewhere, and he knew that the Angeles was hurting for engines, and when they flew over there, down there was twenty or thirty L.A. County red fire engines parked. And Ron had been one of the resisters: “I don’t want to change. I’m happy with the way things are going.” He got on the

---

radio, and he chewed those guys out down there. He said, “What the hell are you doing down there sitting on your butt? Get up the hill. Get those engines up to the Angeles.” That kind of thing is what brought the group together.

*Bob Irwin*

It was around '78, '79—there had been huge fires in Southern California, and vendors had complained to Senator Alan Cranston that they weren't getting a fair share of the huge amount of money being spent on fire procurement, so he said, “Go check it out.” We went out to Southern California forests and looked at all the procurement on fires that they had had and came back and recommended what had been my wish for many years, a way to identify people who can go on fires and purchase supplies. People who do not have a red card position because it's not in fire camp. We actually got approval in Region 5 to have buying unit teams, which consisted of at least three people: a contracting officer and then two purchasing agents. That was our recommendation, and we actually got the region to go for it. It wouldn't go national yet, but Region 5 approved it. I designed and conducted the first training session for them, and we got together a process.

*Linda Nunes*

One of the key parts of that was that all of the urban fire departments used the badge or the number of bugles on their shirts to determine the position that that person would hold on the fire. It certainly wasn't like the Forest Service, with red card qualifications.

The CDF had a quasi-Forest Service system at the time and there were some tremendous problems in resistance, organizational resistance from the people in the urban fire departments, who didn't like the fact that they didn't really have the qualifications that some of the people working below them did. Because the system was going to be modeled on the highest levels of performance that we could manage to get from anywhere, from anybody. That was part of the commitment of the Task Force and Terry Haney had to mother that process to start with, with the task force. Those guys, after working with Terry for a year, they'd “get shot” for Terry if they had to, because he's such a wonderful guy. They could see that they were going to make some changes in the way the world turned if they went through with this ICS idea and the Multi-Agency Coordination System (MACS). What the agencies did was to say, “Okay, until we really get this organization started and oiled and operating on an operational basis, we will accept what you say this guy's qualifications are.” In other words, at first there weren't the qualification requirements in place that there are today. And that's the only way it could have worked.

*Bob Irwin*



Vehicles from multiple agencies at a large fire

The interrelationship of technologies included in the FIRESCOPE design included remote sensing and the USFS, and USGS mapping effort. There was also the University of California at Santa Barbara process that I've forgotten about. All of that had direct field application for vegetative data and terrain data. The people that were responsible for doing fire weather predictions were not satisfied with the accuracy of the Department of Defense terrain data. Some were off by fifty feet, and they said they were only off by three and that kind of thing. The field use of current data with weather stations was supposed to blend into wind models, and the wind models never got finished during my time. Hazardous materials programs, incident records, cost accounting, the mapping stuff. That's just one example of the complexity of all of those things.

*Bob Irwin*

Around this same time (1976), the interdisciplinary teams were growing and fire was more and more going off on its own tangent. Under the large-fire organization—and I think we all knew everybody's job—I was told that the very first day I reported down on the Stanislaus was that everybody's job was to fight fire. I took the basic ICS course in 1975 and I was one of the first people or one of the



---

guinea pigs, if you will, for the course that was going on. I think when people had to have, quote-unquote, “this specialized training” it was assumed you knew how to set up a fire camp, all those kinds of things.

Under ICS, all of a sudden you had to have all this training, and people reacted pretty negatively to that for quite a while, but then they saw that ICS is really just the large-fire organization with a few different names. We went from a Fire Chief to an Incident Commander. We went from a Log Chief to a Logistics Section Chief. I mean, it was just names. But a lot of people perceived that those names carried a lot more responsibility and a lot more training, and they did. You had to go through some training to get there. I think the Incident Command System was accepted in the Region very well after people got the training. It took a while for everybody to get trained up in the Region in basic ICS, and then it took a while to figure out who could be grandfathered and who couldn't. But I think the biggest impact I saw wasn't so much from ICS being implemented, as it was the “ologists” coming in, who did not have that work ethic and who did not understand or feel the need to go out and fight fire. That wasn't their job. “They weren't hired to fight fire.” *Alice Forbes*

ICS training

I was Assistant Director for Fire Suppression. I spent more time flying back and forth to Boise, where the operations would be, and any time there was a major bust, then I'd have to fly to Boise to meet with the BLM Director there and the Park Service Directors and set priorities for the nation, because the large helicopters—maybe we had four of them. Every fire wanted one. So we'd have to say: Well, priorities—life and properties first, and then wilderness values that can't be replaced or maybe other priorities. So we would sit there and move crews back and forth across the nation. We had funding processes so we could move crews from Florida and Pennsylvania out to Boise and stand by, waiting for a fire in the West, or we could take people to—the fire season on the East Coast and the Southeast was earlier, or in Alaska was early, and we'd move crews around. So it was setting national priorities, setting national manual requirements, and then I think you have to say it's more of a leadership role, convincing people that these are appropriate techniques and concepts and training on a national level for fire managers, incident commanders, resource officers.

*Dick Montague*

---

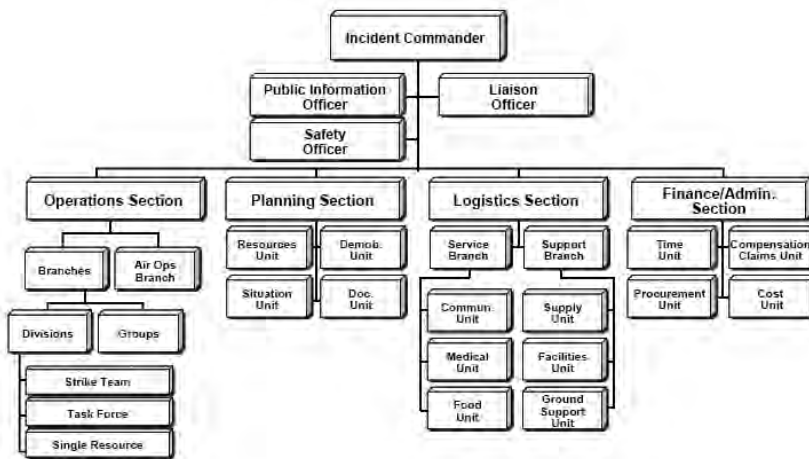
The momentum was there after Vice-President Walter F. Mondale came out to the 1980 fires, and he was just blown away with the effectiveness of the Operations Coordination Center. After he was there, we had some Army officers; real honest-to-God Army, not Reserve or National Guard but Army colonels came out to see how this operation was working. Mike Shearer was there, talking about MACS, and Arnie was there, talking about communications and stuff like that—all four of those colonels sided up to me and said, “Okay, this is very nice, but who’s really in charge?” And every one of them said that same thing. See, they could not believe that a process, that everybody agreed to, was working.

*Bob Irwin*

Probably one of the toughest issues we had was expanding the Incident Command System over the whole State of California. But we were running two Incident Command Teams in Southern California, and they were rotating on a fire, and if we brought somebody else in, they didn’t run it in the Incident Command System; they would go back to the large-fire organization. If we ran a fire in Northern California, it was the large-fire organization, and we might be using people from the Incident Command Teams in different capacities as fire overhead at a fire in Northern California. They had to step into the old system. So we were asking our people to be familiar with both systems and be able to function in both systems. It was difficult for people to juggle the two systems.

*Ken Clark*

The five-year research phase ended in 1978 with limited field-testing and full-fledged successful usage on several wildland and urban interface fire incidents for more than two years. Field applications resulted in adjusting the operating elements to smooth out the design rough spots. In 1980 the successful ICS system was adopted by the California Department of Forestry and Fire Protection, the Governor’s Office of Emergency Services (OES), partner agencies and endorsed by the State Board of Fire Services. By 1981 FIRESCOPE elements (ICS, MACS) were in use throughout Southern California and training sessions began for many fire personnel, including federal, state, county and city fire agencies. In 1983 U. S. Forest Service Region 5 approved FIRESCOPE for the entire Region and the system was proposed for the National Wildfire Coordinating Group to consider for nationwide application. Permanency for the OES as the official keeper of the FIRESCOPE System came in 1988 when California State Senator Bill Campbell championed SB 27 (The FIRESCOPE Act) through the California legislature. This dynamic nationwide program continues to serve the needs of California, the United States and many countries worldwide.



Organizational chart for the Incident Command System (ICS)

## Exporting The System

It's demonstrated over and over again that it stands up, and it stands up when it's most important, and that's when everything goes to pot, as in 1970, when you would otherwise have chaos. You now have people reacting because they're trained to react in a very specific way, and they do their job. They know what their job is, they know what everybody else's job is, and everybody works together, regardless of where they come from. You can now have somebody who's trained in ICS from the smallest Podunk volunteer fire department, if you will, go work right alongside somebody from the most sophisticated metropolitan department, and they both know their job and they work together. They use the same terminology, they use the same procedures, and they know what they're supposed to do and what somebody is supposed to be doing for them.

*Dick Chase*

I remember there was a lot of resistance to the FIRESCOPE system by other regions and within Region 5 in Northern California. They weren't too happy with that because it was a damned Southern California program. And when it was wrapped up, then I remember John Chaffin, who was a deputy regional forester for State & Private Forestry. We had the job of taking the program to Washington, to the chief and staff, to get the formal blessing to implement it service wide. Took a while, though. A good part of the resistance, at least in other regions, was just because it was a Region 5 program. That was the big stumbling block, there was resistance in Region 5, because it was

---

so different in approach, but it was one of the best things from a fire standpoint that has happened. California has forever been the model for cooperation between agencies. *Lynn Biddison*

It can respond to any kind of disaster. Of course, it's been modified somewhat to accept the other disaster agencies, but you have to have training in order for that system to be effective. The Forest Service was asked by NASA to respond to the Columbia (Space Shuttle) disaster and did an incredible job using ICS, working through the Texas Forest Service, organizing overnight to begin recovering thousands of pieces from the Columbia spaceship. Today, my understanding is that ICS has been exported internationally for both fire and other emergencies. On a 1991 trip to China I just happened to meet a person in a hotel from a fire department in Virginia. He was there helping train the Chinese in ICS and he had no idea that ICS was born out of FIRESCOPE.

*Doug Leisz*



An example of ICS use in a search-and-rescue operation.

I did the Mono County Plan when they got the scare about the eruption at Mammoth Lake, so I did a Caldera Response Plan, all based on ICS and coordinated with OES. I had to fight other guys in the OES to get that ICS idea approved, but I got it approved by twenty-one agencies involved in the Mono County response. I got write-offs on every one of those guys. Then I started doing work for the City of Fresno, the City of Portland. I went up to Alaska for their Department of Defense, who was running civil defense for them. Got them all squared away on ICS. I probably worked about half time on that through the years. *Bob Irwin*

---

The President of the Dominican (Republic) called me into his palace for a 15 minute talk (in 1982). Two hours later, we were still in his office. I drew out an ICS organizational plan because that was their primary problem: They had two or three agencies working and none of them would talk to each other. So I drew out the Incident Command System on a piece of scratch paper. I said, "If we had had this in place, we would have saved acres and we would have saved money, and we would have been in better control of our people." He looked at that, and he said, "Mr. Roby"—spoke perfect English—"that's the way we fight war." I said, "Exactly. The Incident Command System, the large-fire organization all came out of military organizations." Well, anyway, he said, "Will you come back and train my people?" I said, "Well, you got to get that clearance through the Chief of the Forest Service." So I'll be darned, he went through AID (Agency for International Development), and the Chief calls me into his office and says, "Is it possible to do such a thing?" And I said, "Yes, it's possible." "But there's a lot of Spanish-speaking countries down there that could use the same help." I said, "How about maybe bringing them up and instead of us going down there, let's train them up here." So we trained 22 Spanish-speaking countries the first year. So that was one of my big jobs.

*George Roby*

I was detailed from the Forest Service to the Office of Foreign Disaster Assistance and detailed to the Agency for International Development to help them develop international protocols using ICS to overcome the difficulties experienced in our response to the Mexico City earthquake. I stayed for three years helping them develop an operating system, job descriptions, protocols, command center operations, field operations including the development of response teams. During that period I worked a lot with the United Nations, developing ICS protocols for the on site Operations Coordinating Center, which is common with the MACS.

*Chuck Mills*

International  
use of ICS

California firefighters created a model for communications and operations that could be applicable in any disaster. Forest Service incident commanders shared their expertise with emergency management personnel around the world. Mexico City had a major earthquake in September 1985, and we sent a team down to them. In fact, we sent some helicopters and some support personnel. Actually, the person who was running the disaster coordination was the United States Ambassador to Mexico, and that's whom folks were reporting to. He had no concept of how to organize and deal with recovery and rescue and fire suppression and looting and all the things that were



ICS training in Mussoorie, Uttarakhand, India

taking place in a major disaster. Our team that went down there said, “Hey, we’ve got an organization here called the Incident Command System. We bet you can use this and you can certainly translate it into Spanish and make it usable.” They made an emergency adaptation of the Incident Command System in a foreign country for a disaster, and it worked quite well and probably saved some lives. *Ken Clark*

In 1987 I helped design the response plan for Kern County. It’s an interagency response, and it didn’t matter whose engine got there first and what overhead arrived. Kern County has some 440-uniformed fire people and over 100 have Incident Fire Qualification Cards. The interagency cooperation was great. When I became an Incident Commander I had a number of Kern County people on my key command, general staff positions because I knew what quality people they were. *Scott Vail*

It’s an interesting thing to think about, because here’s a project that remarkably is still ongoing today. FIREScope is still housed with OES in Sacramento. A lot of the efforts today have to do with handling terrorist situations, but the development of a systems approach led to restructuring our response, the Agency’s responses to all emergencies, but it changed the policies, operational policies for the Forest Service, and brought a lot of new hardware into the picture. It changed the organizational structure, training, qualifications, job titles, and it went

---

on for about five years before the Washington Office, finally recognized that here was a project that was going to change the entire structure of not only in the Forest Service but in fire agencies throughout the country. They hadn't really thought of it in that comprehensive form, even through the six and seven years of development. *Doug Leisz*

I think the historical record of FIREScope shortchanges Research tremendously, because if you read a lot of the documents that are available today, we're not even mentioned except maybe, perhaps as the funding came through Research. But I want to give the research effort—not myself—but I want to give Research the credit for what we, as an organization, were able to do in making a fair change in the culture of fire management, first in Southern California and then as the implementation phase went along, I can say worldwide.

*Dick Chase*

(I was asked,) "Can you come down to the Angeles Forest as an Ops Chief (in 1992), because we're going to put together a program for recovery from the (Rodney King) riots." The White House wants an employment program—go hire six hundred people and put them to work. And they need to be trained in safety, driver training, use of tools and so forth. The Ranger wanted to use the ICS organization. It didn't exactly fit and so I called various people with special skills and we brainstormed on how to train five or six hundred people we are getting off the streets of L.A. So we organized a training division, and they developed training modules. We had a supervision group and racial diversity in the crew bosses. We formed some fire crews, put them through the step test and put them in a thirty-two hour training program. Using the systems approach to organizing, we made it work.

*Scott Vail*

In 1988, as a management team, we went to a fire in Region 6. The forest had elected to go in a Unified Management Team with a Department of Natural Resources team with our Region 5 National Incident Team. Their idea was to unify everybody and so, when everyone is equal, it didn't work. If they wanted some kind of position, they just made one up. Anyway that's just one of those things where people claim they are an ICS, but they weren't, because there was no unity of command. They didn't have an ICS trained team. I had the experience in 2002 to go again to R6. They had completely changed so that we just worked really well together.

*Scott Vail*

It's been expanded now because we have thirty years of FIREScope. The agencies today include Los Angeles County, Sacramento City,

---

Santa Barbara County, Los Angeles City, Kern County, Office of Emergency Services Fire and Rescue Branch, Vista Fire Department for the local, small fire departments, California Department of Forestry, and the State Fire Marshal, National Park Service, Stanislaus County, Orange County, Ventura County, Livermore and Fire Department for the small fire departments, Grass Valley Fire Department, Santa Clara County, and U.S. Forest Service and BLM. I think the edict was necessary to speed up the process. I really want to give credit to the Aerospace Corp. and the other contractors, all of whom were used to pull different functions together and make things work.

*Dick Montague*

FIRESCOPE is an amazing accomplishment when one considers the Herculean tasks required to develop common language, policies, operational procedures and training standards. Prior to FIRESCOPE each had their own organization and practices firmly established. They all had to learn to trust while sharing power, overcoming political differences and adopting a new systems approach.



---

## **A Brief History of Fire Management in Region 5**

### **(Introduction and contextual material excerpted from *Fire in the Forest* by Robert Cermak)**

From the beginnings of the Forest Service, all employees participated in fighting fires. An individual's advancement in the outfit was often linked to his (or her) reputation as a successful firefighter. In the first half of the 20th Century, staff at all levels of the Service battled fires with the help of ordinary citizens in a militaristic boots-on-the-ground approach designed to extinguish fire and preserve timber and watershed resources. But even with advances in science and equipment this man-versus-nature approach was not enough. Throughout the 20th Century, firefighters and those living at the edges of the forests repeatedly found themselves in the defensive mode of responding to catastrophic blazes. As a result, for most of the century, fire policies and philosophies continually adapted and evolved in the quest for the most efficient and effective means to fight fire.

Since the turn of the 20th Century Californians acted to protect the Golden State's vast forested areas and watersheds that were utilized by timber, mining, and agricultural industries to feed the growing state and national economy. As early as January 1901, California legislators passed State Senate Resolution #6 to introduce a forestry component to the protection of watersheds. Policymakers in the Department of Interior followed this up in 1902 with a manual on administrative procedures and policies that emphasized a compromised concern for the protection of timber and watersheds beneficial to both the American economy and citizenry.

Understandably, timber and mining companies, that accessed the forests and watersheds, benefited greatly from healthy forests and watersheds and pushed for governmental policies to underwrite firefighters to preserve their vested interest. At the same time, tax revenues from the commercial harvesting of National Forests supported State and local educational programs. Thus, organizations like the National Lumber Manufacturers Association and the California Miners Association felt justified to ask Congress for appropriations to establish fire patrols to protect their assets as national resources capable of funding future programs for the common good. Much was at stake considering that by 1904 California Forest Reserves topped 11 million acres.

California was not the only State worried about forest protection. Subsequently, this national concern resulted in the Congress of the United

---

States founding the U.S. Forest Service on July 1, 1905. This congressional commitment to forest conservation operated on an absolute faith in scientific evidence to build technical competence that would be managed by a professional organization. To meet this goal, the newly established Service immediately set out to protect National Forests from the avarice of big business and the ravages of massive forest fires. Funding for the new organization opened up in 1905 when the US Attorney General ruled that the USDA had the right to charge businesses for the use and occupancy of nationally reserved lands. That same year a letter from Secretary of Agriculture Wilson to Gifford Pinchot instructed that management of the Forest Reserves and the day-to-day operation of forests be left mainly in the hands of local officers. This move essentially decentralized most Forest Service operations by delegating authority to the lowest possible field level. Most foresters immediately developed a commitment to fighting fire as a means to fulfill their stewardship responsibilities.

National forest administrators addressed this obligation in July of 1905 with the publication of the first *Use Book* that outlined regulations and gave instructions to make fire control a primary objective for the Service. The *Use Book* evolved into the multivolume loose-leaf encyclopedia of procedures that is still in use today. The commitment to fight fire was reconfirmed in 1908 when the Chief Forester's Report noted that National Forests needed "protection against fire and trespass." That same year the Forest Service instituted professional standards for fighting fires.

Even with this commitment Californians, who valued the forests, were worried about the state's lack of roads, sparsely placed lookouts stations used for early detection, and the limited number of experienced fire fighters in forest leadership positions. Timber companies responded to these fears by creating their own firebreaks, staffing private fire patrols and telephone service, and assembling caches of fire fighting tools on their properties. Eventually, formal governmental support came in May of 1908 from an Agricultural Appropriations Bill that funded fire fighting and provided assistance for fire planning and cooperation between state and federal agencies. In 1910 California citizen and business concerns pressured state legislators to underwrite new wilderness access roads with an \$18 million bond intended to supplement the California Department of Highways Act of 1897. All in all, these moves pleased timber businesses and they in turn applauded the Forest Service for their assistance in timber sales and continued support for forest health and safety that increased the value of both public and private forest holdings.

---

In the late 19th and early 20th Centuries, dramatic and costly fires burned millions of acres of timber, killed thousands of people, and depleted timber necessary for a growing economy and an expanding population. But it would be the Big Blow-Up of 1910 that forced an absolute national commitment to combat fire in the first half of the twentieth century. That year an extremely dry weather pattern in the western United States resulted in the burning of over three million acres of forests and the deaths of more than eighty fire fighters. Consequently, governmental treasuries paid out over one million dollars to combat the two hundred and thirty-eight fires. In an angry response to the disaster, District Forester Coert DuBois told Forest Supervisors: "Unless we can handle fire on the forests entrusted to our care, we cannot practice forestry. It's time we got war-like."

Federal legislators, responding to the disaster, passed the 1911 Weeks Act that provided for cooperative agreements with State Foresters and initiated the establishment of a fledgling fire research program. Section 2 of the Act authorized firefighting matching funds for states that met the federal guidelines and standards for fire fighting and forest protection. Once appropriations were in place, the Service began building a system of lookout houses and contracted with the Army Air Corps for aerial spotting of fires. Fire fighting innovators turned to new tools like the McLeod (a wide hoe blade on one side with rake on the other side), backpack pumps, and light plows. Foresters simultaneously made use of advances in science and began using predictive weather reports and light fire (controlled burn) tactics to reduce volatile fuels in forests. Key to the new progressive policies were arguments for a more professional fire fighting force and a serious review of the old tradition of using "pickup" labor.

In Region 5 District, Forester DuBois published an eight-page booklet called *Fire Protection Plans*. He outlined a planning strategy based on reviews of past fire scenarios, and proposed expanded hazard education, increased patrol efficiency, and the use of standardized, updated maps. Most importantly, *Fire Protection Plans* outlined a plan for fast initial attacks on fires with a reorganized Forest Service workforce modeled after the U.S. Army system of communication and supply. In a later 95-page monograph, *Systematic Fire Protection in the California Forest*, DuBois set the benchmarks for future regional firefighting, budgeting, interagency cooperation, firebreak creation, brush removal, use of motorized vehicles, firefighter training, and accountability standards. A key Southern California approach came in 1918 when regional leaders agreed upon a series of cooperative agreements for watershed protection.

---

The decade of the 1920s brought more fires as well as policy changes designed to achieve even greater efficiency and effectiveness. By this time, most foresters realized that the dry Mediterranean climate, Santa Ana winds, and volatile vegetation of Southern California presented special problems in firefighting and yearned for a policy other than fighting fires until the weather changed. They addressed the problems at a November 1921 National Conference on Fire Control at Mather Field in Sacramento. Over 95 papers (covering 68 topics) tackled issues of administration, personnel, research and planning, and fire detection, prevention, and suppression. Participants left the conference with new policies and standards and a revitalized fervor to combat fire. Additional support came with the Compulsory Patrol Act of 1923 whereby private forest land owners were forced to provide adequate fire patrols.

But this was not enough according to Stuart B. Show, California Regional Forester, and Edward I. Kotok, researcher. In their 1926 report *Forest Fires in California 1911-1920: An Analytical Study*, Show and Kotok promoted speedy initial attacks to catch “fires when they are small,” and recruitment of “technicals” or trained leadership supported by generalists and new technology. The forest community took heed of their study and began experimenting with tractors for firebreaks, training of fire crews, tanker trucks, and continued use of aerial surveillance.

The concept of cooperative fire fighting became strong in the southern parts of California. To this end, California’s southland leadership sponsored an October 1923 Fire Protection Conference that established a cooperative agreement with the National Forests of the Angeles, Cleveland, Santa Barbara and the City/County of Los Angeles. Further support came from County Farm Agents, local chambers of commerce, watershed associations, and conservation groups. Most importantly, these groups understood the need for public support and political clout to expand and fund their efforts.

Notwithstanding these new directions, the fires and problems continued throughout the decade of the ‘20s. Again, the United States Congress provided support with the passage of the 1924 Clarke-McNary Act that motivated states to set standards for firefighting and equipment by rewarding them with additional grants-in-aid. With the availability of new funding foresters scrutinized the large fire organization approach for ways to improve management and fire readiness. Regretably, the southern California agencies initially failed to qualify for these funds. But a 1925 congressional extension of the Clarke-McNary bill opened opportunities to the southland

---

by including non-navigable stream watershed lands. Los Angeles County quickly took the lead and was joined in 1929 with newly established fire departments in Kern, Ventura, and Santa Barbara counties.

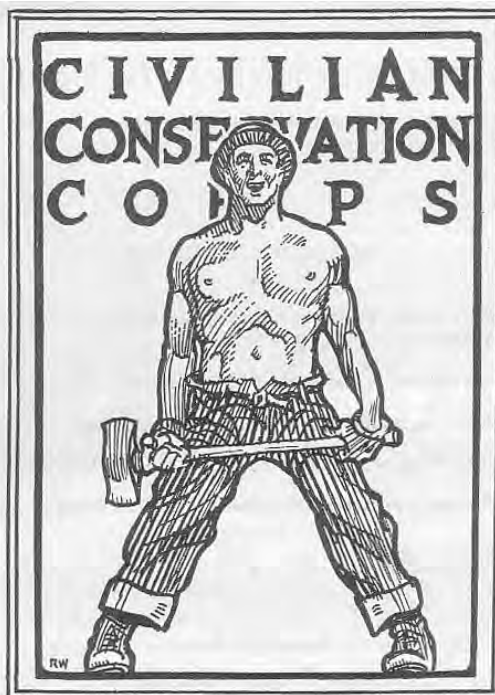
Additional support came in 1928 with the passage of the McSweeney-McNary Research Act that helped fund new fire research based on European models. It seemed that the forests of Europe were not experiencing the same degree of fire destruction as North American forests. Chief Forester William B. Greeley believed in and committed the Service to following the European scientific model when he wrote, "firefighting is a matter of scientific management just as much as silviculture or range improvement."

The Great Depression of the 1930s brought a whole new set of challenges and policies to forestry and firefighting. As local, state, and federal revenues dwindled, the Forest Service reduced the firefighting workforce and cut the wages of remaining workers. Many feared that this loss of personnel would reduce the Service's ability to fight fire. Again, it would be a disastrous fire that forced the hand of those in charge. In 1932 the Matilija fire burned almost 220,000 acres of the Santa Barbara National Forest at a cost of \$120,000. Amazingly, no one died in the fire due to well-trained crews and great leadership. Still, the disaster frightened citizens and businesses, and subsequently forced government officials to address the issue of a

vastly reduced workforce.

In 1932, in an attempt to refill the Service's ranks, California legislators created State Labor Camps for unemployed workers. In return the unemployed laborers provided fire prevention duties in exchange for room and board. A lack of funds quickly killed the program.

Luckily, at that time President Franklin D. Roosevelt's 1933 Civilian Conservation Corps (CCC) stepped in to provide prevention and firefighting services. California quickly



---

filled 141 CCC camps with unemployed young workers who worked with local experienced men (LEMS) to fight fires. Over the next few years as the number of camps shrank to a low of 36 the State sought to stabilize the remaining program with State Emergency Relief Administration (SERA) funds. With or without necessary resources, Forest Service staff at all levels battled fire with determination and camaraderie.

Here's the way it was prior to the days of air tankers, helicopters, and smokejumpers. First, lots of hard work, using hand tools, using fire as a tool, using bulldozers, turning dirt over, throwing dirt with shovels, using water out of streams and hose lays, piling up burning material to make it burn up quicker, removing unburned fuel, building fire lines. It was tough, hard work, and it really was a demanding job, but I will say that in those days we were quite successful, mainly because of quick detection because of lookouts, and very aggressive initial action by the fire crews and anybody else who happened to be available in the office to dispatch to fires.

*Bob Gray*

When I first went into the Forest Service, if a fire started, you jumped in and put it out, no matter what it was going to do or where it was going to go.

*Jim James*

I got a job down at Sacramento Canyon and they put me up on a ridge top. I had no telephone. I had no radio. My job was to watch for fire down below, along the railroad track and the highway, and my job if I saw a fire, was to go down and put it out and then go to a service station and call them and tell them what I'd done. They gave me a Sibley stove and I shot jackrabbits for food. My next job was the patrol job. They gave me a pickup. It was a Model A Ford with pack pumps alongside. It was the best job I ever had. I patrolled the highway from Dunsmuir to Mt. Shasta.

*Gail Baker*

In the middle of August we got a thunderstorm that came through, and I was able to spot some fires. One of them was right near the lookout. Finally the dispatcher said, "Go down there and see if you can put it out." That was about dark. So I wandered down there with my Pulaski, shovel, and flashlight. I worked most of the night. I had a pair of boots that I had paid fifty bucks for, ordinary Levi jeans, cotton khaki type shirt, because that's what they wanted. I also had a felt hat and gloves. The only reason I had gloves was because I thought maybe I'd be involved with some kind of barbed wire or something at some point or another, or handling a lot of rock or something.

*Ed Grosch*



A typical crew, picked up in local community, on the way to a fire

The reason we hit fires hard is that you wanted to keep them as small as possible. We'd knock them down just like we were killing a bunch of multi-headed dragons. There was a lot of competition between fire crews. The first man on the crew would always try to get the fire out and down, so that the next tank truck, or the next crew coming in, you could always say, "Where have you been? We got it out; you might as well go home."

*Bruce Barron*

#### Fire militia

Everybody suddenly became equal; you were working toward a single objective. It was good for forest morale. It was good for the forest. It made our people more understanding of what was going on. It made our people much closer.

*Mike Howlett*

Fire obviously was a major issue in Region 5, simply because every year is a bad fire season in Region 5, and we've always had the potential for large, catastrophic fires. One of the consequences is that my generation of foresters and other people in the organization, we all had fire jobs. I spent the bulk of my field career in timber, and whether it was on the Stanislaus or the Plumas or the Tahoe, I played an active role in fire. I always had fire assignments, both on-forest and off-forest. But by and large, in Northern California there was a relatively small permanent fire organization and the rest was made up with seasonals. It was pretty noticeable that you could have a significant fire on a forest and the forest wouldn't have to go off-forest for help. The organization was there. We had K-V (brush removal) crews and blister (rust eradication)

---

crews, and engineering crews that were quickly integrated into the fire organization to provide the manpower. Logging crews were readily available and the dozers and tractors off of logging operations were readily available. So an individual forest had tremendous capability to deal with local fires.

*George Leonard*

I was a young hoodlum, referred to in the newspaper in San Diego as “a long-haired guttersnipe.” I didn’t like school and I wouldn’t stay home. So my stepmother and I went to the County Courthouse in downtown San Diego and met Judge Turntine. Well, we had a fairly serious discussion and he said, “How would you like to go to Mt. Woodson?” I said, “What’s Mt. Woodson?” And he said, “It’s a forestry camp.” I said, “What do they do?” He said, “Oh, they plant trees and build trails and fight fire, things like that.” I said, “Fine,” so off I went to Mt. Woodson. After I arrived at Mt. Woodson, I learned Mt. Woodson was the only juvenile detention facility in San Diego County and I learned that all of the kids there, except me, were sentenced there. I stayed there for eleven and a half months because it was actually the best life I’d ever had. I loved it. The gentleman I worked for most of the time was an Assistant Ranger for the California Division of Forestry “Slim” Carlson, and Slim explained to me one day that he was not going to raise me the rest of my life and that he was going to get me a job and I was going to take it and I was going to do what I was told. So I said, “Okay.” So I went to work for the California Division of Forestry. I worked as a firefighter at Dulzura, Lyons Valley and La Mesa, and enjoyed the work. As soon as I was eighteen years old, I went to work for the Forest Service on Palomar Mountain, on the Cleveland National Forest.

*Myron Lee*

## **New Strategies**

The 1930s brought new strategies that codified the commitment to quick on-the-ground firefighting. Foresters Show and Kotok released technical bulletin #209 which emphasized the necessity for fast and hard attacks and “Hour Control.” This led in 1935 to the “10am” policy requiring that all fires should be contained and controlled by 10am following the day that it was reported. This compelled the Service to amass large numbers of firefighters for immediate deployment on initial attacks. The pressure to complete this task was eased as the combined forces of the Forest Service were supplemented with thousands of Civilian Conservation Corps (CCC) workers who manned lookout towers and fought fire on the ground. By 1940 these numbers were complemented with the newly deployed smoke jumpers and new technology and equipment. Pump trucks, modern communication



---

(telephone and radio), tractors, chemicals, and aerial reconnaissance and supply quickly became the norm, and successful programs were exported outside of the region.

When I came into the Forest Service, the CCC was still active and they were the main fire force. I was put on a lookout as my first job, because there were no jobs on fire crews in those days for Forest Service people. Then in 1942, they hired young people to work in the fire crews. All levels of the Forest Service seemed to be pretty well concerned about fire suppression.

*Scollay Parker*

In the 1930s I spent about six months on the AID project in Chile. I went down there to show them how to fight fire and how to organize patrols throughout the country. Went to twenty-nine different locations in Chile and set up these patrols with a couple of officers in each station, and then most all the other work was volunteers. They would ring a signal when they had a need, and all the people would come in, and the United States furnished them with a Jeep and firefighting tools. It was a very successful program, the AID program down there, organizing patrols, and we stopped the fires.

*Gail Baker*

They were all firemen when the fire whistle blew.

*Bob Gray*

I think that before we had a professional fire organization, we were a much closer unit. Everybody in the forest was part of it, and part of the team. It gave people a better understanding of what was going on out in the field, and what was happening. That got everybody together.

*Mike Howlett*

Everybody was expected to be out there. That was an interesting part of fire—when you did have fire, you had some experienced overhead, for sure, in the Forest Service, but you relied very heavily on the ranchers of the valley, or you relied on the loggers who were in the area. You had this backbone and nucleus of Forest Service people, but you relied on others to help you with the fire suppression: “Bring your tractor, bring whatever it is, and let us get the fire out.”

*Bob Smart*

I refer to the militia as those people that weren’t part of the regular fire force, but were available whenever we needed them, and we used them when we got fire weather. They went out on patrol, or opening of hunting season, or if we broke a fire, they came out and either worked on the fire line or worked in the fire camp on various activities.

*Scollay Parker*

---

When I was in the Chief's Office in Fire Management, we changed Fire Control to Fire Management. He intended a significant change in that we would manage rather than control. So from there on, that sort of changed the direction with fire management people. *Don Smith*

## **Enlisting "The Outfit" in World War II**

The "outfit" served the war effort by protecting timber and watershed resources. During World War II, the army listed 800 uses and the navy listed 400 uses for wood products in wartime logistics including, but not limited to, uses in packing, supports for tents, plane propellers, ship hulls, and rifle stocks. As a result, public relations campaigns reminded citizens that America could not afford to lose timber to fire and in 1942, the War Advertising Council sponsored ads like "Careless Matches Aid the Axis." Disney Studios designed fire prevention posters featuring their new animated character, Bambi, and the Forest Service began its long relationship with Smokey Bear.

But unlike the Great Depression, the war effort diminished the ranks of the Service as the 1939 draft tapped over 800,000 men. This in turn increased the need to mechanize firefighting and to reach out to nontraditional forest employees including women ("Shasta Susies"), prison inmates, high school students, and conscientious objectors ("conchies"). Eventually, the Department of Defense defined forest jobs as fighting posts, and qualified many male forest employees for deferment from military service. Despite the ruling the Service still needed workers and to ease the labor shortage, new guidelines from the Office of Civil Defense allowed women to become truck drivers, camp cooks, dispatchers, and lookouts.

Japanese wartime leadership understood the valuable America forest resources and targeted California with unmanned 70 foot hydrogen-filled balloons designed to cross the jet streams and drop incendiary bombs on West Coast forests. The Service's lookout system was employed in spotting these balloons and also served as part of the Aircraft Warning Service (AWS) to spot enemy aircraft.

I was a Ranger when the Japanese attacked the United States with fire balloons. We didn't tell people about it, but they would send over these balloons with an incendiary device on them, and come over to the United States and drop all these fires. The idea was to set the country on fire. But it didn't work out very well. One of them came down near Lakeview and a group went to check it out. It had blown up and killed a schoolteacher and a bunch of students. That's the only one that caused any trouble. *Gail Baker*

---

Bill Mendenhall came up and said “I don’t know whether you know or not, but the Army is going to build a firing range and a lot of other stuff right at the edge of the forest on your district. I want you to build a fire break.” We built the firebreak, got it going, and then the Army moved in. The agreement was they were not to fire any tracer bullets in this firing range. They had all kinds of secretive stuff. They invited guests from all the cities around to attend the opening of the firing range and the obstacle course. I said, “Now, remember, no tracer bullets.” “Oh, no, we can’t fire without tracer bullets.” I said, “Well, you signed this agreement that you wouldn’t.” “Well, who’s the Forest Service and what do they amount to?” So I went back and called Bill, and Bill said, “I’ll send the Assistant Supervisor over and you go down and talk to this guy.” I talked to him on the phone. He was a colonel. Bill Peterson, the assistant supervisor, came down and said, “Let’s go down and talk to this guy.” We got down there, and he said to the Colonel, “We’re very glad to have the opportunity to talk to you about this. Now, the District Ranger, Harry Grace, will tell you what it’s all about.” Finally the Colonel said, “Okay, we won’t,” and they didn’t. They were very good about it.

*Harry Grace*

## **Peace, Prosperity, and an Increasing Demand for Timber**

In the two decades following World War II and into the early Cold War era, America’s use of timber resources grew exponentially. Fueled by a flourishing national economy, the post-war building boom of homes and businesses escalated concerns about the protection of forests. Fears of “mass fire” damage in a nuclear era led in 1948 to establishment of standardization of firefighting training and a new Division of Fire Research with three fire research laboratories. The one constant for the Forest Service was the practice of decisive “initial attacks” to extinguish forest fires. But now Foresters had to continue the 10am policy without the assistance of CCC workers. In order to make up for the loss of these workers, new practices were put into place.

Since the early ‘50s or even before that, the Forest Service had what we called a fire qualifications card. It was a red card, and it says: You can only perform these functions on a fire. Other agencies didn’t have it. So in the earlier days, the pre-1970 days, if you had a large fire, the Regional Office or the Forest Supervisor’s Dispatch Office would pull together the list of red-carded people and call you up in the middle of the night and say you report someplace at this position.

*Dick Montague*

---

How did we fight fires? We most certainly didn't have chainsaws. It was all hand work. It was brush hooks, Pulaskis and shovels, and McClouds. We didn't start using chainsaws on fires until the late '50s. Back in the early days, we had a few chainsaws around, but they were big two-man Titans. Then they started making the smaller saws, and they still wouldn't let us use them on firelines. They were dangerous in the early days.

*Charlie Caldwell*

In the '50s, we had what we called the *Fireline Handbook*. We all carried it in our hip pockets, and it gave us safety issues to consider, it gave us type of equipment, it gave fire behavior calculations—in other words, if you have somebody estimate the open line, how fast could a bulldozer build line on a certain slope and size of bulldozer, how fast could a Type 1 crew build it, how fast could a Type 2 crew build it.

*Dick Montague*

Before Bill Mendenhall was called back to Washington he named me Acting Ranger. When the fire came, about a week later, I figured, well, this'll be another little 15,000 acres or less. It didn't, it went in all directions. It burned into an old 1919 burn, which Bill had been Fire Boss on. He called me from Washington to tell me about it. I knew about it because I had a copy of the fire report right in front of me, where it burned. We brought in a lot of Indians from Arizona and New Mexico, and a lot of guys from a lot of other places. The man that saved me on that fire was Don Dollar, my Chief-of-Staff. He took over, and he sat in an office at the Experiment Station with a blackboard with all the stuff that was going on, and a couple of telephones. When we finally ended up he couldn't speak, he was so hoarse.

When I went back to Washington in 1956, to accept a Superior Service Award. Mack McArdle was the Chief of the Forest Service. He stuck his hand out and said, "It's always good to shake the hand of the man who first spent a million dollars on a fire." I had a hard time living that down.

*Harry Grace*

Much like an army at war, the Forest Service faced logistical challenges when it came to providing supplies for men engaged in the battle to save timber resources and protect watersheds. New strategies included the use of aircraft for reconnaissance and supply drops. Aircraft were now utilized to deliver supplies for firefighters, water, fire retardant, and smoke jumpers to the heart of the fire.

Further government support for fire protection, to counteract the loss of feet on the ground, materialized in the early 1950s as over \$200 million dollars worth of World War II military surplus equipment, including numerous air

---

tankers, became available. This new equipment led to Operation Firestop with its all-out modern technology to hitting fires fast and hard. The operation included aerial water bombing of fires with retired U.S. Navy TBM torpedo bombers. Meanwhile, the Service expanded its ranks with large numbers of professional scientists and skilled workers, newly mustered out of the armed forces, or recently graduated from GI Bill funded college programs.

The first organized study of air tankers was performed at Willows. I flew contract the first year for Charlie Jensen. He had a sign that said “First in Forestry” because he claimed that the first water and retardant dropping operation off an old “Jenny” (Curtiss JN-4 aircraft) and Stearmans (PT-17) happened there. But my experience in the tanker business started in 1957. We had an airplane at Montague (Central Valley) and we flew that for a percentage, and kept chiseling time in it. Anyway, we flew on any smoke: California Division of Forestry, private, state, private, federal. Didn’t make any difference. When somebody reported a fire, they launched us. Now, in those days we weren’t sitting around an airport. I was holding down a job and they’d get a hold of me and then I’d head for the airport and jump in the airplane, take my dispatch instructions from somebody standing right there, and head out and fly. That was before radios, so I ended up putting a backpack underneath the seat of the airplane, with an antenna where I could talk to everybody on the Forest, and I flew that way until the Airnet radio came out. My first flight was with a leather helmet.

*William Frost*

#### Early air tankers



Practice run with early air tanker

---

It was awful hard to get enough daylight to drop supplies to us, so much of the time we'd go without food. When they could they dropped the tools. We had to walk into fire and we took a shovel and a Pulaski tool. We'd have a crew and divide them up — one guy would carry a shovel and one guy would carry a Pulaski. One time we walked eighteen miles into the Gnome Creek Fire and they had to drop down food and supplies to us. We had no beds and slept on the rocks and got C-Rations.

*Gail Baker*

I remember years ago, when they were dropping supplies to an engineering crew, and they only figured they could only get one drop in because of the weather. They said, "What do you want?" And the engineering crew said, "Steaks." So they dropped (wooden) stakes.

*Dick Pomeroy*

In '62 I came to the Service Center and I flew down here and talked to Hank about going to work for the government, and he put me on the payroll right then, and then he sent me back to Montague, and that was my duty station for the next summer with a T-34 (Beechcraft T-34 Mentor), and we ended up with a B-17 and two F7Fs (Grumman F7F Tigercat). The Forest Service kept checking me out in whatever they had so I flew everything that they had. I did whatever work was necessary to do with those airplanes. When there was a fire, we flew lead plane and we dropped smoke jumpers and did cargo and transport work with the Douglas DC-3, and in the Curtiss C-46 Commando.

*William Frost*

With firefighting serving as key part of the Forest Service's mission, research into new techniques increased as a means to supplement traditional trial and error strategies to prevent and fight fire. Whatever strategy was chosen most employees continued to be part of the firefighting team.

I think the thrill and the excitement of being involved in fire suppression was probably my biggest interest, but then as I developed in my career, fire prevention took on a very strong emphasis, with the idea that we can't always just keep putting them out, we got to start preventing them. I think about in my mid-career, as a District Ranger, I started working at fire prevention techniques and concepts. How can we live and survive in a wildland fire environment? We just continue to burn homes.

*Dick Montague*

The fire staff guy insisted that anybody that wanted to be in camp had to be qualified on the line. I volunteered to go out there and run the cache when we had a major fire. We were there full time with

---

somebody, moving crews in, busloads of firefighters and all sorts of goods—food and equipment and stuff, and loading it, getting it loaded up and putting it on the right truck and that sort of thing. *Phil Hirl*

I remember a fire when Ken Skoggan, who was the Forest Supervisor, told me that he couldn't be everywhere at once, and the CDF was the managing agency on one of the large fires. Hardly any of their folks were familiar with that country. He told me, "You're my representative on this fire, and you've got all the authority and he said that, the BLM "has told me the same thing that the Modoc folks need to handle this because they've got their hands full elsewhere." That evening, I was in a plans meeting in the CDF fire camp at the Willow Creek Station out of Adin, and there was a hell of a debate going on about how to distribute the forces and that sort of thing. I stood around and listened to that for quite while. This debate was going full swing, and it sounded like they were just going to try to thinly distribute their people clear around the fire, and they didn't really have much line that was holding. So I stood up and got pretty assertive, and said I was the Forest Service and those were predominantly National Forest acres out there, and I thought that was not a very smart strategy, and started explaining how the country laid and the types of vegetation and that their priority was to hold the north side of that fire and minimize the timbered acres and let the south edge move into the BLM where there was nothing but sagebrush, juniper and lava rock. Finally the CDF commander, says, "You know, I think that makes a fair amount of sense. Let's do it." *George Harper*

From 1955 through 1966, new firefighting policies began to change old protocols and increased the need to train workers to use new firefighting tools and techniques. As a result Hotshot crews evolved as an elite group of highly trained wildland firefighters to respond to the largest and highest-priority fires. Within the fire organization, Hotshots were the most disciplined, highly-trained, and most physically fit of all suppression resources. On a large fire, they were typically assigned to the most difficult tasks. Armed with Pulaskis, chain saws, fusees, drip-torches, shovels, pumps, and engines, the Hotshot crews lived with primitive field assignments. Vehicles called buggies, crummies, or simply boxes carried them along with personal gear, tools, and everything else necessary to make the crew self-sufficient for several days. These crews quickly became a first line of defense against forest fires.

---

They hired a lot of college kids for Hotshots in those days. I had one year of community college by that time, and I remember just thinking this was the greatest job in the world, making \$1.81 an hour. According to standby differential we had to be at camp fifteen hours a day and you got paid for eight. This meant we started at seven or eight in the morning and you slept and ate in camp, which they deducted for. You were on a 25 percent of \$1.81. The one day that all of us were on was Sundays and that was a training day, but other than that, you did project work on the Ranger District. If you went on a fire, say it was five or six o'clock in the afternoon, you were off of your standard pay, but you were still on 25 percent differential, so you got 25 percent of \$1.81 until ten o'clock at night. Then from ten o'clock 'til midnight, you made your regular wage. They'd start the new 15 hour day at midnight. So there wasn't any time and a half overtime. *Bob Swinford*

#### Hotshots

The Hotshot crew was not reestablished until 1967 and that's when I started the Redding Hotshot program. I had been a smokejumper for two years prior to that, in the detail program, spent 1966 as a Squad Leader in the smokejumper program, and I got the job as a Hotshot Superintendent. They said, "Okay, you've got so many days to hire twenty foresters to start this program." That was a challenge. The program was actually set up to take people that showed some kind of potential as a leader in fire management to come to the program, get six months of intensified training plus function as a Hotshot crew. That continued until I retired in 1986. I did most of the training myself because I didn't have the outside resources to use and I had to write my own lesson plans and teach everything. *Charlie Caldwell*

## Seasonal Challenges of California Firefighting

The 1960s were a decade of unrest and self-examination for the Forest Service as well as the nation at large. As the new science of ecology emerged, citizens, politicians, and new environmentalists contested the very premise of forest conservation. After the publication of Rachel Carson's *Silent Spring* (1962), many people questioned the routine use of pesticides and herbicides in agriculture and forestry. For California, the problem was exacerbated by the addition of 13 million new people, 7,000 new manufacturing plants, and tracts of homes that all expanded the urban boundaries. New citizens crowded the State's recreational areas, and agribusinesses expanded; blurring the boundary between cities, farms, highways and wilderness. This new "urban interface" made forest fires even more dangerous and potentially costly. Complicating the issue was the insatiable need of



---

agriculture, business, and citizens for water. California's new Water Plan included new aqueducts and 376 new reservoirs, intensifying the need for watershed protection. This new strain on the environment forced both the National and State governments to initiate a series of acts designed to simultaneously expand resources to accommodate urban sprawl while at the same time protecting air and water quality.

The Cold War brought about an increasing distrust of the military-industrial complex and forced a shift in the way Americans approached the environment, big business, and big government. This also marked the beginning of an era of major ideological shifts for the Outfit. New Forest Service scientists, hoping to institute a multiple-use ideology, vied for power and control of limited budgetary funds. At the same time most business and government organizations were centralizing their operations.

As always local, state, and federal agencies and governments had to learn to cooperate in order to fight large scale fires. This was easier said than done as evolving jurisdictional, environmental, and political ideological struggles challenged the old approaches to firefighting. Despite these challenges, throughout the decade of the 1960s few changes occurred in fire fighting policies. Even with new science and equipment, expanded cooperative agreements, and revitalized Hotshot crews, every Forest Service employee continued to have a role in the initial attack on forest fires. As always, promotion-minded foresters saw firefighting as a way to make their mark.

In the Mediterranean climate of Southern California, with its hot and dry summers, fire danger in the Elfin forests became more important than ever. Traditionally, summer and fall fires, pushed by Santa Ana winds, threatened watersheds and consumed a good portion of the state's fire fighting resources. The urgency of fire prevention and fire fighting in the southland increased as the region exploded with people, businesses, houses, and recreational areas. Southern California became a poster-child for the new urban interface. Swift-moving fires could wreak havoc in short order and old policies of managing a burn until the winds died down proved inadequate. Citizens, businesses, and politicians pressured local, state and federal agencies to increase prevention measures and upgrade fire fighting techniques and policies. As always, a major catastrophe proved to be the impetus for change.

The saying in Region 5 is, "We'll see everybody down in Southern California for Thanksgiving," and all the years I was there, that was true. I remember spending the last week in October and first week

of November on a series of fires down there in Southern California that were just absolutely incredible. We had every politician, of course, down there getting face time. Issues about air tankers and press—there's a public perception that if airplanes aren't in the air, nobody's fighting the fire, which to me always seemed to be kind of upsetting to the people on the ground that were cutting all the fire lines, and ultimately doing the containment on the fires. But in a lot of cases, when you get Santa Ana winds, which are the conditions that start these big fires in Southern California, the wind is blowing too hard to use aerial application of retardants effectively, so you pull back your aircraft, and you go in with ground troops. Remember that there are over forty Congressional Districts in the L.A. County area, so you had the impact of affecting a lot of members of Congress and their constituents. So there was always a good deal of political pressure in Southern California, sometimes perhaps at the expense of fighting fire in Northern California.

*Ron Stewart*

While I was there, the Ranger that was on the Trabuco District (Orange County) was not qualified as a Fire Boss. So whenever they had a major fire on his District, I automatically got shifted out there. I was given a bad deal on one occasion there. A Marine helicopter hit a telephone power line, and broke the power line and started a fire in CDF territory. A CDF crew went in on that fire, and one of the fellows was burned dead. He went down the hill into a gully where the fire was burning, which was not a very good idea. When I got there he was still lying down there on the ground. I had to organize that crew to get them to go back to fighting fire, which was kind of cold.

*Jim James*

I had a chance to go with "Britt" (Lloyd Britton) to the Coyote Fire in 1964 on the Santa Barbara and we ran a GHQ (General Headquarters) operation. He was Fire Boss, and I was a Line Boss on the back end of that fire and quite a few other fires throughout the West. There wasn't the county organization down there. The County organization was pretty much dominated by California Department of Forestry. We had a very close working relationship with the folks in the CDF. We ran joint fires, where we had quite a few fires that were borderline fires at the foot of the National Forest, part on CDF, part on Forest Service.

*Ken Clark*

It was a seasonal job, but they had winter work for us all the time. We would work pre-attack in those days, putting in firebreaks and working on the pre-attack plan: water sources, access, helispots and that kind of thing, and so we would map these out and put them on the Pre-attack

---

Plan for the District FMO (Fire Management Officer), and that was a big project in those days. Pre-attack is not done on the forest anymore as it probably should be.

*George Roby*

## ***The Times They are A-Changin' (Bob Dylan)***

The decade of the 1970s proved to be the beginning of a new era for the Forest Service and fire fighting. Previously, governments at the State and local level, responded to the needs of timber companies and other businesses by protecting the value of a great national resource. This basic philosophy drastically changed in the decade of the 1970s. As the demographics of Region 5 changed, vast ranges of homes devoured open spaces and encroached on wild lands to create new urban interfaces between forests and humans. Coupled with growing environmental concerns with quality of life issues like clean air and water, Foresters dealt with new expectations. Forest fires now destroyed more than watersheds and stands of timber; they also burned homes and businesses and could disrupt the flow of commuters, vacationing families and tourists, and rail and truck routes. Citizens expected rapid deployment of firefighters with new scientific technology and methodology to protect their personal property. At the same time, as citizens became more environmentally aware and active, they expected foresters to curb their use of herbicides, pesticides, and preventive burning. Complicating the matter was the expanding recreational use and the beginnings of long-term decreases in timber revenue, as well as the need to open the ranks of the Forest Service to women and minorities.



Hotshot Wendy Joslin, fully equipped, on the trail to the fireline.

Photo courtesy of Shane M. Rountree

---

As women, minorities and scientists came to work for the Service changes in staff and leadership structure, along with differentiated pay, set work hours, and centralization of the organization, presented challenges to the traditional staffing. These combined pressures provided both new problems and opportunities. Despite all, reliance on technology increased, foresters questioned immediate response policies, and all worried about how to make the most cost efficient use of resources.

Working on the fire planning, the studies that had been done on the Forest going back to 1900 was that every decade 223,000 acres of chaparral burned on the Forest. Even up into the 1960s and 70s, with all the modern technology and development of helicopters and retardant planes and dozers, we're still burning 223,000 acres a decade. So the Service was determined that the only way we were going to get on top of that was to begin using fire ourselves and create mosaic patterns in the chaparral, recognizing that at about age twenty-five it starts getting heavy decadence, that through a combination of natural fire and prescribed fire, we would begin burning 22,000 to 23,000 acres a year. So we did a lot of work with Research out of Riverside on prescribed fires.

*Paul Barker*

Everything we encountered that was a rarity in the air we brought back, analyzed, tore apart and then built a safe approach to. In a Southern California fire we utilized as many as three T-34s: one dropping, one right behind him, another behind that, and all of them keyed to the point where they were ready to take evasive action.

*William Frost*

California had and still does have a worldwide reputation for the management of the fires. But in my opinion, it was also somewhat difficult to get the professionals in fire to really critique the way they were managing the wildfires and asking them to instill a higher level of cost consciousness into the decisions being made.

*David Jay*

MAFFS (Modular Airborne Fire Fighting System) is a system that was purchased by the Forest Service. I'm going to call it the fire extinguisher. This very large fire extinguisher system, gas operated, was purchased by the Forest Service, and the military operated the C-130 aircraft that carried it. They would be called whenever life and property were threatened or whenever the national air tanker resources were called down. We trained their pilots, and they were mainly local Air National Guard and Air Reserve pilots. It's a modular system so it's just shoved right into the back of the airplane. The C-130 is equipped so that the cargo door opens, and the large fire extinguisher tubes go

out, and then of course it has the typical retardants approved by the Forest Service and state. The value of the MAFFS system is that it can lay a long continuous retardant drop. The aircraft cannot get down as low as the CDF air tankers and some of our air tankers, so there was a lot of drift to it, but when you're putting retardant ahead of the fire, the drift wasn't as critical.

*Dick Chase*

I once described to the local station KFWB why MAFFS weren't flying twenty-four hours a day, waiting for a fire. We had our helicopters on the Angeles sitting on the ground because we didn't need it yet. We described it as—you know, when a naval commander wants a PT boat, he asks for a PT boat. When he wants an aircraft carrier, he wants an aircraft carrier. Each one has a different mission. So with our air tankers, each air tanker has a different mission. So give us the choice, selecting the proper, most appropriate one. The media loves the big air tankers, the Super Scoopers and everything else, but sometimes they're not the most appropriate resource for the time, just like the large fire ladder truck is not the best one out on a dirt road.

*Dick Montague*

If you're going to make a decision using information, you need to make a decision based upon: Is this good information or lousy information?

*Dick Chase*

During the 1960s fire emergencies continued to threaten the western states, especially Southern California. In turn forestry leadership, under pressure from politicians and citizenry, looked for new solutions. One of the first questions addressed was who would provide the human, equipment and financial resources required to manage large-scale fires

L.A. County had lots of money. It seemed like down there they could get new equipment and they fought fire aggressively. Ventura County was right behind them. Then there was CDF, and then there was Forest Service. Those of us working in the field had noticed that things were beginning to get cluttered and crowded. We turned in our complaints through channels, and all the time upper-level management was working on it. I'm sure they were. But you'd go into L.A. County, and a fire would get away from L.A. that they had been fighting and go on government ground, then here would come the government with initial attack, and there would be a convergence of two pretty good outfits, lots of airplanes, lots of people. We'd take initial attack when we fought fire in those days. We didn't have any standardization of communication. You'd be running along a fire, and here comes a helicopter right straight across in the middle of your whole mess. Oh, it got to the point where we had to do something.

*William Frost*



California Department of Forestry and Fire Protection (CDF) firefighters in action.

I got into Fire Management as Assistant Fire Staff Officer, working with Don Peters, for four years. I was the Forest Dispatcher and more or less administered the fire program from the Supervisor's Office. Don was the fire staff. Basically that's where I became most interested in fire management and the problems associated largely with the organization and how it functioned or, in many cases, didn't quite function the way it should. It led me into starting to think about some ideas of what needed to be done. One of the things that became very obvious was that we did not have any information to be able to start setting priorities.

*Dick Chase*

When I was Fire Staff on the Los Padres, we had inter-agency meetings. There was the Southern California Watershed Fire Council that used to have meetings, and that's where we got acquainted with the various agency people. So once you got to know people, then you knew whom you had to talk to when you got into a fire situation. I think part of the reason that the Forest Service got involved was because of their ability to respond from all over the United States. I think the other agencies knew the U.S. Government had more money than some of the smaller organizations, and sometimes we ended up taking fires that maybe we really shouldn't have. Fortunately fiscal concerns didn't get to be a major problem, because being fire people and understanding that you

---

had to take action on the fire before you started arguing about who was going to pay for it, that the actions were taken, and then decisions about financial responsibility were worked out later on. And because of the close cooperation between the agencies, it very seldom became a problem.

*Richard Millar*

I accumulated frequencies and if I rolled in on an initial attack fire and you saw a car leaving the area fast, I could pick up a microphone, and I could call the Sheriff's Department in the town right ahead of him and have a roadblock set up to talk to that man. CDF had numbers painted on the top of their cars. If we rolled in on a fire and you saw a blind spot that he couldn't see and it was going to flank him or outrun him or something, you could dial up his car number and talk to him.

*William Frost*

We had a fire cache, and CDF had a fire cache, and we decided that we only needed one. We also agreed that it didn't matter whether you had a Forest Service uniform or a CDF or a City of Los Angeles or whatever, it was what you were qualified to do and worked as part of a team. Another thing that occurred was the beginning of the strategy that in certain places fire could be used as a tool and we didn't have to stomp every one of them as soon as they started.

*Donald Smith*

I did in fact provide national direction for a fire planning effort that was going on in each of the Regions. The Forests were doing one of their periodic fire planning efforts. In the 1960s and 1970s, fire planning seemed to get done about every three to five years. So they'd throw the old one out, and everybody would have to go do something totally new, to develop the plans for their organization clean down to the District level. But it was also so rudimentary because the tools you had to work with and the complexity of the problem when you're looking at 300,000 acres is more than the mind in this is pre-computer era could really assimilate.

*Dick Chase*

When you get the kind of information that was readily available, it was all very qualitative and trying to make decisions on qualitative information is just about impossible. You can make decisions, but you have no idea whether they're good, bad or indifferent.

*Dick Chase*

We found ourselves involved in all sorts of things with all our cooperators. We decided—first of all, I'm going to join the San Diego County Fire Chiefs Association, and I did, because we needed to be sure that everybody understood what everyone else was talking about. We kind of took this on as our own job on our Forest and

---

in our area. We learned what the other fire departments had. We learned their organization. They learned ours. We met once a month, discussed everything that we could possibly discuss. For example, what authority do you have? Well, city fire departments assumed they had responsibility and the authority to evacuate people. They don't and neither do we. That's the job of law enforcement. Our job is to tell law enforcement when you think they ought to be considering this and would suggest they do. You have to learn to accept what responsibilities are yours and what authority you have and what authority you don't have. So unbeknownst to most of the folks in the Forest Service, we established a command center—we called it a war room—in a downtown San Diego building. Every major agency in San Diego—Highway Patrol, Sheriff's Office, police departments, fire departments—had a desk, radio, telephone, and I could go in there and pick up the radio and call any agency in the County. *Myron Lee*

However, California had a lot of old-hand holdovers and the older guys were really having a hard time with the changes. The “ologists” were moving in and building firelines and the firemen were shocked because these guys were out there saying, “You can't build a road there or a fireline, which might become a road, because something they found out there that got them all excited.” *Ralph Cisco*



Night view of wildland fire approaching urban area



---

I used to teach at the National Advanced Resource Technology Center (formerly National Fire Training Center) in Marana, Arizona. We dealt with problems associated with the urban-rural fire interface. I talked to all sorts of people. I talked to a District Ranger from Utah, and he said to me, "That's a problem you guys have down there. We don't have that kind of problem." They all have that problem now. But I remember him saying to me, "Well, we have the structure responsibility in one of the canyons in our area," and I said, "No, you don't have the responsibility for that." He said, "Oh, yes, we do." I said, "Why?" And he said, "Well, because there's no one else to do that." I said, "If the people want that protection, your responsibility is to help them get it, not give it to them. You're not given funds to do structure protection. Now, true, we respond to structures, but we respond because that may be a threat to our National Forests or our areas of responsibility, not because our responsibility is to protect the structure."

*Myron Lee*

A story that I love happened during a Communications Group meeting when a guy from Ventura County or the City of Pasadena or somewhere, was sitting there glum and saying, "Damn, I got some radios. If my Chief would let me buy crystals, I could put twelve radios out there more than I've got now." And the guy from L.A. County said, "You just need crystals?" "Yeah, I need crystals, but my boss won't let me buy them." The guy from L.A. County says, "Hell, I'll give you crystals because we're changing to the multi-channel programmed radios."

*Bob Irwin*

I was aware mapping was going on because we saw some of the results on the ground of applications of military technology that we could use in fire. Because some of it required top-secret clearance, obviously we didn't have any idea of who was doing it or how it was getting done. I do remember a demonstration, when we were looking for some high-elevation photography, and the military shared with us some U-2 surveillance aircraft photos that they had taken over California. They had some photos of some fires that had been taken and were demonstrating the capability. They wouldn't tell us the specifications of the camera they were using. But they had a picture that had a California ten inches wide photo of the Bay Area to Sacramento stretched across photographic paper. Then they moved in for more detail, and they scanned down and down and down into Sacramento, and finally we were looking at a woman with red shoes walking up the steps of the State Capitol, from an airplane flying at a high elevation

*Ken Clark*

---

## Fire Safety

All fire agencies have always been concerned with the safety of those on the line. Fighting fire is dangerous work and deaths and injuries have also served as motivation to improve fire fighting techniques, equipment, and policies. A human life can never be equated to acres burned, and during the 1960s, 1970s and 1980s safety concerns came to the forefront as new science and equipment was developed to protect firefighters.

We no longer have the militia that we had in earlier times, and I refer to the militia as those people that weren't part of the regular fire force, but were available whenever we needed them. They went out on patrol, or opening of hunting season, or if we broke a fire, they came out and either worked on the fire line or worked in the fire camp on various activities. But now the requirements that have been put on the Forest Service are that they have to have special fire training (which is good), but they also have to have Nomex clothing (which is all right, too). But apparently if they see a fire out in the woods, they can't work on it because even if they have had the fire training, if they don't have the Nomex clothing, they're out of line. I listened to a trail crewman call in last summer; he called in to report a small lightning fire. It was fifty feet by twenty feet; a stump was burning and it was just creeping on the ground. He said, "I've had fire training courses, but I don't have any Nomex clothing," so he couldn't fight the fire. Now, that is utterly stupid. I don't blame him, because he was probably told, "Don't you do a thing on a fire unless you have your Nomex clothing on." But there should be some common sense along with this fire training.

*Scollay Parker*

Probably my most significant involvement occurred when I was on the Cleveland. We were experiencing some fire fatalities, and a young Forester that had worked for me on the Cajon District, Tom (Klepperich), was killed on a fire on the Los Padres National Forest. It was a tragic accident, trapped in a fire, and people were wondering: What are we doing that's killing people when they get trapped in fire situations? The Southern California Forest Supervisors Association, the four Forests in the Los Angeles Basin met a couple of times a year and had a formal meeting, and we decided that the crux of our next meeting was going to be, what are we going to do to quit killing people on fire assignments? The Supervisors got together. In fact, we met in Santa Barbara, and decided that we needed to implement some kind of evaluation system and find out what was wrong and then figure out what we're going to do to correct it.

*Ken Clark*

I was serving as Forest Fire Management Officer on the Shasta-Trinity National Forest. I was proud to be associated with the development of the Safety First program and the significance it had on morale of the Region's "firegoers" as Regional Forester Doug Leisz listened to them, involved all Forest Supervisors and their Staff Officers in making changes, by his direction, answered their concerns on their personal safety. Earlier, the death of 13 firefighters and a helicopter pilot on the Bear Fire, Los Padres National Forest, was the final catalyst that something was wrong and some positive action was required. On the Bear Fire, I was waiting for being air-lifted to the fire line on the South Zone when the tragedy struck. As a newcomer to R-5, I had my concerns about fire safety. Our Task Force Members collected Sensing Data in August and September 1972 from Forest Service, CDF, City and County fire fighters and administrative personnel. From this data we developed problem statements that were reviewed by Forest Supervisors and Fire Management Officers before meeting in Fresno on February 6-8, 1973 to assign action for the development of solutions for the Regional Forester's direction. RF Doug Leisz chaired this meeting. The final step was the development of the Action Plan for Safety First directed to ALL FIRE GOERS published in a binder with Regional Forester Doug Leisz's memo requiring compliance with the new requirements. I was a firm supporter of the new standards and, best, I was the Fire Management Officer on the Shasta-Trinity to see their implementation.

*Jack Godden'*

The conclusion that we came to was that the fire people themselves were accountable and that we had to face up and do the kinds of things we knew how to do and not make exceptions. About this time, we asked, "How do we go about making this happen? We can't just write a letter and say everybody's going to be accountable." So we decided that what we wanted to do was to interview those people who were getting hurt and we hired a consultant from the outside that we had worked with before. With his advice, we decided that we would assess the problem by having focus groups throughout the entire region and we set up groups of eight or nine individuals, and discussed fire safety, while taking notes on easel paper. You can't believe the amount of paper that we generated doing this. But Brian McGuire, who was Regional Safety Officer at that time got a group together and they laid those papers out and they asked, "What are the ideas that came out of them that seemed to have the most heat?" They boiled the information down to probably six or seven pages of things that the fire people thought we needed to do in the Region. Well, it was obvious that we had to have an interface between the regional forester and all the

---

Forest Supervisors and those who had taken the information down. We arranged for this to happen in Sacramento and regional forester, Doug Leisz, the Division Chiefs, and Forest Supervisors listened to the Fire Technicians. It all got written up, and it was sent out. This is what we called Safety First program in Region 5. *Dick Pomeroy*

We implemented something called Safety First. Of course, we talked to Doug Leisz about our concerns, and the first thing he said was, "This has to be a Regional effort, not just a Southern California effort." As a result of that, Leisz appointed a group of people to look into that. He appointed me from Southern California and Lloyd Britton from Northern California to be the Co-Chairs of that Safety First effort. We pulled that together and did a lot of evaluation and then drew up some recommendations to implement. There was a big concern about fire line fatalities, about helicopters and how they were being utilized, and there was a concern about air tankers and their safety. We completed that Safety First effort in 1973. We had been averaging three fire fatalities a year going back to the '50s up until 1971 or '72, when we began Safety First. This is just fire line fatalities, somebody getting burned on the fire, automobile accidents, and aircraft accidents did not count. We did not experience another fire line fatality until I think it was 1981. We went from basically 1972 to 1981 without a single fire line fatality. There's no question that it saved lives.

*Ken Clark*



### Chapter Note

1. This quote is from a letter from Jack Godden to the National Museum of Forest Service History, May 14, 2006.



The “Give a Hoot, Don’t Pollute” slogan was created in 1970 by Chuck Williams, who was the Forest Service’s technical consultant for the *Lassie* television series. Williams, Forest Service colleague Glenn Kovar and Harold Bell of Western Publishing then brainstormed the idea for the Woodsy motif. Several songs have been used in conjunction with the Woodsy Owl environmental campaign, including *The Ballad of Woodsy Owl* and *Help Woodsy Spread the Word*.

Woodsy’s current motto is “Lend a hand—Care for the land!” Woodsy’s target audience is children 5 to 8 years old and was designed to be seen as a mentor to children, providing them with information and advice to help them appreciate nature. In 2006, a new look for Woodsy Owl was introduced. (Source: Wikipedia)

# Communications: Telling the Forest Service Story

---

**F**rom its inception in 1905, the Forest Service understood the value of public relations. Gifford Pinchot, the Agency's first Chief, was an ardent promoter of the Progressive conservation movement. With Forest Service Editor (and Yale classmate) Herbert Smith, Pinchot wrote hundreds of articles and speeches. They blanketed newspapers and magazines with columns of "educational" material. These were ostensibly intended to inform the public about advances in scientific forestry, but the authors did not overlook the political benefit.



Herbert Smith, far left, Gifford Pinchot, far right

In 1908, the Forest Service acquired a machine for addressing letters—the first in the Federal Government—as Pinchot's mailing list grew to nearly 700,000 names. Congress, incensed by the overt lobbying of this tiny agency, eliminated the Forest Service public relations budget. Undaunted, Pinchot continued to "use the press, first, last and all time." When his aides leaked damaging information about Interior Secretary Richard Ballinger, the scandal played out in headlines and political cartoons across the country. It ultimately led to Pinchot's dismissal by President William H. Taft.

As radio and motion pictures emerged, the Forest Service adopted them. *Uncle Sam's Forest Rangers*, a Depression-era soap opera, was a regular feature on NBC Radio's *National Farm and Home Hour*. Cameramen from the Department of Agriculture carefully documented everything from the daily life of a forest ranger to the conservation activities the New Deal. In California, home of the film industry, the National Forests became the backdrop for many Westerns. From the silent era forward, Region 5 Forests have been viewed by countless moviegoers; and the Southern California Forests continue to issue hundreds of film permits each year.



U. S. Department of Agriculture crew shooting a Forest Service film

In the 1940s, the Forest Service worked on propaganda campaigns aimed at increasing wartime timber production, preventing forest fires, and alerting the public to the threat of an enemy attack. Smokey Bear, created by the Advertising Council with Forest Service assistance, would eventually become the most successful public relations image of all time.

Many changes followed World War II. The U.S. population grew rapidly and the Agency expanded along with it. As Forest Service budgets increased and the work became more technical, new specialists were hired. The professions of public relations and advertising, which had been growing since the turn of the century, took on new importance in this new era of consumerism and mass marketing.



Assistant Regional Forester for Information and Education Wallace Hutchinson (1943).

Public relations had always been an ancillary duty of District Rangers and Forest Supervisors. In the 1930s and 1940s, Assistant Regional Forester for Information & Education, Wallace Hutchinson, taught regular courses in the subject at the Feather River Training Camp near Quincy, California. The Regional Office maintained a small I & E staff in San Francisco, but it was the Ranger in the field that communicated with the public.

By the late 1950s, the Agency recognized the need to hire information officers at the

---

forest level. Two of the first three Public Information Officers in the nation were located in Southern California. Their duty stations on the Angeles and San Bernardino National Forests were the direct result of the expanding population, increased demand for public information and access to large media outlets, particularly in the areas of fire control and law enforcement.

Fire information itself became sub-specialty, usually attached to the firefighting organization. Other aspects of communicating with the public were considered “soft” functions and were often performed by women. These included front desk reception, visitor information, nature programs, and community relations including liaison to civic groups. Communications with interest groups, other levels of the organization and other agencies was generally the role of the line officer. The creation of a Regional Forester’s Representative office in Sacramento demonstrated the importance of keeping this direct line of communication.

The U.S. population had shifted west, particularly to California, and had become more urban. Outdoor recreation was booming. Wildfires were now more threatening to people and property than to timber and range lands. The Forest Service was enjoying enormous popularity and approval as it delivered on its multiple-use promise. *Newsweek* and *Life* magazines featured the Agency in heroic articles and photographs. Every kid, it seemed, wanted to be a Junior Forest Ranger.

Television emerged as the dominant mass medium. In the early 1960s the Forest Service opened an office in Pasadena called the National Media Office–West (known as Media West). It was the liaison between the Agency and the film and television industry.

Woodsy Owl was created in 1970 in response to Earth Day and the “third wave” of conservation that became known as Environmentalism. Like Smokey, Woodsy made regular appearances in person and in public service announcements. But as the pace of change began to overwhelm the Forest Service, the Agency



Perry Mason Show, CBS Television  
*The Case of the Roving River* (1961)  
Raymond Burr and Harry Carey, Jr.



---

began to lose many of the public relations battles. Environmental groups, in particular, became more sophisticated in the battle over public perception. There was talk of the Forest Service losing its “white hat” over controversial issues such as clearcutting and pesticides. The need for professional public relations help was becoming increasingly apparent.

## **Public Affairs Becomes a Profession**

The “specialization” that was taking place in other parts of the Forest Service also occurred in the communications field. What was once a “duty as assigned” became a career for people trained in specific disciplines from public relations to audiovisual production.

When I started out (in 1950), the District offices and even the Forest Supervisor’s office were pretty straightforward affairs, nothing fancy. There would be a map, and you’d give out information, which I was involved in when I was a Dispatcher and District Assistant. Then, sometime during the 1960s, visitor pressure on the forest really came quickly. So the Forest Service had to adapt to a much more complicated role with forest visitation. They needed more ways of implementing the information or getting it out and it changed radically. In the 1980s it changed again, and it’s still changing today. I think that the Forest Service rose to the challenge.

*John Jenott*

I guess I’d have to say that I didn’t even know there was such a thing as public affairs in the Forest Service. The first exposure to that was when I was Forest Engineer on the Stanislaus National Forest and found a need to be able to communicate with some of the District highway people—that’s probably 1965 or 1966. We began to point out the need for looking beyond the boundaries of the National Forest, looking beyond the boundaries of doing engineering work as an end to itself. I’m not sure that was a realization of the role of Public Affairs as an office so much as it was a realization of the need for outreach beyond what I had been experiencing up to that point.

*Jon Kennedy*

The public affairs function hadn’t really been a profession, but was in the process of being professionalized within the Agency. There was a great tendency for the next decade to put people in public affairs that couldn’t do anything else or didn’t think they could do anything else. They obviously believed it didn’t take any skill to do public affairs or public information or whatever that was.

*Bob Swinford*

One winter I get a call asking if I would be interested in a new position as Fire Prevention Officer back on my “home” Forest, the Angeles National Forest. Since I had been shoveling snow and battling 20-foot

---

drifts that winter, and wife Gloria, two year-old daughter Ann and I were living in a 1930s one bedroom A-frame cabin. I said, "I will take the job and be there next week!" I credit District Ranger Ed Corpe and Forest Supervisor Dick Droege for my return to the Angeles National Forest in 1958.

*Don Porter*

The Forest Service was establishing Information Officers on the Forests, and so I guess they leaned on Irwin Bosworth, (Eldorado) Forest Supervisor and said, "You gotta have an information officer." He knew me, and he said, "Hey, would you come down and do it?" At first I said, "No, I like it up here (at Lake Tahoe)." I didn't want to come down. And he said, "Gee, I really need you, Nord." So I said, "fine," and I came down (in 1970). I became his surrogate, which was good. It freed him from that kind of stuff besides he had more important things to do. So I would go to lunches and give the talk and eat the chicken, and that was it. I got to know quite a few people like the skipper of the Highway Patrol. He was doing the same thing. He and I would show up in our uniforms, and there we were.

*Nord Whited*

When I went to the San Bernardino (in the early 1970s), I was only the third full-time Information Officer in California. In fact, probably most of the Forests didn't even have anybody doing it, but the Inyo National Forest established a position shortly before the San Bernardino split Fire Prevention and Information. I applied but got beat out, but a few months later the San Bernardino split off Fire Prevention, and I ended up getting that job. When I left Region 5, after the San Bernardino job, and came back just three and a half years later (in 1977), every Forest in California had a full-time Information Officer at some level.

*Bob Swinford*

We had our first woman assigned to a National Forest, the Plumas National Forest, in 1972. Janet Lambert (Buzzini) had worked on two National Forests before and in the Regional Office. Lloyd Britton, Forest Supervisor, was a friend of mine, and he said he needed a Public Information Officer (PIO) because they were having problems with media people in the Chico area. He said Janet would be good. So, Janet was the first woman Public Information Officer on the Forest level that I can recall in the Forest Service, and she did an excellent job.

*Don Porter*

I got inducted into the Order of the Broken Lance, and it was just Don Porter's way of giving some recognition to people that were in this new public relations field. The fact is that he tilted a lot of windmills to get anywhere with it, so it was a certificate with Don Quixote with his broken lance. As people came into the information function in Region Five, they became part of the Order. It was a lot of tilting at windmills to get good, professional communication concepts and ideas across to what some would consider a very stodgy outfit in those days.

*Bob Swinford*



The Order of the Broken Lance

In the early post World War II years, this small cadre of public relations staff played an important role in providing the public, the media, and politicians with the information they needed about the resources under the care of the Forest Service. Take all the personnel in Region 5, including the office personnel, and we had one person for every 10,000 acres, and yet we were doing a good job. Up through 1968, we brought in as much money as we were spending from resource management to fees for mining, logging, recreation, and range. All of those fees were paying the payroll. I told the public about it. I said, "You want to know how much this outfit is costing you? Nothing."

*Nord Whited*

The Agency, the line officers, still weren't quite sure what to do with the position (public information). It was always a difficult problem for the public affairs people to interact with their line officers and to get them to understand that there's more to doing this Public Affairs job than just writing press releases.

*John Marker*

---

I'd like to go back and take a look at some of the things that were happening during that time period, 1974 through 1986, when I was on the Mendocino as a Public Affairs Officer. There were a lot of things going on in the way of environmental law changes. We had the specialists in at that time. Obviously the forester was on his way out. We were doing less timber harvesting and things of that nature, and it seemed that we got involved in a lot of social things, such as the YCC, the Youth Conservation Corps.

*Dan Roach*

While there had been some reluctance to accept the need for people whose primary responsibility was external communication, most leaders at both the Regional and Forest levels began to realize the importance of having well-qualified public affairs people to do the job, and supported the building of professional staff and resources.

*Grant Morse*

## **The Image of the Forest Service**

The Forest Service had long benefited from the acceptance of its traditional role as guardians of public forest lands and producers of timber. The baby boom generation took a different view, expanding their expectations to include a greater variety of recreation opportunities and wildlife protection. This shift, accompanied by political and environmental activism, led to the realization that traditional communication methods were no longer presenting the Agency's mission and operations adequately to different audiences.

I would say well up into the 1970s, there was little dissension outside, little dissension inside, and (the Forest Service) had the political support to overcome barriers as they arose. And that support lasted even as cracks and increasing challenges began, particularly through the Courts—it lasted really up into the middle 1980s. At that point, the Forest Service's image truly began to break down. It was reflected not only in Court decisions but, frankly, in the way Congress appropriated the money and the support it gave to the Agency. I can remember some pretty significant members of the Congress who said, "We support the timber industry. We want to maintain those jobs in our communities, but we can no longer put our jobs on the line to do that," whereas a few years earlier, they would have put a Rider in to solve the problem.

*George Leonard*

---

I feel that the Forest Service, at that time (1950s–1960s), was highly regarded by the public, but I don’t feel that it is anymore. People really looked up to the Forest Service. If you were in a small town, they were almost the mayor of the town, not literally, of course, but they really took over.

*Alice Jones*

Dunsmuir (Siskiyou County) was a very small town, and we knew everybody in town (1950s). Of course, some of the Forest Service wives worked downtown, but I didn’t, because I had a job raising two boys, and I was too involved in Cub Scouts at the time anyway. We got very involved in Cub Scouts while we were there. Irwin was Cub master, and I was a Den Mother. I was in PTA, and Irwin was in Lions Club. It was a small town, mainly a railroad town, and every year they’d have Railroad Days. People in the Forest Service went all out to make floats for that. I remember one year that Ann Earhart (Henry Earhart was an old Forest Service employee) made a Smokey Bear costume, so my son Dale was Little Smokey Bear, and then she made another Smokey Bear for one of the fellows that was on the fire crew, and he was Big Smokey Bear. It was really quite a float with these two Smokey Bears.

*Mary Ellen Bosworth*

When I worked out on the Ranger Districts in the 1950s, the people really liked us, and we liked the people. I don’t know, maybe I’m looking back through rose-colored glasses, but they were friendly. I’d go into a campground. The people would all be happy to see me, and they just wanted to talk and find out about the area they were in. It was really a nice time. Sometime in the 1960s that started to change rapidly. Pretty soon we had to strap on guns because there were pot farms out there and so on, and that was a time of freedom from any restraints. So it changed, and it kept changing in the ‘80s. We started being alienated as more people started complaining about the Forest Service, about the way we did our job. The environmentalists made it so you couldn’t even do your job anymore. So the Forest Service changed and is still changing.

*John Jenott*

And I think, unfortunately, in the late 1960s and early 1970s, we probably developed a little bit of organization arrogance. We just started believing too much in how good we were. And so when people, like back on the timber sales, when people start saying, “Man, we don’t want you to go in there and clear-cut that hillside,” that’s really important. In too many cases, the response was, “Well, we know what’s best. We’re foresters.” And we got ourselves into a lot of problems. I don’t think we would have had to if we had been a little more willing to talk to people and look at some of those issues.

*John Marker*

**Forest Service image  
begins to change**

---

I think the Forest Service had many images. You know, people's image was based on what people's personal experience had been, not on what we had shaped it to be. You know, I don't think we at that point had taken advantage of the opportunity to work with so many people. I think because of the emphasis on firefighting, the Forest Service had generally a pretty good image in the Los Angeles area. Fire was kind of a "white hat" part of the organization, but I don't think they understood the difference between a National Park, National Forest, State Park, or County Park. It kind of all blended together.

*Marilyn Hartley*

I think the only thing that was always difficult for me was to try to keep myself under control when someone attacked the credibility of the Agency. It used to really get in my craw, and I always had to be careful because people were always willing to cite examples and say, "Look how you screwed this up or screwed that up." Or they made it personal. The other part is just getting people to work together. But you had to keep your emotions under control at all times. To this day I think that's still a big piece of the issue.

*Bob Harris*

So, in the future, I would hope there would be a lessening of the prescriptive approach and a recognition that, yes, we can, with accountability, trust our forest managers. I think we can regain that public trust. We just have to figure out how to become more politically adept for the future.

*Glenn Gottschall*

You really can't argue with the Gifford Pinchot quotation, "The greatest good for the greatest number in the long run." But the application of it can vary greatly. What are the public's priorities here? What kind of balance do you need or want? That's where it began to move, and probably people would use fragments of his preaching to achieve what they wanted. You still hear a lot of that. You know, "We should be cutting timber," and we should, but it doesn't have to be clearcut and burn everything, you know. It's never perfect, but you can't go back to the old days when production was the king.

*Zane Smith*

---

## Media Relations

Political and social events led to a changing role of media in society. The Vietnam War and the Watergate cover-up created greater distrust between the Government and the press, which assumed a more active role in investigating and exposing mismanagement or malfeasance. Environmental reporters joined the ranks of the traditional outdoor “hook and bullet” writing profession.

Many, many of the people who were in leadership positions were very, very naive when it came to dealing with the mass media, and that became a bigger problem as we got more and more into the news over the controversy of timber sales and recreation involvement and that sort of thing. The experience I had working as a Fire Information Officer in Southern California stood me well in working in other parts of the country later on. There, we were dealing with national media and all kinds of issues. Probably the biggest issue was a fire I was on that threatened the condor sanctuary. We were being picked up and interviewed by BBC in London and by stations in Germany and all that sort of thing. That was kind of an on-the-job training of dealing with the media.

*John Marker*

Roy Blood, who was the Administrative Officer on the Cleveland National Forest, had a weekly radio program on a San Diego radio station in the 1950s. He was well thought of. He did a call-in show, you know, even though he was an Administrative Officer. He did a call-in show, and he would answer all kinds of questions, everything from employment to permits or what campgrounds would open—you know, what’s going on. It was a kind of “This Week on the Cleveland Forest.” And it was, I think, pretty well listened to.

*Max Peterson*

The real problem is that very few reporters are informed or trained in resource or land management issues. That started to change in the 1970s, when a few reporters got scholarships or sabbaticals to go back to college and become educated in forestry, geology, and hydrology and other natural sciences. For the most part it was on-the-job training at best.

*Gene Rose (retired journalist)*

When I first got to the Los Padres National Forest I was told a little bit about the people, and several individuals said, “Be wary of Dick Smith; it’s probably best to just kind of ignore him.” Dick Smith was a reporter for the local paper, and as soon as people said, “Be wary of him,” I said, “Hmm, that’s the first person I want to meet.” So I went down and met Dick, and he and I became friends. Every two weeks, we hopped in an

---

airplane and flew the entire Los Padres Forest, so he always knew what was going on. We developed a relationship where every article he wrote on the Los Padres, he called me and read it to me. He said, “I don’t care whether you agree with it or not, Paul. I’m not interested in that. I just want to make sure that I’ve got the facts right.” *Paul Barker*

The other thing I did is I wrote press releases. I had an arrangement with Channel 3 in Sacramento which was really great. They gave me raw footage, and I knew how to shoot with a 16mm camera. I would go out and make a story. They don’t like it if you’re just sort of generally saying, “Oh, isn’t it nice out here?” And this kind of stuff. You had to have the story so they could use the footage which I sent them. In other words, I would shoot 100 feet, they would process it, and I gave them a script, and then they would use it as a story. So if we were doing reforestation or fire management or whatever else, they had a ready-made story, and they loved it. *Nord White*

I noticed over the years when I was in Bakersfield and started working with, shall we call it, big-city media, the reporters there were really well trained. The person that covered the Forest Service the most got to be a good friend. He didn’t get to be a reporter until he had been working in the media business for ten years, doing all the grunt stuff. And he was also well schooled in the ethics of the media. And you could do background with them. You could explain to them things that were really sensitive and say, “Here’s why—I need to tell you this, but this isn’t what we would like to have out in front of God and everybody.” That relationship really pays off. *John Marker*

The Public Affairs people did have a good relationship with a fellow by the name of Dale Champion, who was the environmental writer for the *San Francisco Chronicle* during that time. We called on him at times to help develop some media attention to the kind of things going on. We would approach him on the basis of, “Here’s the possibility of an environmental story, and we’d like to give you enough information so that you can decide whether or not it’s worthy of a story to be published in the *Chronicle*.” So it was not so much using him as a voice as it was keeping him alert as to what was going on that he might be interested in. Then providing him with enough information so that he could decide whether or not to write something that would appear in the *Chronicle*. *Jon Kennedy*



---

You know, there has been a marked change in the mass media of communication when it comes to covering non-dramatic, more benign issues. That's where we talk about the difference between old Forest Service management and new Forest Service management. Those of us that were in journalism in the 1960s and 1970s felt we had a professional responsibility to look at all the activities that were occurring within our coverage area. Now they just want to look at the big stories, the sex and violence. If you talk to your Public Affairs people now, it's almost impossible to get a newspaper or television station to come out and look at what you might be doing in the way of watershed protection or trail maintenance. You know, there's not enough sex appeal to that type of story.

*Gene Rose (retired journalist)*

When I finally moved into a Public Affairs position, I got so tired of every time there was something negative in the paper, of being asked to "write a letter to the editor and tell him how wrong they were." That's not quite how things work. If there are some factual errors, you don't write him a letter, you call up the editor and go talk to him and say, "Here's what the problem is."

*John Marker*

There were so many changes coming probably more than any Agency could handle in an efficient, prudent manner. You know, you've got all this planning—you know, what's happening? At times I felt very sorry, almost, is the word, for Forest Service administrators because the decisions were being taken from them, on-site people, and moved to the Regional Office, and if not there, on to Washington, D.C. where there was a political decision, judgment made. You know, if the District Ranger and the Forest Supervisor, the people on the ground, in the woods don't know what's best, how can those people 3,000 miles away? And they'd be out there second guessing them.

*Gene Rose (retired journalist)*

## **The National Media Office and Hollywood**

The Forest Service opened an office in Southern California specifically to increase its visibility in the media. The most famous and lasting result of this initiative was the *Lassie* program. The famous Collie and her forest ranger friends appeared every Sunday night on CBS for nearly a decade. And other TV programs, such as *Dragnet*, *Perry Mason* and *Dr. Kildare* also ran episodes with Forest Service characters and plots. Media West was directly involved: supplying uniforms, vehicles, locations, fact checking and story ideas.



Forest Ranger Corey Stuart (Bob Bray) with Lassie and puppies

#### Working with Hollywood

I was reassigned to a position that was for the Washington Office but it was in Pasadena. It was called the National Media Office. A fellow by the name of Glenn Kovar had started it while I was on the Angeles National Forest. He got transferred to Washington, and I then moved from my job in San Francisco. I always wanted to be a Forest Supervisor, but I didn't have a forest degree so that was out. So I applied for and got the job as Director of the National Media Office in Pasadena. The Office was originally under Region 5 and then later on it became strictly under the Washington Office, Division of Information and Education. The National Media Office was a division of the Washington Office, and Bob Lake was the Director in Washington and very supportive. The job was strictly one of being a Forest Service liaison to network television and the motion picture industry, and also national media and national newspapers, but mainly motion picture and network television. This was unusual for the Forest Service, but it was not unusual for the military. The military had offices in Hollywood—Army, Navy, Marines, even Coast Guard—had offices in Hollywood to deal with the news media and motion pictures full-time for a long time. This was the first time the Forest Service had one. So we got called on again to not only be a liaison to *Lassie* on TV, this time in color, but also different motion pictures that were being made. The first person working with me was a long-time friend, Betty Hite.

---

She started with Dick Johnson on the San Bernardino National Forest and then came in and worked under Glenn Kovar in this position and then with me. Betty was a very efficient woman who knew the Forest Service and knew the media well. *Don Porter*

I heard that they were looking for someone to work in the Washington Office, Information and Education Liaison Office in Pasadena, and so I took the FSEE (Federal Service Entrance Exam) and qualified for the GS-7 position that was there. Then I went to the Washington Office as an Information Officer, which was known then as Broadcasting, Screen and Related Media. It was very interesting. It was later shortened to National Media Office, and then even later, after that, it was changed to National Media Office-West, and we formed a National Media Office-East in Upper Darby, Pennsylvania. The prime description of my job, I guess, was technical advisor and film liaison for motion pictures and television productions. *Betty Conrad-Hite*



*Keep America Beautiful*, Advertising Council campaign  
(L to R) Betty Conrad-Hite, Iron Eyes Cody, Chris Olson, and Dick Dwan

Being in the Los Angeles area, the television industry would call if they were having a problem about a forest fire or a Ranger in the script where they would ask for help to get it correct. So, in addition to the *Lassie* shows, we did two or three other shows that included teaching an actor how to be a Forest Service lookout or teach him how to use the Osborne fire finder or maybe even how to drive a fire truck in a mountain area. *Don Porter*

I think it brought to the forefront the Forest Service and what they do and how they do it. It also made the entire population aware of what those green trucks represented and what a forest ranger looked like. He wasn't a park ranger; he was a forest ranger, and he was out

---

in the forest, where the animals are and where they took care of everything and you didn't trash it and all this good stuff. I think that was extremely important from the standpoint of a liaison with film companies. Films can do a lot of damage or a lot of good, and they can be untrue and everybody knows they're untrue, but they start quoting them as though they're gospel, so that's why I think it is important to have a Forest Service presence. *Betty Conrad-Hite*

I would be on location telling them yes, you can cut that tree down; no, you can't. You can't drive down this road but you can use a green pickup. We supplied the pickup but they provided the liability for it and so forth. One particular case was one where it was filmed at Mount Hood, Oregon, on both sides of Mount Hood, and I was there on location for about three weeks. They would have a script and the director would maybe change the script or change the dialogue, so you had to be there to make sure it was correct. And I'd look over the director's shoulder and say, "Hey, that's not right." *Don Porter*

Another thing that was done through our contacts was with businesses. Years ago there was a new product called Big John Beans, and they came to us and wanted to have their mascot dressed like a forest ranger. We suggested that it might be better to be a lumberjack. But we said, "Would you like to do something to help the Forest Service with the burned areas, trees and things?" They answered, "Certainly." So they started a program. Every time someone purchased a can of Big John beans, they made a donation to the Forest Service for planting in burned areas. This went on for quite some time, and it was so successful they wanted to do something else, and so we picked out three National Forests across the country that had had bad fires. Those Forests have established National Children's Forests. The one in California is at Running Springs. That was as a result of one of the programs from my office. It was a great project. Additionally, I would look at the storyboards for public service announcements and then schedule locations where they could shoot them. Afterwards, they'd send them off to the printers to make them up, and then they sent them to every radio and television station in town.

*Betty Conrad-Hite*

I did get involved in Forest Service programs that involved the national news media. For example, they had Lassie come to the Washington Office at the time when President Johnson was in office, and Lady Bird had the Outdoor Beautification program. They tied that in with Lassie somehow. They had a program for the media at the Rose Garden in the

---

White House office. I was able to attend that, and then got a special tour of the White House and shook Lady Bird's hand. Then one time we had Smokey Bear come meet with Bob Bray (the actor who portrayed Ranger Corey Stuart on *Lassie*), when they had the forest-oriented program on TV. They brought Lassie over to the office so that all the office people could meet her. Then I got a special showing with my boss, in the hotel where Lassie had her own room. Another program that my boss was working on was the old Pinchot Estate in Milford, Pennsylvania. The Pinchot family had turned over the Grey Towers to the Forest Service. It was accepted in 1963; President Kennedy went up and made the dedication. *Lorraine Macebo*

Before I became Assistant Public Affairs Officer on the Angeles National Forest, I started working with Betty Conrad-Hite. She had the Media West office, working with the film industry. It was right in the Supervisor's Office in the Angeles. Initially, when I first started working in the Supervisor's Office, it was actually located in the office tower of the Hilton Hotel. It was about as urban as you can get, in Pasadena. That's where Betty Hite's office was. After she retired, we moved the office to Arcadia. That was a very interesting and unique part of being in Southern California or on the Angeles, because she worked with all of those film companies, the *Lassie* movies. She actually took me with her to a couple of events that were held by the California Film Commission, and I saw how fascinating her job was. I think the reason she was involving me was it was so important that we have a film permit process that would encourage filming. In many ways, we took the opposite approach. We didn't want people filming and getting in the way on the forest, and sometimes it was extremely difficult for them to get film permits. We would have one person on the Ranger District that could do the film permit, and if that person was on vacation, maybe they couldn't get their permit. So there were some stumbling blocks. Over time, I think the Regional Office really worked to smooth that process out and develop new guidelines for filming. But at the time, it could be challenging to do a film on the Angeles. Betty really helped. She was the liaison that made that happen. *Marilyn Hartley*

*Lassie*

It was my job to give them story ideas. After they made a script out of it, I had to approve the script and the content and how they had it set up. I had to supply them with uniforms, and I was very stingy. They had to come to me and get the uniform and the tag. They couldn't go to the Western Costumes where they got the other uniforms; they had to get it through me so I could make sure not just anybody had a Forest



Forest Service characters played major roles on the *Lassie* series between 1964–1970

Service uniform. I had a terrible time trying to keep those film guys from stealing the jackets. They really thought they were great. I did get the first uniform that Bob Bray ever wore, because they didn't have one that would fit him. So I scrounged a pair of pants from someone and a shirt from Howie Evans, who was the Fire Control Officer on the San Jacinto Ranger District in Idyllwild. They called him the Bull of the Woods. But anyway, they supplied the uniform for Bob Bray to have his picture taken. In 1968 for the *Lassie* job, there were three of us. Glenn Kovar was the Director. Charles (Chuck) Williams was there as Information Director before he retired. He and I sort of shared the job because he didn't know the area at all and I did. It made it easy; we were having a lot more filming, so he'd go one place and I'd go another to the different film companies that wanted to have a ranger in their script. We were extremely successful in making the Forest Service proud and making people realize what the Forest Service did. People recognized the Forest Service trucks and uniforms and realized that was a forest ranger, not a park ranger like so many used to refer to us.

*Betty Conrad-Hite*

In the days of the *Lassie* program the Chief's Office only communicated with you by telegram. We didn't use phones much; phones were expensive. We got a telegram from the Chief's Office saying that they wanted to film an event of the *Lassie* program on the San Bernardino Forest, and please cooperate with them. We didn't know what that meant. They showed up and Forest Supervisor Sim Jarvi was gone on some trip. They said, "We need a Forest Service car with the shield on the side of it, because in this episode Lassie and Corey respond to a forest fire. It's got to be a wooded area, and we'd like to have an area where there are trees that have been cut." We were doing some removal of insect-infested trees around Lake Arrowhead, so that was not hard. But giving them a car was something different. We finally said, "How long are you going to use it?" "Just for one day." We said, "Okay, we'll give you the Forest Supervisor's car. He's gone." It had a radio in it, too, which they had to have. Well, they went filming and this Ranger was responding to a fire. He goes sailing around this road that had a bunch of dust on the outside curve, and the car careened sideways into this stack of logs and did a pretty good job of stoving in the whole right side of this car. They brought it back down, and the liaison from the Forest Service came back down there and said "How am I going to explain to the Forest Supervisor that we loaned his car out and it got stoved in?" I looked at the guy, and I finally said, "You know what? There's a Chevrolet garage about three blocks away. The next time I see that car, it should look better than when you got it." The guy said, "That makes sense to me." So they drove it down there, and when the Forest Supervisor got back he had a newly-painted car. We told him, "We have good news and bad news for you." We said, "Well, the bad news is, your car got the whole right side of it caved in." He said, "What?!" And we said, "The good news is, it looks better than new." It was a 1955 Chevrolet, which was a really good car.

*Max Peterson*

One time, the television production, *The FBI Story* with Efrem Zimbalist Jr., was filming up around Jim Lake, and I had been up there with Lassie. So I went over there because they needed a forest ranger in the show. I thought, Well, they'd contacted me. It was a small part. It wasn't really anything I absolutely had to be there for, but since I was there, I went by. As a Forest Service Technical Assistant (TA), when we went someplace, I went ahead of time and marked it with yellow flags so they knew where to turn, because they had crew trucks coming. So I was out there at six in the morning because they'd be coming in at six thirty, you know? And then I left at night after the shoot was over to make sure everything was copacetic. So I'm there on *The FBI* set, and in drives this big limo, with Efrem Zimbalist, and the TA from

---

the FBI. I said, “Boy, I’m working for the wrong outfit!” They had to come through me to do it, and they never paid a nickel. The Forest Service paid all of my expenses. I never had to feel obligated to any film company. They got the equipment; we didn’t charge them for it. They got the uniforms; we didn’t charge them for it. They got the locations; we didn’t charge them for it. But they had absolutely no control over me, and if I said, “No, you can’t do that,” they couldn’t do it.

*Betty Conrad-Hite*



Regional Office Information and Education staff, (1974). (Bottom row seated) John Jenott, Jerry Gause and Nord Whited. (Back row, far right) Don Porter

## **Information & Education in the Regional Office**

The small Information and Education (I&E) section in the Regional Office grew rapidly in the late 60s and early 70s. People with arts and graphics and photographic abilities were being added as well as writers and people with print and electronic media skills.

The Regional Office sought new ways to communicate with special audiences. An Environmental Education Specialist joined the Regional Office staff and was charged with developing a program around conservation and resource management themes for the purpose of reaching teachers and school children.



---

Regional Forester Jack Deinema (1967-1970) recognized what public information could do; he's actually the one that got me to come to San Francisco and be a part of the Regional Office, Division of Information and Education. Doug Leisz (1970-1978) followed Deinema as Regional Forester and also gave us a lot of support.

*Don Porter*

I was responsible for helping to establish the Visitor Information Service (VIS) program. I recruited Geri Larson (Bergen) as the first woman Forester. She was in charge of VIS at the Regional Forester's Office for a time. I also recruited Jane Westenberger to head up the Environmental Education program. She later succeeded me in the job. Both of them were very effective people.

*Grant Morse*

I had certainly gotten my view of resource problems and concerns from traveling in a lot of National Forests and camping with my family in National Forests. The difficulty was that the Forest Service wasn't hiring women for field jobs at that time. I visited personnel office at the San Francisco Regional Office of the Forest Service several times and received no encouragement. And I was working part time for the (University of California) School of Forestry, writing a history of Blodgett Forest when, Grant Morse, who was the head of I&E contacted the Acting Dean of the school at that time who was John Zivnuska—looking for a forester who could do a job called Women's Activities, but he wanted it done by a professional. And I had indicated an interest in writing and public relations work, so John gave Grant my name. And Grant came over to see me and in one interview, I'm sure he had his mind made up he was going to hire me. And it took a while getting personnel to do it. I actually was hired as a public information officer rather than as a forester because it was easier, somehow or other, it was easier.

*Geri (Larson) Bergen*

#### Women in I&E

One of my friends working for the Forest Service, who had often come to our Statewide Environmental Conservation Education program, told me there was an opening at Lake Tahoe and wouldn't I like to have that job as a seasonal, and so I took that job. This was 1966. Grant Morse came up to watch me work, and I didn't think anything about it. He said, "Well, maybe you ought to consider a job with the Forest Service." Jim James, who was the Assistant Director of the Office of Information, said, "We want you to do some environmental education." So I said OK and reported July 1967.

*Jane Westenberger*

---

Jack Deinema wanted to know if I wanted to come up and be Assistant Director of I&E—Information and Education—for the Assistant Regional Forester Grant Morse. I thought, well, I had ten years on the Angeles and it was really a job that Bill Dresser had had at one time before, maybe it's a good time to move on and do things Regionwide. So in 1968, I moved to the Regional Office as Assistant Director of I&E, Information and Education, under Grant Morse. *Don Porter*

We did a bunch of films. Some were entertaining, on how the Forest Service got started. Some were on avalanche control, problems like that. Most of them were for in-service use; several were about fire control problems, what you should do, for the fire people. A lot of them were for information people, how to handle the public. I loved doing it because it was all cartoon-y and stuff. You had to justify a lot of things, and you had to give estimates on things, so that was kind of the grunt work. Other than that, the designing and everything was great, and working on the different projects provided a lot of variety such as silk screening, metal photo and photography. We had the whole works. We had a beautiful shop at Fort Mason. I don't think the Forest Service had ever before or will ever after have such a wonderful setup for a design studio. When I started, there weren't any computers and all this electronic gear and so on, so it's changed immensely.

*John Jenott*



John Jenott, Nord Whited and Don Porter review a storyboard in the design studio at Fort Mason, San Francisco

I guess all my years in the Regional Office I felt that we had a great professional staff. We made some changes in Conservation Education that started with Jane Westenberger, who then got transferred to Washington, D.C. in a similar job. She was followed by Betty Bruckner. Betty was a teacher who came out of Montana and then was a teacher in California. She headed up Conservation Education for teachers and did a great job. We changed the name to Environmental Education because it kind of fit the times better. We had a very professional staff with the art department, the Environmental Education and the Visitor Information Service (VIS) program. Our media person was Jerry Gause, who came out of the Angeles and did a great job with radio and television and newspapers. He had a weekly radio report on KCBS in the Bay Area, about recreational opportunities in the National Forests. They, the public, may not be planning a camping trip but they could at least hear that there is a National Forest in Lake Tahoe or there is a National Forest in Mount Shasta or wherever. So that was kind of a first, I think.

*Don Porter*

I had a program called Camping Guide, which was what to see and do in your National Forests, and most of them were within radio distance of the 15,000-watt clear channel radio station, which is a pretty powerful radio station. I'd write the script, and I'd go in the closet there on the fifth floor of our building, in a back room, and sound like I'm out in the woods hollering for moose, and here I was, on Sansome Street. I didn't try to make it that way, but that's the way it came across. I'd do a Thursday program on what to see and do in a certain National Forest, and then Friday give information about access, camping availability to National Forest campgrounds, and then they'd repeat that on Saturday morning for people starting up on going somewhere.

*Jerry Gause*

I'm very proud of what we did in the Regional Office in San Francisco. I was there about six years. Nord Whited and I did some videotaping of what's going on in the National Forest and then the taping was put on cable TV, when cable TV was first coming about. We did regular National Forest TV, cable grade. In those days we didn't have any battery-operated cameras. We had a 300-foot extension cord and it would hook into a restroom somewhere. We ran an extension cord out and do the taping of an operation or interview of a timber management person. I remember one on the Stanislaus National Forest about a timber management plan and so forth. We ran 300-foot extension cords to the camera. We did the same thing in lookout towers. At Lake

---

Tahoe, we had a visitor amphitheater, and we were taping the VIS program in the amphitheater and the power kept going off.

*Don Porter*

When I went to Sly Park and the Job Corps there, the Ranger Districts and the entire Region just gobbled up our work. We were just loaded with things, small things I don't even think you hear about today, like metal photo signs which were inexpensive and quick to turn out. I think the Forest Service delivered. The visual information like the handouts and the brochures were very successful. I think doing special maps to highlight places for District Officers were very special.

*John Jenott*

My job was called Women's Activities at the time. Later that title was changed to Conservation Programs, which is much more descriptive of the actual job. But my job was to work with outside groups, statewide or regionwide groups—the Women's Clubs, Junior Women's Clubs, California Garden Clubs and sometimes with Kiwanis or Rotary or other groups of that kind—primarily from the point of view of bringing them information about the Forest Service, helping them find projects, that they might do with the Forest Service. I had responsibility for the regional Penny Pines Program, in which groups donated \$68 to replant an acre of conifers. And I had responsibility also for putting together and making sure the California Log, the regional newsletter, got out every two weeks.     *Geri (Larson) Bergen*



Geri (Larson) Bergen (second from left) meets with Nancy Reagan (center) and representatives from California Garden Clubs and the Standard Oil Company to discuss a conservation education workshop (1970).

---

The Public Affairs Office in San Francisco included this legislative element. It included more and more leadership in the public involvement program. It included the press and every aspect of the media. It included the environmental program, because I brought somebody in who'd been one of our team members, and we continued that program to the extent we could. It was getting tougher and tougher because of the load on the Forest. We also had a publication unit and a visual arts unit, so those were the programs that I was overseeing. Some of them had tradition with them and some of them didn't. So we had both an ongoing outreach with the press and the publications and the audiovisual media program. We had an ongoing reaction to things that were coming along.

*Jane Westenberger*

I had to be a little entrepreneurial and get out and do things that provide a service to the region rather than just sit in the RO and write press releases, because that just doesn't hack it. So, gosh, I did a lot of things: fire information training and did write some press releases and called them in to wire services. We had some prepared interviews, where we were responding to controversial issues about Forest Service management activities; ABC and CBS and others would come in and do interviews in which you were involved in several of them. It was a just a job where you got an idea and then you think it out. If it's good, you go with it, and it works. That happened a lot.

*Jerry Gauze*

I had responsibilities for seeing that we got messages to the general public, and I thought we were reasonably successful in most instances. Certainly we had all of the activity, the Smokey Bear program, work with women's groups, and the Visitor Information Service. All of this was part of the Division of Information and Education. We began to get visitor centers. The one on Lake Tahoe, for example, was very successful. But the end result has been that the Forest Service is still pretty much respected and admired throughout the West and the Nation. I'm proud to have been a part of it.

*Grant Morse*

---

## Visitor Information

The 1950s witnessed a sharp rise in the popularity of outdoor recreation. Both the Forest Service and Park Service responded with national programs to improve their recreation facilities. In 1961, the Visitor Information Service (VIS) was created at the national level to improve the delivery of products and services to National Forest visitors.

Some Forest Rangers would give campfire programs. I went to one at the Mammoth Ranger District on the Inyo National Forest when I was just a student at UCLA (University of California, Los Angeles). A Ranger at Twin Lakes there gave an evening program, a slide program at the lodge. I thought, “Gee, that’s terrific.” He was a Forest Service guy. So, I went back to UCLA to see the counselor, and I said, “Hey, what about this forestry thing?” I was an English major, with a drama emphasis, but I was kind of getting tired of it. He said, “Oh, you don’t want to do that. You gotta go sit in a lookout, and you can’t take your family.” What an idiot!

*Nord Whited*

So it was actually during that time (the early 1960s) that Visitor Information Service (VIS) started coming in, and I started this with the Angeles National Forest at Crystal Lake. We started expanding that throughout the Region, and one of the first people that came in and did that was a person named Nord Whited. He’d been a teacher at Lake Tahoe and a television producer in Hollywood. He wanted to get back in the small towns and so he worked summers at Lake Tahoe at our Interpretive Program there at the amphitheater. He later came to the Regional Office in San Francisco to head up what we called VIS for Region 5.

*Don Porter*

To me, the Multiple-Use Act said recreation is one of the important functions of the National Forests. Up to that time, everybody felt, “Well, keep those visitors outta here. You know, they’re just messing things up.” Recreation was part of it. The Visitor Information Service (VIS) really didn’t start until the Multiple-Use Act in 1960, when Congress said recreation is important, and we want you to talk to the visitors and provide programs. Regional Forester Doug Leisz said, “We gotta get somebody that knows how to do this.” We didn’t have that kind of experienced personnel at the time, although a lot of the Rangers really did terrific stuff. In other words, there were VIS programs informally created by various Rangers all over the country. They were doing a hell of a job. But then it became formalized, and we had a VIS program, which I really think is a good name for it.

*Nord Whited*



Nord Whited, Jane Westenberger, Bob Morris and John Wendland at the newly constructed Lake Tahoe Visitor Center (1967)

**Visitor  
Information  
Service (VIS)**

I put on the uniform, and claimed that I was a naturalist. Bob Morris was a wonderful teacher. He showed us all the things that were worth talking about and I began to learn about the management of the National Forests. That, I found, was the most popular thing I talked about at the campfire programs. They really comprehended talks on measuring the growth on the forest and the establishment of the allowable cut and they said, “Gee, I can’t believe people did that.” They thought that was the most terrific thing they ever heard of. I thought it was pretty good, too. I really enjoyed talking about that at the campfire programs.

*Nord Whited*

(In the 1970s), I got into Visitor Information Service, which I thoroughly loved. I put on campfire programs for 750 people on a Friday night during the summer months at the Pinecrest amphitheater and loved what I was doing. I did geology and hikes and we took people out on timber sales. They could actually watch a tree fall, so there was a lot of coordination involved in it. But for me, it was to show the public what we really did and it really wasn’t supported that much within the Agency. It was one of those fluffy things to do. I had a thoroughly wonderful job doing Interpretive Services for about two years. It was still the old Forest Service in my mind

*Dan Roach*

Bob Morris designed the Lake Tahoe VIS program that’s still in operation with its trails and everything else. But Bob had the idea for the Stream Profile Chamber, because he went up to the UC outfit up

---

north of Highway 80, and they had what amounted to a study area, where they could look into the side of a stream. Bob thought, Gee, this would be terrific for a visitors' center. So he more or less designed it. Of course, the Regional Office changed the design, but it was essentially his idea. Anybody who wants to can go and see its 30 feet of window looking into the side of a stream. In order not to disturb the natural Taylor Creek, which is where the water comes from, Bob explained to the designers that he wanted them to draw some water off from Taylor Creek but into an artificial streambed that we created right there outside the little window. Then the water flows past and goes back into Taylor Creek again. So he was conscious of trying not to mess up the natural stream that was Taylor Creek. *Nord White*

Every year, I had a training session for all the VIS people in Region 5, and we camped out. It was a sleeping bag session. We didn't go into an office or anything. We went to different National Forests every year. I ran 14 different training sessions, and I told them, "This is what we need to talk about." They picked up on it, because it was a simple concept. You know, it wasn't all that complicated. These people, a lot of them were real naturalists. I mean, they didn't need any training from me about the natural aspect, although we got into that, wildflowers and all of that business. But I used to tell them, "Let's get in there and let people know how their forest is being managed." I think it was a great program. It's a damn shame it didn't continue more than it did. It's like Gifford Pinchot said, "No, we want no press agency. Just tell people the facts and let it go at that." He used the wonderful term, "press agency," because that was him back in 1906, you know. But that's the point I made: I don't want any public relations or any ad agency approach. Just tell them what we're doing. Let it go at that. People loved it. When I told them about measuring trees, which we do, measuring the growth of a given study group of trees and working out the ten-year growth and deciding what the allowable cut could be and still have sustained yield, man, they were really impressed.

*Nord White*





South Zone Conservation Education Workshop led by Jane Westenberg, San Bernardino National Forest (1970)

## Environmental Education

The growing environmental movement transformed and expanded the traditional conservation education program. Programs like Woodsy Owl were aimed at young children who were increasingly concerned about pollution and the future of their planet.

So we started these special sessions. Part of our theory was that we needed to help Forest Service people to know how to work with the public and how to work with teachers. So the first thing we did was to start training field people.

*Jane Westenberg*

It was obvious to me that (foresters) really weren't communicating well. They were interested in forest fires. They were interested in the Smokey Bear program. They saw this as a vehicle, and rightly so, to get together with kids particularly, but for the most part they were doing a terrible job of it. You know, there were individuals who saw the need and had some instinctive idea about how to deal with the subject matter, but generally speaking, they had no idea. It was, "Here I come, and I'm going to tell you," this sort of thing. So much of the training and other kinds of stuff they were trying to do was not a good technique because it was focused on lectureship kind of thing, which, at the same time, was not as effective as they thought it was in education. Of course, we didn't do lectures in the outdoor schools. We took people out, the

---

kids out, and everything was hands-on. I realized that a lot of changes needed to be made. They weren't engaging the resident schoolteacher in what they were bringing to the school, so there had to be some differences here.

*Jane Westenberger*

When I was on the Angeles National Forest there were thousands and thousands of school kids, you just wouldn't know where to start to try to do any education with those kids. So the approach we took was to set up teacher workshops on the weekends. Bob Brady, who worked for me at the time, would run most of these teacher workshops. They'd be in some mountain location, and 20 or 30 local teachers would come up for the weekend, and we would teach them how to teach environmental education. Then they would take it back to their schools, and I always thought that was a very effective way to do it. That's something I wish we were doing more of now.

*Marilyn Hartley*

## Fire Information

Wildland fires are a concern throughout California. As communities spread to the very edge of many National Forests, the potential for crisis situations grew, and when fires occurred, the demand for timely and factual information also expanded. Public Affairs played an important role in providing information and dealing with people when sensitive situations developed.

I was ten years (1958-68) in the Office of Information position on the Angeles National Forest. We started the Fire Information position on fires, served as Forest Service liaison to the Smokey Bear campaign advertising agency, Foot, Cone, & Belding. We helped promote forest fire prevention and Smokey Bear via the Pasadena Rose Parade to all national TV networks for many years. Dick Johnson was on the San Bernardino National Forest doing the fire prevention work also. We worked together on the first Fire Information Program for the entire Forest Service nationwide, wrote the first Handbook on the subject in the Forest Service and established the servicewide Interagency Fire Information Center on forest fires.

*Don Porter*

I was on the Angeles National Forest as a professional when I first started my Forest Service career in 1966. We had the Loop Fire disaster, where the El Paraiso Hotshots got overrun. I got to know the Public Information Officer (PIO) as they were called in those days, on the Angeles, a guy by the name of Don Porter. He kind of went on to be a godfather for a lot of us who went into the communications field in Region 5. Don was the PIO. The role I had with the Loop Fire situation was they brought the survivors back to Oak Grove. The Superintendent and a few others that survived were brought back to

my Ranger District, because we had a Hotshot crew there. I remember Don Porter coming to the Oak Grove Ranger Station and doing some media interviews there. He did some on-site interviews, but he also came there because I think the media was trying to get to the survivors. He was called and came, kind of headed it off and tried to give them information.

*Bob Swinford*

I became Assistant Public Affairs Officer and then PAO on the Angeles National Forest. Of course, a big part of public affairs communication on the Angeles was fire communications. During the time I was Assistant PAO, Bob Swinford was PAO. I think we did a really good job with fire as far as some of the processes we set in place for training field people for the initial communication response. Because the media were right there, instantly, before fire teams could come up, we did a lot of training. We also set up a system of phone banks.

*Marilyn Hartley*



Dick Johnson and Don Porter (first and second from left) at fire information center, San Gabriel Fire, Angeles (1960)

Dick Johnson and I were sent all over Region 5 to do fire information. We set up Fire Information Centers to do teaching on the fire prevention program. We did, really, end up expanding this program, not only fire information, which other regions decided to do too. We did training sessions and ran them at the Training Center in Northern California as well as many other States and Forest Service Regions. We trained people on how to be Fire Information Officers, what to look for, what to do. After we did the first Fire Handbook, it became a model for others that followed.

*Don Porter*

---

Art Dufault, Angeles National Forest Public Information Officer, would ask me from time to time when I was in the Forest Supervisor's Office to help him with fire information. That was mainly either out of the Supervisor's Office or if we could get someplace closer to the fire, where we had a good telephone, that's what we would do. But almost all of it in those days was just radio call-in. So that's how I first started getting interested in the communications and information aspects of things, and then during that time decided that maybe that's the kind of job I wanted. I eventually ended up going to the San Bernardino Public Information Office. It seemed kind of glamorous, the Don Porter model, which Art Dufault followed, and then I also followed. We had a Forest Service radio in our personal vehicle, and so we were always kind of on call with situations, for mainly fire. So it seemed kind of exciting. That's probably why I was interested in it.

*Bob Swinford*

The media coverage of the fires in 1987—and that's radio, television, and print media—was extensive. It was fantastic, as accurate as they could make it in getting the information they needed to write the story in the time they needed to meet their deadline. The media were out on the sites. They were in the air. The only problem I think we had occasionally was our Air Officers had to frequently be police airmen to keep the news helicopters out of the flight patterns for our helicopters and retardant ships. But by-and-large, I thought the coverage was good. It was accurate. It kept the people informed. They had people actually going out to the site and getting the information. There is very little detailed coverage that someone in that area of the fire would want to know. It seems to me, when I look back and think of the coverage and the stories I read, California provided that depth of detail for their public, for their readers, for their listeners. And that was a very important service, and I don't see that detail now. Of course, this probably bothers no one but foresters or those of us who work with the land. We have gone from acres to square miles.

*Paul Barker*

But also out of the flow of Yellowstone (National Park fires in 1988), I got very committed to the fact that we needed more than one level of qualifications for Fire Information Officers, and I headed up the National Wildfire Coordination Group, NWCG, a working team for prevention and education. We used that as a platform to push the idea that we needed some stratification of qualifications for Information Officers. Because at that time there was a trainee level and there was an information officer. We created working groups and got through

---

the idea that you've got Type 1 recognition level of the Information Officer, which is, of course, like every other fire position a step up from the Type 2. So that's one of the things that I put a lot of personal time and effort into. I was able to kind of bridge that gap between the two organizations because most of the people that do fire information are information people, and the fire folks took a lot of convincing that it needed to be done.

*Bob Swinford*

I guess getting the Agency really involved in public involvement and decision-making, the public information on fires was one that I think we accomplished quite a bit, which is common now. I sit here at home watching a fire on TV and there's a young lady who's a Fire Prevention Officer and she does quite well. I think that overall, the public information on fires, the public information on forest levels, which most all forests have an Information Officer now, man or woman, it doesn't make a difference, they do a great job.

*Don Porter*

## **Working with Others**

The Forest Service has always had core constituencies. The changing demographics and politics that began in the 1960s, brought a new array of "interested publics" to the table.

One of the things I wanted to point out was that during my whole career I had worked with the local people very intensively because I thought it was our job. I was a member of the Lions Club, and I was a member of the Grange in Lake George and knew the people who were members. I was a member of the Lions Club in Buena Vista, Colorado. I was a member of the Lions Club in Glenwood Springs, Colorado. I was a member of the Rotary Club and President in St. Anthony. I was a member of the Rotary Club and President in Custer, South Dakota. Those were the local people who were interested in the Forest Service. That was the local economy that was affected. You were working with and meeting with leaders of those groups all the time.

*Grant Morse*

The Director of Recreation, between 1958 to 1960, was successful in assisting Squaw Valley in obtaining the 1960 Winter Olympics permits. "Slim" Davis was the Director at the time. "Slim" worked with Alex Cushing and gathered all the information that was necessary, including the applications to the Olympic Committee, to get Squaw Valley to host a Winter Olympics. The Forest Service had a big role in that because we put quite a bit of money into the development of facilities at Squaw Valley: a big skating rink, big grandstands and that sort of thing, which incidentally have now been replaced with condominiums. Once the Olympics were over, the Forest Service

---

couldn't afford to maintain those facilities. But that was kind of the Staff Directors' role or the Assistant Regional Foresters' role, with the Public Affairs responsibility basically being one of painting that scenario in the best possible way for public acceptance. There was definitely an expectation that Staff Directors and Assistant Regional Foresters, in their area of responsibility, would do what was necessary to bring together the key actors and the key people that would make their program work. The Staff Directors that didn't get that done didn't last very long.

*Jon Kennedy*



Forest Service Region 5 played an important role in staging the 1960 Winter Olympic Games at Squaw Valley.

---

I continued as a member of the Commonwealth Club of California, which has 14,000 members statewide. I became Chairman of their Natural Resources Committee and a member of the Board of Governors the last two years. We had a study topic that affected the Redwood National Park creation and the Club recommended that the State Park program be expanded. Thus, it became a National Park. The Sierra Club, of course, pushed it very hard nationally, and other conservation organizations nation-wide prevailed. Now it is a National Park, and that part which was managed by the research branch of the Forest Service was lost. The County Supervisors Association was a very strong group concerned with natural resource management throughout the West particularly, and I worked very closely with the NACO, National Association of County Officials and their leaders.

*Grant Morse*

In the late 1960s, the Job Corps came into effect, which was a youth program nationally within the National Forests. The Forest Service was in charge. But these were camps where young people were put to work in the forests and did resource work. So, I got the job of doing the Public Information Liaison for two Job Corps camps in Southern California. There was one on the Angeles called Fenner Canyon on the desert side of the Angeles Forest. The other was Mount Pinos camp, which is on the Cleveland Forest out of Lake Elsinore, between Lake Elsinore and Orange County. And it was interesting because you kind of had to prepare the community for about 30 or 40 young people of different racial backgrounds and so forth, coming near their community. It wasn't a prison camp, but the first thing they thought about was prisoners. And so you had to educate the local community that these were not prisoners; they were just young people who needed a job and were working in the outdoors. So we did that with the communities not only around the Fenner Canyon area, which was the Lancaster-Palmdale area of Los Angeles County, and then also Orange County and Lake Elsinore area of Orange and Riverside County. That was interesting; it was kind of different and you had to represent the Forest Service and so forth on those two camps.

*Don Porter*

#### Job Corps

In Fresno there was a whole bunch of people who were interested in motorcycle use, and they were just a problem. They were riding places they shouldn't ride, and they were riding one or two motorcycles or other ORVs (off-road vehicles) across wet meadows which leaves tracks forever. Particularly if they cut through the sod. So the Sierra National Forest initially met with those groups, and they said, "Either you're going to have to clean up your act or the land is not going to be available

---

for you.” And they said, “Okay, what do we need to do?” So they designated routes; they designated permit systems, and those people really turned to help do things to get their members to cooperate. They published member newsletters that said, “Here’s a place you can ride, and here’s a place you can’t ride, and here’s areas that are closed, and here’s areas that are open” and so on. So that was the beginning of really trying to deal with ORVs. Now, this is in the middle 1960s. And that still seems to be the best way to get compliance is to have the organized groups themselves put out the word, and also there’s a lot of peer pressure when they decide to do things. *Max Peterson*

My perception was that we did very little in terms of outreach as an Agency. Most of our effort was devoted to establishing relationships with specific people, who supported what the Forest Service was doing, and utilizing those people as our voice and eyes and ears, and calling on them for help and support to carry forward kind of what the Forest Service mission was all about. I didn’t see a lot of desire at that time by the Regional Forester or folks in the Forest Service to try to involve people outside the Forest Service in our decision-making process; it was more trying to involve people to make them understand the importance of what we were doing, and not necessarily to help to make a more sound decision by involving people in the decision-making process. Most of the Public Affairs work at that time was post decisional and involved trying to build support for decisions that had been already reached. *Jon Kennedy*

It’s the tradition of the Forest Service to make a decision and cut timber in a certain area or whatever and not consult with the local people or the people a long ways away. So the theme we had at that time (1970s) was get the public to be a part of the decision and let them participate, actually take a model and have them make decisions on it. And when they’re better informed they’re more likely to support the decision. Now, that doesn’t mean that somebody far away isn’t going to complain about a Forest Service decision, but at least you’ve done your best. So I conducted public involvement and decision-making training and I think it provided positive results. I see some mistakes still being made where that hadn’t been done, but that’s the way it goes. Again, if the public is left out of the decision they’ll think we have something to hide. So I think they need to be a part of it. *Don Porter*

It depended on what level of the Forest Service you were working in as to how the Forest Service responded to the environmental criticism. When you were working with folks on the ground at the Ranger District level, I think the reaction was just more positive and more



---

responsive. I think at higher levels of the Forest Service there was more of a tendency to push those concerns aside and take on the attitude that we know what's best for the land and these folks don't know what's best for the land and try to ignore them. I think we missed the opportunity back in those early days to have some key dialog with some of the environmental leaders and perhaps get to some resolution before it got into the continuous cycle of lawsuits. *Bob Devlin*

When I got to Lake Tahoe (in 1988) the interests of the environmentalists and the business community were working their way out of a period of major conflict. The League to Save Lake Tahoe wouldn't put up a sign or anything because they had been threatened with bombings, and the wars were just subsiding. Then there was a change in the Executive Director, Rochelle Nason, who's a lawyer, and a woman by the name of Trish Ronald, who became the Chair of the TBI (Tahoe-Baikal Institute) board. From that a new climate of collaborative work began to evolve from the League side.

*Bob Harris*

The industry in California was very well organized. The Western Timber Association, with George Craig, who was their Executive Director—that's evolved. Now it's California Forestry Association. George was a very strong advocate for the timber industry, primarily working in timber sales, procedures and things, but they also were a major factor in keeping the pressure on to meet the allowable harvest levels that had been established and, as plans developed, to oversee. They hired a couple of economists to bird dog the planning process to make sure the harvest levels kept up, particularly as we moved into the late 1970s with the National Forest Management Act.

*George Leonard*

The thing that kind of changed me, besides getting more experience on the public side of our work, the thing that had a big influence on the rest of my career was working with volunteers and human resource programs funded by other organizations in the gorge. I've often said that eight months of the year, we had a couple hundred people working for us in the Columbia Gorge that weren't our employees. They were either volunteers or they were paid by the State or County or somebody else, doing Forest Service work. On the Ranger District we actually organized it so that about a third of our permanent staff's job was to plan, coordinate and facilitate the work of others, be it volunteers or whoever. So, we had a really sizeable human resource program of non-Forest Service folks doing work for us, everything

**Working  
with outside  
organizations**

---

from planting trees and thinning to trail maintenance to building maintenance, and building new structures. I think of how influential that work was and how it influenced me and carried over to my job on the San Bernardino.

*Gene Zimmerman*

It is the interest groups and the people living right adjacent to the National Forests who are the ones that we have to work with. They are the stakeholders. They have a stake in the issue and they care about the outcome. So, really 80 percent of our effort does need to be on that 20 percent, not the other way around. The dentist, the mailman and so forth are not stakeholders for forest issues, and this may sound cold, but in some ways it doesn't matter what they think of us, because we don't interact that much. That's where the role of Public Affairs comes in, identifying those stakeholders, figuring out how we need to work with them to help them understand what we're trying to do.

*Marilyn Hartley*

I think there were exceptions, and I think it's more a matter of necessity. For example, I think the four Southern California National Forests (the Angeles, Cleveland, Inyo, and San Bernardino) given their proximity to 20 million people, found it necessary to be pretty responsive to those things that came up in their public meetings. I would put the Inyo Forest in same category because of its proximity to that same group of 20 million people. Those forests are so reliant on nontraditional support—funding mechanisms, volunteer groups and others—that they have to rely on their publics to be able to continue to manage those lands. In my opinion, they are far more responsive to local issues and local desires than are the Northern California Forests.

*Jon Kennedy*

We've built a wonderful volunteer program (on the San Bernardino National Forest), a great partnership program. I guess my passion as a Forest Supervisor has been on externalizing the Forest Service. It was pretty much known as internalized. You know, the Forest Service folks did their thing in a smoke-filled room on the Ranger District over in the Supervisor's Office and then announced the results of all that to the public. My bias was to externalize our dialogue and involvement in getting volunteers working for us. We went from a very small volunteer program to one of the largest in the country—partnerships galore. I've always said everybody wants to help us; it's just finding the right niche for them. It doesn't make any difference if it's an individual or corporation or a nonprofit group; they all want to help us.

*Gene Zimmerman*

---

Rainbow Family folks are anarchists from the old hippie times and days. They profess that kind of following, and they have no leader. Mother Earth is what they live for. They recognize no agencies. Just live for the Earth and be free. A lot of them—they don't recognize authorities, and they just go to a National Forest somewhere in the U.S. every year for the 4th of July to celebrate Mother Earth and overwhelm the Forest Service. They always go to a small community in the middle of nowhere and set up camp. There are thousands of them and they raise a lot of havoc with law enforcement in the community, but they are interesting folks. A lot of them don't wear many clothes, but they all get together in a big circle on the 4th of July. We hosted them one year on the Klamath National Forest. Later I gave presentations on the Rainbow Family, both in the local communities and back in Washington, D.C., at the Chief's Seminar. *Mike Lee*

My Archeologist was very much in tune with the Washoe tribe, and she had done a lot of work at the University of Nevada, Reno. When I got there, she was very interested in working with the new surge of energy. They had a new Chair, Brian Wallace, and wanted to bring the Washoes' presence back in and create some opportunities for the Washoe (tribe).

**Working  
with Native  
Americans**

We found out that they had a cultural center proposed at one time, kind of going on the back shelf, and so we got with the Washoe, and we brought Bob Tippeconnic, who was the Native American Program Manager in the Washington Office, and we dedicated the site with the elders and got it publicized and put up a big plaque. We decided to renew the permit at Meeks Bay, and we didn't just move it across to the existing permittee we told them it was time to move on. The elders had come up earlier and showed us where they used to cultivate bracken fern up in the canyon and burn it in the fall and made their baskets. So, the Washoe had a lot of love for the Meeks area, and they successfully bid it. They're now the operator of the Meeks Bay permit, and they put on cultural presentations and so forth. So the presence of the Washoe has gained significance. *Bob Harris*

The Forest Service international program made other exchanges that we and the Tahoe-Baikal Institute helped facilitate. We've had the Washoe exchange with the indigenous people there and the Greater Baikal Trail was built around Lake Baikal. We brought them over here to train trail building teams and meet the Tahoe Rim people, and we set it up with the Toiyabe National Forest to actually go out and build a trail. We get tapped quite often. Greenpeace gave money

---

to the EPA (Environmental Protection Agency), and they came to us to facilitate with business people for a business incubator program. Then we formed a sister city agreement with Baikalsk, a small town in Russia with a pulp mill. It was the environmental bad poster child thing at Lake Baikal. We are now sister cities and that allows us to go there and work with the Baikalsk people. Finally, we did a high school exchange with the Eldorado National Forest and the school teachers in Eldorado County where we have a Watershed Education Summit Program with the Forest Service, the Fish and Wildlife, the Fish and Game, and the Natural Resources Conservation Service up at Union Valley. We've brought eleven high school students from Baikalsk over here for a program and have taken a dozen of our high school students over there. We purchased the equipment and instituted that watershed education summit over there.

*Bob Harris*

The California Department of Forestry (CDF) Chief, Tom O'Keefe, came to the (San Bernardino) Forest. I hit it off with Tom O'Keefe, and our relationship just went from competitive to synergistic with the snap of a finger. We helped each other, working side-by-side with crews out on the ground. When we had the forest health crisis, which really hit heavy in late 2002 and 2003, we had a lot of tree mortality, about 350,000 acres of public and private land with all age classes across the landscape. We all realized that we had a major catastrophe on our hands. Not only did we have a lot of dead trees that were certain to fall on houses and kind of change the whole character of the National Forest but a dramatic fire hazard, where we were likely to lose not only a few houses but entire communities. That's when we pulled together what we called the Mountain Area Safety Task Force—MAST—where we, across a whole series of jurisdictions, agreed that we were going to work together to build one plan and implement it based upon our responsibilities, authorities and budgets. That's where we really started working shoulder to shoulder with all the other agencies and sub-agencies. As an example, San Bernardino County has not only the fire organization, but they have the Sheriff, they have the Fire Marshal, and they have public works agencies that were all working on this with us. So we put together an Incident Command structure from all these different jurisdictions involved in the Incident Command organization. We had a vision. We had shift plans that were typically, "Here's what we're going to do for the next month," and we all pitched in and got it done, and then we'd build a shift plan for the next month, and we'd all pitch in and get it done. We worked hard on evacuation routes, places to put people in the event that we had to evacuate, places to gather people, to stage them prior to evacuations. We worked on

---

community buffers, building a fire-safe buffer, a somewhat fire-safe buffer around the edge of communities so we'd keep fire from coming out of the wildland into the community. *Gene Zimmerman*

## **Working with the State of California**

To improve communications with the State government, the Forest Service opened an office in Sacramento in February, 1989. Jon Kennedy headed that office until his retirement in 1997. The small (two or three person) staff has reported to the Regional Forester and the Regional Public Affairs director over the years. It continues to work with a variety of state agencies, commissions, the legislature and the Governor.

The State Legislature, in particular, was kind of a void in terms of any responsibility of anybody in the Regional Office to be concerned about. This almost caused us a major flap because in the late 1980s the U.S. Congress delegated the responsibility of air quality, water quality and pesticide management to the various States, and, thus, the regulations and procedures established by the State, in fact, became binding on the Federal agencies as well, not just the Forest Service but all Federal agencies. That led us into another reason for thinking about establishing an office in Sacramento. No one was dealing with the State legislature on those issues. So, in late 1988, after some urging from me and from Tom Price, who was then Director of State and Private Forestry in Region 5, the Regional Forester established a presence in Sacramento. That helped us begin to deal not only with the legislature but the Governor's Office, and the other Federal and State agencies located in Sacramento. So, in early 1989 Regional Forester Paul Barker and Dave Jay, who was Deputy Regional Forester, asked me to draw up a proposal for what this office would look like and what it would do.

Tom Price and Harley Greiman became the other members of our staff in Sacramento. A couple of things of interest in that approach was that we needed to fully represent the Regional Forester on a day-to-day basis in Sacramento, which meant there needed to be enough authority vested in the position that we could speak authoritatively for the Regional Forester. In fact, I insisted that the position have the signing authority to represent the Regional Forester in signing documents or comments or activities directed at the Governor's Office and the State Legislature and other agencies around town. That we could truly represent the Regional Forester and not just as eyes and ears but have the ability to take action when deemed necessary to protect the Forest Service interests in dealing with the State legislature. I insisted

---

on a title of Assistant to the Regional Forester for that position and not Regional Forester's representative or some other title that would connote something less than full authority to speak. In my mind, it was going to be a permanent office because of the need to continue to outreach in the areas that we had not done in the past. In fact, once we established the office in Sacramento, we had meetings with a number of State folks around town, including some of the State Legislators, and the feedback we were getting was that the reason the Forest Service had not shown any interest in Sacramento was that we're not interested in Sacramento. And if the Forest Service is not interested in Sacramento, then Sacramento is not interested in the Forest Service either. So, it was that kind of a situation that we found ourselves in when we moved into the office.

*Jon Kennedy*

The important thing is that the portion of the job that we carved out in Sacramento was not being done by anyone. It had been 20 years since the Regional Forester had met directly with the Governor prior to the time we got to Sacramento. It seemed to me that it would be important that the line management overseer for a quarter of the State of California ought to at least be on a first-name basis with the Governor of the State. We were able to arrange for that to happen. Now, there has to be a two-way street. The Governor has to be able to feel he can call on the Regional Forester as well, and I'm not sure that any Governor since Pete Wilson has had any inclination to be concerned about what the Forest Service does. Certainly not George Deukmejian, certainly not Gray Davis. I think Arnold Schwarzenegger is probably most concerned about fiscal and political and education issues and not natural resource issues. Frankly, the natural resource issues are not all that great right now. Everything is pretty much on hold, at least from a Forest Service perspective. I think the Forest Service is currently operating in kind of a bomb shelter mode. It's kind of at the point where we'll speak when we're spoken to.

*Jon Kennedy*

One other thing that we did when we were in Sacramento was be a party to the establishment of what's called the Memorandum of Understanding on Biological Diversity in the state of California. This was an effort brought together primarily by resource agencies, and to some extent the Department of Forestry, with the intent to have a common understanding of approaches to maintaining biodiversity. By biodiversity, I mean plant and animal diversity in the state as it pertains to the various land management and resource management agencies. I was one of the principal authors of that document, along with Bob Ewing from CDF. We got general approval throughout the

resource agencies, BLM in particular. That launched an effort that established the Biodiversity Council in the state, which is made up primarily of agency heads, local governments and interested pseudo-governmental agencies like the Association of Bay Area Governments. That memorandum of understanding is now signed by some 31 or 32 state, federal and local agencies, including all five of the regional county supervisors associations. I think there are eight federal agencies and ten or twelve state agencies, along with the Coastal Commission, along with San Diego County Association of Governments, and others. All come together every two months in a dialogue on approaches to each agency's contribution to this biological diversity. That's been going on now for ten years. I have a plaque upstairs that identifies me as one of the principals in that, and I'm proud of that.

*Jon D. Kennedy*

## Dealing with Controversy

The Forest Service has been the focus of controversy from its inception, but the new climate in the Nation, with concerns about environmental problems, led to intensified clashes between disparate views of how the Nation's natural resources should be managed and for whom. The Pacific Southwest Region had its share of challenges and struggled to learn from them and find ways to work more effectively with citizens.

Several controversies of historical significance tested the region's communication skills. These included the proposed Mineral King ski resort, the Gasquet-Orleans road, multi-fatality fires, and the spotted owl.



Artist conception of the proposed Disney ski resort development at Mineral King on the Sequoia National Forest.

---

One of the early controversies that I became aware of in California was the proposal by Walt Disney to develop a major ski area down on the Sequoia National Forest. The environmental groups blocked that proposal. It was one of the very first examples I saw of organized efforts, largely by the Sierra Club, to stop a management activity being proposed by the Forest Service.

*George Leonard*

I think the Forest Service people have a much more difficult time today than we ever did in the past, because the country is so divided on this matter. It's not just forestry or land, it's just everything. It's much more divided, so it's hard to maintain a balance that's endorsed by the majority of people. I think that sometimes we hang onto these things too long, the Forest Service. Maybe not anymore, but in my career towards the end, we lost all opportunity to have any more National Forest land in Alaska because we would not give any. You know, the Regional Forester up there said he didn't want wilderness and that just about sealed it off, and the Park Service and Bureau of Land Management (BLM) retained it all. We didn't get anything. Take the Mineral King controversy—I was Director of Recreation and Management nationally when Mineral King was a hot issue. Regional Forester Doug Leisz worked with the Disney Corporation, and they had a really good plan, but they wouldn't give. That resulted in Mineral King being transferred to the Park Service. The North Cascades was the same thing. North Cascades became a National Park. Eventually the people are going to prevail. Sometimes the best decision doesn't come out of that, but we could have had a decision that probably would have been as good or better and still be under Forest Service jurisdiction. I guess my point is that I think we dragged these things on too long, and the public was really out ahead of us. Eventually they politically got us directed into a position that's more compatible with them. The courts, for a majority of issues, have been sympathetic with the public. You can argue about whether it's the letter of the law or not. There's probably enough latitude to go either way. The courts have not supported the Forest Service too well on these issues. Again, I think we've learned quite a bit. I don't detect that being such an issue right now, but when you get administrations that change radically, from Bill Clinton to George W. Bush, you get whiplash. The Forest Service has a tough road right now. It's all part of the culture. It's not any one person's fault, but we can't prevail.

*Zane Smith*

I began to be sent out on little task forces. There was a time when, on the Stanislaus National Forest when the Forest Service was having trouble with a Jewish Children's Camp because of a permit over some



---

contamination of water. They filed an appeal of a timber plan and Congresswoman (later Senator) Barbara Boxer got involved. I was sent out with a team to take a look at it from the public relations standpoint and made a report, with the team, back to the Regional Forester about what the real situation was there. We won that one.

*Jane Westenberger*

I got right in the middle of it. There was a little newspaper called TAN, Tahoe Area Nudists, and they put my name and phone number in there and people called me because there was a move by a woman on the site to stop nude sunbathing at Tahoe. There never was an end to the little issues. I used to call them social engineering or social management, issues that were very difficult to work through.

*Bob Harris*

Clearcutting is probably one of the uppermost controversies that we have dealt with. We, as professional foresters, can always expound on clear-cutting that when used properly is an appropriate silvicultural practice. I don't know if we'll ever convince the public of that, or need to. I think we need to accept the public's view of clearcutting and not do it. Twenty years ago, I would not have said that, but I would say that today. The whole concept of even-age management is misunderstood because even-age management and clearcutting immediately get into the whole controversy over old-growth and the value of old-growth and the fact that it is diminishing and that we don't have any old-growth or don't have enough old-growth, and we are not sensitive to old-growth. I don't think there's a Forest Plan or Timber Management Plan that has ever said that we would not manage for old-growth. The perception, though, is that we are not sensitive to it and are not managing enough old-growth species. Again, that's a problem, and we just can't seem to get around it.

*Glenn Gottschall*

**Timber  
Controversies**

We saw the handwriting on the wall that clearcutting was a thing of the past in California. It just wasn't going to fly. So he decided to stop the clear-cutting. He did meet with me and Chris Bowen, one of the people on our staff who was a very strategic big-picture thinker, to get some ideas on how, from a communications standpoint, he might go about making these changes. We worked with Paul to roll out this Environmental Agenda, but then he also declared a moratorium on clearcutting for Earth Day 1990. So we got a lot of visibility. We held a very formal press conference, which was very well attended. It probably took a little of the steam out of the plans of some of the environmental community at that time, who were so against clearcutting. They got

---

exactly what they were hoping for. I know that Paul's making that decision was controversial within the Agency, but that was one of those examples of California being on the cutting edge.

*Marilyn Hartley*

And then, of course, there was the controversy over salvage sales. Whenever we had a fire, the Forest Service would want to go in and salvage that material because, while the fire has killed the tree, you can still get lumber out of that tree and provide it to the public at a reasonable price and keep prices of timber down so people can afford to build homes. However, there is a part of the community that thinks that salvage sales are just an excuse to sneak in and ravage and pillage the forest. So, when a Forest Supervisor puts up some salvage sales on a forest fire, why, he's immediately brought before the Sierra Club, and someone files a lawsuit. Then it gets hung up in court, and by the time it makes it through the courts, whatever was out there has decided to rot, and that's the end of the salvage sale.

*Dick Henry*

I really do think that technology added to the escalation of controversies a lot. We're really entering the computer age in terms of the sense where everybody's got a computer and people are starting to communicate with each other, and so you'd find that appeals and information, and misinformation, was shooting around the networks at lightning speed instead of snail speed, and so people were forming opinions in completely different ways than what we were used to. More lawsuits, more appeals. The controversy can be created much quicker and a lot of that was taking place in the late 1980s and through the 1990s.

*Dale Bosworth*

I worked in the Washington Office and worked in Region 5 and then went back to the Washington Office. You know, there are a lot of things that Region 5 is the first in. The first in change and cutting-edge things, but maybe not quite as much as Region 5 thinks it is. I probably learned that more when I spent ten years in Region 4. I think that as great as Region 5 is, in a lot of areas and the people there, other Regions of the Forest Service have equal talent and have equal accomplishments. In Region 5, because you've got—how many Congressman do you have now? Fifty? I mean, obviously it's going to get attention because politically it's important. Economically its Gross National Product (GNP) is higher than many countries, so it's always going to be there. I think all of the employee issues of the last 20 plus years have made people kind of look at Region 5 and say, "Well, I'm glad it's their problem."

*Bob Swinford*

---

## Involving the Public in Decisions

The Environmental Era was accompanied by new laws that opened Forest Service decision-making to public scrutiny and comment. The Roadless Area Review and Evaluation (RARE) was prime example. The Public Affairs function took on a greater role in activities like “scoping”—or gathering public input for Agency decisions.

### NEPA and Land Management Planning

NEPA had passed in 1969 (and signed into law on January 1, 1970). I remember reading or hearing something about it before I left the San Bernardino, but I don’t think any of us really knew what it was going to entail. The actual law does require some interaction with the public on significant projects. Various agencies have defined “significant” differently. We started that in 1972 or 1973 and it just kind of kept building. NEPA became sort of the full-employment act for Information Officers because it mandated the Forest Service to do public involvement. I think that if you talk to people that were around before I started, they’d say, “Oh, we always did public involvement,” but this was a more formalized, documented kind of public involvement. A lot of Forest Supervisors and other folks didn’t want anything to do with it, so they hired people to do it.

*Bob Swinford*

Public involvement also got to be a real mess for us. When NEPA required public involvement, the mathematically inclined people came up with these statistical ways of doing public involvement. We got into content analysis and all that sort of thing. I don’t know that there was any better method, but it sure didn’t work. The environmental community that wanted to change the management of the National Forests soon learned how to manipulate public involvement so that the statistics always came out supporting their particular position, what they wanted to do and that sort of thing.

*John Marker*

Land management planning brought in a lot of public interest. You could see with the National Environmental Policy Act that people were beginning to organize and coalesce around issues and protect their interests. So there was a lot more interaction with the public, and I think a lot of us were on a learning curve on how we were going to manage this. Bringing people together to get their ideas without getting into big shouting matches requires a lot of skill. I wasn’t afraid of it. It wasn’t that conflict is bad, because if you’d work your energy to get people to come together, usually you can find them shifting off positions. I’ve seen that with the work we did on the Shasta-Trinity National Forest way back with Dick Pfilf. Starts out in a difficult

---

position, but you finally have to talk it out; you can get to understand that there are reasonable gives and takes. It always existed that way.

*Bob Harris*

I think a lot of people were kind of bewildered about what was happening and why. At the same time, I think that all that badgering from the other end of the spectrum came from the business and commercial world. For people in the Forest Service these things were coming from both directions, and the Agency was really in a very tough situation at that time. There was intense demand for public involvement and a lot of rules were being promulgated, and yet some things about actually implementing those rules were pretty vague to field people who had never done any of this. We were developing tools and techniques, and we were trying to figure out how to analyze all this stuff. You have to remember that at that time, we had virtually no computers, and my staff and I spent many a Saturday morning on the floor of our office with all of the responses trying to figure out ways to compile the piles around the floor, and trying to figure out ways to analyze this, to put it together and to fulfill the steps of the requirements that were coming out. A lot of things were being done, and they were beginning to train a number of people. The Public Affairs Officers went to quite a few of these sessions on how to pull all this together. These were tough times. The field people that had to actually conduct public meetings—this was scary.

*Bob Devlin*

I would have to honestly say that the outreach that was mandated by the National Forest Management Act was performed by rote by most of the Forest Service people involved. They did it because they had to do it, not because they could see any value or outcome in doing it. It was a step in the process that had to be taken before we could get on to the Forest Service making the decisions on what would be happening. So we had all these public meetings, which many of our publics, by the way, said were probably a waste of time because the Forest Service wasn't listening. But we had all these public meetings, ostensibly to gather public input, and then the Public Affairs people would do what they called content analysis, and they would come up with a series of: "Here's what the public said on these issues." I have no evidence that the public input had a significant effect on the decisions that were finally made, the Land Management Plans.

*Jon Kennedy*

There's another element about this whole thing. I think it's maybe significant to the whole idea of educating people to know how to analyze a Forest Service decision. If we don't do those jobs right

---

ourselves we are going to get in trouble. I found a lot of that after I went back to the Regional Office as Director of Public Affairs. When the planning really got heavy and we had to do all of this heavy-duty public involvement, the decision might not be a bad one, but you couldn't tell how they got from here to the decision. People said, "Wait a minute. How can you support this?" One of my jobs for a while was to take a quick look at those things when they came into the Regional Office and say, "Wait a minute." And you wonder why the so-and-so is trying to appeal this.

*Jane Westenberger*

The environmental issues were coming to pass along with the social response. It was an environmental renaissance. In 1973 we had huge fuel consumption and supply problems. If you were driving to San Francisco, they had fuel lines—odd days, even days. Folks would even store gasoline in different places. So it was starting a whole different era. My main job in the area of Public Affairs was to host public meetings dealing with RARE I, and RARE II, off-road vehicle use. We had the Snow Mountain Wilderness Area proposal coming into place and some of the smaller wilderness areas. The Snow Mountain Wilderness Area on the Mendocino is probably a great example of one of those. It just caps this mountaintop basically, and some buffer along the sides, in an area that historically was used by some motorcyclists and four-wheelers. So we went and hosted public meetings and listened to the public. Even though we had our minds made up, I believe, in that we thought we knew what the greater good for the public was, we started losing some ground in some of those areas.

I'll never forget one of the meetings that we had, and it dealt with off-road vehicle use. We had it over in Ukiah in a school multipurpose room. So we had all these maps up on the walls, and we broke the groups up into different sections to say, "Look at our proposals," and I think we got back together in a large group. We got hammered. We got called *Gestapo*. We got called all kinds of names. And "How dare you take away our public rights from us?" It was probably the leading edge of some of the movements that they had in Nevada and other states, the home rule type of a situation, that people were really resentful. I mean, they were really resentful that now they were being told where they could go and couldn't go on public lands.

*Dan Roach*

My last assignment was not necessarily tied in with the media, but there was a RARE program; that's Roadless Area Review Evaluation, RARE II. I was involved in RARE I, which was not very successful. It was all done in-house with no public input, and then in the Regional

#### Roadless Area Review

---

Office in San Francisco and it died a fast death. This was RARE II, the second evaluation. There was public involvement. This was in 1978.

It was the first time that we made a real concerted effort and analyzed public opinion. So we formed a group in Salt Lake City. There were 45 what we called detailers, Forest Service employees from every Region in the country, assigned. It was a three-month project in the summer of 1978, and I volunteered to be Assistant Director. I thought that would be a good way because it would include public opinion. So in addition to the 45 detailers from different National Forests around the United States, from different Regions, we hired about a hundred or so local people to come in and work with us. We set up headquarters at the old Public Courthouse on Main Street in Salt Lake City. We recorded all the letters, all the postcards and so forth that each Region got on proposed wilderness areas in their Region. People would comment, and instead of just reading them and putting them aside, they sent them all to us and we would put them on computer cards. We could analyze or record 99 different reasons why people wanted wilderness or didn't want wilderness in a particular area. So each Region sent their letters to us—and petitions sometimes—and we recorded them, and at night they were run on the computer and the next day we had a full printout of each wilderness area, each Region and what the people wanted.

We had about 300,000 responses from all the Forest Service Regions. The Director of the program was the Deputy Forest Supervisor of the Wasatch National Forest in Salt Lake City by the name of Steve Harper. When I knew Steve, he was the head of the Woodsy Owl program in Washington D.C. So he was Director of the project and I was Assistant Director and we had another Assistant Director who was a computer guy. I did all the personnel, training, and things like that. It was real work. We worked 12 hour days just like we were on a fire. It was a three-month job and a lot of people from all different Regions came and stayed a couple of weeks, and some stayed longer. It was a real good program!

After that, all the projects were put into a computer and sent to Washington D.C. The results of the RARE II project were then presented to Congress. I don't know what happened to it then, but I think it was the first time a government agency had done that kind of public involvement program-- in this case for Forest Service wilderness areas. After that, it was time for me to retire after 25 years, so I came back to Pasadena and retired in October of 1978 after 25 years with the Forest Service. Looking at issues over those 25 years, I think public involvement is important. In the beginning, as a lot of us in the Forest

---

Service know, there were land managers and they went to college and they learned all about land management and they really didn't care much about public involvement. They made decisions and then said, okay, public, this is it. Before public involvement came along people were critical of the Forest Service just because they weren't involved in the decision. So while I was in the Regional Office I made it a point to give training sessions to managers, Forest Supervisors, Deputy Forest Supervisors, District Rangers and so forth, on how to do public involvement. And the main theme was that "If the public has a part in the decision, the land-management decision, they'll be better informed and will better support the decision!"

*Don Porter*

The Pacific Crest Trail was not far along, and we had a lot of work to do. We created some staffing and really got some emphasis going into the Pacific Crest Trail. We put together the Forest's first Off-highway Vehicle Management Plan, and that was an interesting experience. We were just at the start of the National Environmental Policy Act (NEPA), and we were starting to work into public involvement. It was the first time that I felt that we really started to see some organized interest from both sides getting to the table. The Forest Service started to have to manage a lot of adversarial conflict in meetings. There was a little book called *Getting to Yes* I always liked to keep in my hip pocket. It doesn't always work, either, but, you know, I tried to get people to come to some level of agreement. It was interesting.

*Bob Harris*

(By the late 1980s), even the most remote areas were beginning to realize that so-called environmentalists were going to be making an impact on the Forest Service. There was some bewilderment. "Why don't they accept this?" People were getting more sophisticated. The country was beginning to change its priorities about resource management. So we were doing it primarily with field people. In some sessions, everybody sort of began to get on the bandwagon right away. In some sessions, there'd be a Ranger or two or a fire person or whatever that would begin to really question, try to put me on the spot about why they should spend any time with this because they were drowning in paperwork. Some of them could see that the time they spent with teachers or local citizens could help them have a little different approach. And so we felt we were beginning to make progress.

*Jane Westenberger*

---

## A New Era of Public Relations

New technologies and changing demographics and other factors continue to transform the public affairs function and image of the Forest Service today. The relationship between the Forest Service and the public has continued to change, but the Agency recognizes and supports the need for a high quality communications program staffed by experienced and effective personnel.

As the 1990s began, Marilyn Hartley was the new director of the Office of Information (later Public Affairs and Communication). As with her predecessor Jane Westenberg, she would have a long and influential tenure in the position.

When I was hired (as regional director of Public Affairs), Paul Barker was Regional Forester. I came in on a detail in September 1989, and I was hired into the permanent position in February of 1990. At that time, there were a lot of contentious natural resource issues going on. One of them was that we were already starting to have a lot of issues in the Sierras related to spotted owls and timber outputs. This kind of comes back to the role of Public Affairs. Again, I walked in the door just full of all these ideas from UCLA and PRSA (Public Relations Society of America) and wanting to put some of them into practice. Paul Barker was very open to that, and he was trying to be a little more responsive to the environmental community, which we really hadn't been much before that.

*Marilyn Hartley*

I know one tack we took was the whole philosophy that other staffs in the Regional Office were our clients, that we not only worked for the Regional Forester but we worked for the Director of Timber, the Director of Fire, the Director of Wildlife and always tried to have the client-centered approach to show them what was in it for them. You know, how we can help them from a communications standpoint to reach their objectives. I think in most cases, with most staffs, they pretty quickly began to see us as a resource that could help frame communication issues. Now, there were some staffs that were maybe a little more challenging than others, but all in all, I think the role of Public Affairs started changing from the one-way communication to more of a client-centered program and more two-way communications. Ron Stewart was the next Regional Forester that came in (1991). At that time, many of the outside groups were becoming more and more polarized, and the challenges in the Sierras were becoming greater. But



---

I will say that Ron was extremely open to advice and counsel behind closed doors as far as, “Here’s what we’re hearing in the community. Here’s what people are wanting from the Forest Service.”

*Marilyn Hartley*

There was a lot of training that we started using. The one I remember: The Bleiker Training, which was how to better do public involvement, instead of just providing a microphone that people could come and talk for two minutes each. They talked to us about how to set up the room, how the seating should work, how to respond to people and start really becoming a little more aware of how to treat people when we were asking for their input. Hans and Annemarie (Bleiker) they were the ones that developed and put on this training. It was pretty common throughout the Forest Service, but I know probably everybody in Region 5 went through that training. It was a really good start in communication training.

*Marilyn Hartley*

**Training for  
public involvement**

Not only was the public becoming more polarized, but the media were really starting to dig deeper into stories, and we really saw the need for more media training. So we hired Benscheidt Communications to put on some pretty high-powered training for all of our Forest Supervisors in Region 5. During my time there, we did that three different times. We brought all Forest Supervisors in, and they were trained in groups of five people, so it was very hands-on, very intensive training both in how to do on-camera interviews but also how to deal with controversial issues. It was really kind of fun because the Benscheidts would work with the Public Affairs Officers (PAOs) to find out what were the hottest issues on each forest. So, when these Forest Supervisors walked naively into the training, the Benscheidts would be armed with their most difficult issues, with the hardest questions to answer. After they would go through the training, then they would do these on-camera interviews and hit them—they would think they were going to be interviewed on one thing, and they’d get these really controversial questions. It was just outstanding training. Though painful, I don’t think there was a single Forest Supervisor who was sorry they took the training. They all thought it was very valuable.

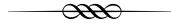
*Marilyn Hartley*

There’s always been a perception that Public Affairs should be able to “tell our story,” is the phrase that is used so much. If we would just tell our story, then people would love us. It’s just not that easy to tell. Yes, you can pitch a story to the media, but any smart reporter is going to say, “There’s got to be more to this story than what is in this news

---

release,” and so they would call outside groups and say, “Well, what’s your perspective?” Then they would call somebody with a totally different perspective and create a controversy where we may not have had to deal with that controversy at all if they hadn’t really pushed it. So there was always that challenge in understanding the role of media, that getting our message out would be done much more effectively by going straight to the members of the public that were most affected by the issues, the stakeholders of an issue. Because using the media to do that, you take the risk of how is the story going to come out.

*Marilyn Hartley*



---

# Interviewees

---



**Philip S. "Phil" Aune**

**FS 1962–1999**

Chapters: Timber, Workforce

Interviewed: August 17, 2006, by Bob Harris



**Gail Baker**

**FS 1937–1970**

Chapters: Fire

Interviewed: September 9, 2006, by Dick Pomeroy



**Paul Barker**

**FS 1957–1990**

Chapters: Workforce, Fire, Communications

Interviewed: 2006 by Phil Aune



**Bruce Barron**

**FS 1944–1959**

Chapters: Fire

Interviewed: July 1, 2004, by Janet Buzzini



**Geri V. Bergen**

**FS 1961–1994**

Chapters: Communications

Interviewed: 2004 by Steve Dunsky



**Lynn Biddison**

**FS 1943–1982**

Chapters: Fire

Interviewed: March 6, 2006, by Alan Lamb



---

**Dale Bosworth****FS 1966–2007****Chapters:** Communications**Interviewed:** March 20, 2009, by Doug Leisz**Mary Ellen Bosworth****FS 1939–1973**

(Wife of Irwin, Mother of Dale)

**Chapters:** Communications**Interviewed:** February 17, 2004, by Bob Smart**Frankie Bowman****FS 1963–1983****Chapters:** Workforce**Interviewed:** June 27, 2007, by Linda Nunes**Charles "Charlie" Caldwell****FS 1954–1986****Chapters:** Workforce, Fire**Interviewed:** September 20, 2006, by Susana Luzier**Robert "Bob" Cermak****FS 1953–1982****Chapters:** Timber**Interviewed:** March 30, 2004, by Jerry Gause;

October 29, 2006, by Doug Leisz

**Ben Charley****FS 1967–1989****Chapters:** Workforce**Interviewed:** July 26, 2007, by Max Younkin



**Richard “Dick” Chase**

**FS 1954–1985**

Chapters: Fire

Interviewed: February 19, 2007, by Jamie Lewis



**Ralph Cisco**

**FS 1960–1990**

Chapters: Workforce, Fire

Interviewed: January 19, 2007, by Larry Schmidt



**Kenton “Ken” Clark**

**FS 1955–1989**

Chapters: Workforce, Fire

Interviewed: August 24, 2005, by Doug Leisz



**Betty Conrad-Hite**

**FS 1957–1987**

Chapters: Workforce, Communications

Interviewed: September 16, 2006, by Gail Strachn



**George Coombes**

**FS 1945–1986**

Chapters: Timber

Interviewed: July 28, 2005, by Doug Leisz



**Robert “Bob” Devlin**

**FS 1957–2000**

Chapters: Timber, Workforce, Communications

Interviewed: 2003, by Steve Dunskey



---

**John Fiske****FS 1976–2002**

Chapters: Timber, Communications

Interviewed: January 11, 2007, by Steve Dunskey

**Gloria Flora****FS 1977–2000**

Chapters: Timber, Workforce

Interviewed: 2007 by Phil Aune

**Alice Forbes****FS 1972–2005**

Chapters: Workforce, Fire

Interviewed: June 4, 2007, by Janet Buzzini

**William “Bill” Frost****FS 1962–1982**

Chapters: Fire

Interviewed: September 26, 2006, by Susana Luzier

**Gerald “Jerry” Gause****FS 1958–1982**

Chapters: Communications

Interviewed: May 28, 2005, by Doug Leisz

**Glenn Gottschall****FS 1961–2004**

Chapters: Timber, Communications

Interviewed: June 6, 2006, by Max Younkin



### **Harry Grace**

**FS 1934–1972**

Chapters: Fire

Interviewed: April 29, 2004, by Gene Murphy



### **Robert “Bob” Gray**

**FS 1942– 1976**

Chapters: Fire

Interviewed: August 5, 2004, by Susana Luzier



### **Al Groncki**

**FS 1951–1980**

Chapters: Workforce

Interviewed: October 15, 2004, by Susan Luzier



### **Ed Grosch**

**FS 1949–1981**

Chapters: Fire

Interviewed: March 9, 2004, by Bob Smart



### **George Harper**

**FS 1960–1997**

Chapters: Timber, Workforce, Fire

Interviewed: November 15, 2006, by Janet Buzzini



### **Robert “Bob” Harris**

**FS 1969–1998**

Chapters: Timber, Workforce, Communications

Interviewed: August 21, 2006, by Doug Leisz





---

**Marilyn Hartley****FS 1976–2005****Chapters:** Workforce, Communications**Interviewed:** November 14, 2006, by Steve Dunskey**Richard "Dick" Henry****FS 1960–1994****Chapters:** Timber, Workforce, Fire**Interviewed:** December 6, 2006, by Janet Buzzini**Phil Hirl****FS 1962–1993****Chapters:** Timber, Workforce, Fire**Interviewed:** September 19, 2006, by Dick Pomeroy**Barbara Holder****FS 1971–1998****Chapters:** Timber, Workforce**Interviewed:** April 11, 2006, by Janet Buzzini**Mike Howlett****FS 1953–1983****Chapters:** Fire**Interviewed:** July 15, 2004, by Steve Kirby**Robert L. "Bob" Irwin****FS 1953–1982****Chapters:** Fire**Interviewed:** August 12, 2004, by Glenn Gottschall, and  
February 8, 2006, by Doug Leisz



**Morrison R. "Jim" James**

**FS 1941–1968**

Chapters: Fire

Interviewed: February 5, 200 by Jerry Gause



**David Jay**

**FS 1959–2001**

Chapters: Timber, Workforce, Fire

Interviewed: September 15, 2006, by Dick Pomeroy



**John Jenott**

**FS 1950–1982**

Chapters: Communications

Interviewed: July 13, 2006, Janet Buzzini



**Alice Jones**

**FS 1934–1936**

Chapters: Timber, Workforce, Communications

Interviewed: 2006, by Joseph Polselli



**Jon D. Kennedy**

**FS 1956–1997**

Chapters: Workforce, Communications

Interviewed: June 15, 2004, by John Grosvenor, and  
September 11, 2006, by John Fiske



**Walt Kirchner**

**FS 1948–1979**

Chapter: Timber

Interviewed: July 30, 2004, by Max Younkin



---

**Michael “Mike” Lee****FS 1969–2007****Chapters:** Timber, Workforce, Communications**Interviewed:** March 27, 2007, by Janet Buzzini**Myron Lee****FS 1946–1982****Chapters:** Fire**Interviewed:** January 19, 2007, by Larry Schmidt**Douglas “Doug” Leisz****FS 1950–1982****Chapters:** Timber, Workforce, Fire**Interviewed:** September 10 & 30, October 12, 2004 by Bob Smart;

May 9, 2007, by Bob Harris

**George Leonard****FS 1956–1993****Chapters:** All**Interviewed:** June 28, 2004, by Bob Van Aken**Jack Levitan****FS 1955–1988****Chapters:** Timber**Interviewed:** June 4, 2007, by John Fiske**Richard “Dick” Lund****FS 1958–1992****Chapters:** Timber, Workforce**Interviewed:** May 12, 2006, by Glenn Gottschall

**Lorraine Macebo****FS 1946–1979**

Chapters: Workforce, Communications

Interviewed: August 9, 2004, by David Schreiner

**John Marker****FS 1960–1992**

Chapters: Communications

Interviewed: 2007, by Phil Hirl

**Richard “Dick” Millar****FS 1941–1980**

Chapters: Workforce, Fire

Interviewed: March 23, 2004, by John Grosvenor, and  
February 5, 2006, by Doug Leisz**Charles “Chuck” Mills****FS 1976–1989**

Chapters: Fire

Interviewed: January 11, 2007, by Bob Van Aken

**Richard E. “Dick” Montague****FS 1954–1997**

Chapters: Workforce, Fire

Interviewed: March 8, 2007, by Gail Strachn

**Mack Moore****FS 1943–1982**

Chapters: Workforce

Interviewed: September 10, 2006, by Dick Pomeroy



---

**Grant Morse****FS 1931–1973**

Chapters: Communications

Interviewed: March 21, 2006, by Alan Lamb

**Linda Nunes****FS 1967–1993**

Chapters: Workforce, Fire

Interviewed: October 2, 2006, by Vic Geraci

**Susan Odell****FS 1973–2007**

Chapters: Timber, Workforce

Interviewed: May 8, 2007, by Aaron Shapiro

**Scollay Parker****FS 1947–1977**

Chapters: Fire

Interviewed: July 19, 2004, by Doug Leisz

**Max Peterson****FS 1949–1987**

Chapters: Workforce, Communications

Interviewed: July 2, 2004, by Brian Payne

**Charles “Charlie” Philpot****FS 1963–1995**

Chapters: Fire

Interviewed: Dick Pomeroy, September 22, 2006

**Roger Poff****FS 1968–1993**

Chapters: Timber, Workforce

Interviewed: June 19, 2006, by Bob Harris

**Richard “Dick” Pomeroy****FS 1951– 1981**

Chapters: Workforce, Fire

Interviewed: 2007 by Phil Hirl; 2007 by Linda Nunes

**Don Porter****FS 1953–1978**

Chapters: Communications

Interviewed: January 19, 2005, by Jerry Gause

**Dan Roach****FS 1960–2001**

Chapters: Timber, Workforce, Communications

Interviewed: June 1, 2006, by Bob Harris

**George Roby****FS 1959–1990**

Chapters: Workforce, Fire

Interviewed: June 25, 2007, by Gail Strachn

**Michael “Mike” Rogers****FS 1957–1999**

Chapters: Workforce

Interviewed: March 20, 2007, by Gail Strachn



---

### **Robert “Bob” Rogers**

**FS 1968–2000**

Chapters: Timber, Workforce

Interviewed: June 2, 2006, by Glenn Gottschall



### **Lou Romero**

**FS 1960–1994**

Chapters: Workforce

Interviewed: March 27, 2006, by Alan Lamb



### **Gene Rose** Environmental Reporter for *The Fresno Bee* (retired)

Chapters: Timber, Communications

Interviewed: August 29, 2007, by Max Younkin



### **Anna Schmidt-Parker**

**FS 1946–1971**

Chapters: Workforce

Interviewed: August 12, 2005, by Doug Leisz



### **David “Dave” Scott**

**FS 1953–1987**

Chapters: Timber

Interviewed: 2007, by Phil Hirl



### **Robert “Bob” Smart**

**FS 1960–1999**

Chapters: Timber, Workforce, Fire

Interviewed: July 28, 2004, by Doug Leisz, and  
May 39, 2007, by Bob Harris



**Donald “Don” Smith**

**FS 1949–1987**

Chapters: Workforce, Fire

Interviewed: August 26, 2006, by Dick Pomeroy



**Zane Grey Smith, Jr.**

**FS 1951–1989**

Chapters: Workforce, Communications

Interviewed: August 14, 2006, by Steve Dunsky



**G. Lynn Sprague**

**FS 1957–1998**

Chapters: Workforce

Interviewed: March 12, 2007, by Phil Aune



**Ron Stewart**

**FS 1969–1999**

Chapters: Timber, Workforce, Fire

Interviewed: July 7, 2004, by Fred Kaiser



**Robert “Bob” Swinford**

**FS 1961–2007**

Chapters: Workforce, Fire, Communications

Interviewed: September 1, 2006, by Steve Dunsky



**Bob & Janet Tyrell**

**FS 1959–1992**

Chapters: Workforce

Interviewed: September 1, 2004, by Steve Fitch





---

**Scott Vail****FS 1971–2005**

Chapters: Fire

Interviewed: February 24, 2006, by Doug Leisz

**Raymond "Ray" Weinmann****FS 1957–1989**

Chapters: Timber, Workforce

Interviewed: September 12, 2006, by Dick Pomeroy

**John Weir****FS 1957– 1988**

Chapters: Timber

Interviewed: May 20, 2006, by Bob Harris

**Kenneth "Ken" Weissenborn****FS 1950–1981**

Chapters: Timber, Workforce

Interviewed: June 17, 2006, by Alan Lamb

**Allan "Al" West****FS 1957–1993**

Chapters: Fire

Interviewed: July 17, 2005, by Larry Hornberger

**W. Jane Westenberger****FS 1959–1988**

Chapters: Workforce, Communications

Interviewed: December 9, 2005, by Louise Odegaard

**Nord Whited****FS 1964–1985**

Chapters: Communications

Interviewed: October 10, 2006, by Bob Smart

**Ed Whitmore****FS 1961–1994**

Chapters: Timber, Workforce

Interviewed: August 2, 2007, by John Fiske

**Susie Wood****FS 1961–2002**

Chapters: Workforce

Interviewed: 2002, by Steve Dunsky

**Gene Zimmerman****FS 1960–2006**

Chapters: Communications

Interviewed: February 14, 2006, by Jerry Gause

---

## Sources

---

- Ayers, R.W. *History of Timber Management in the California National Forests 1850 to 1937*. Unpublished file report. USDA-FS, Washington, DC, 1958.
- Beck, Leigh. *An Interview with Leigh Beck*. Edited by Jacqueline S. Reiner. Durham N. C: Forest History Society, 2002.
- Bergen, Geri Vanderveer. *An Interview with Geri Vanderveer Bergen*. Edited by Jacqueline S. Reiner. Durham, N.C.: Forest History Society, 2001.
- Black, S. Rexford. *Private and State Forestry in California: 1917-1960*. Oral history conducted by Amelia R. Fry for the UC Berkeley Bancroft Library Regional Oral History Office, 1968.
- Bolle, Arnold. *A University View of the Forest Service, A Select Committee of the University of Montana presents its Report on the Bitterroot National Forest*. Congressional Record. Senate Document No. 115, 91st Congress, 1970
- Buck, C.J. *Memorandum regarding a proposed change in policy from clearcutting to selective logging*. Unpublished typescript memorandum. Portland, OR: U.S. Department of Agriculture, Forest Service, Region 6, 1934.
- Buck, John M. *History of the Division of Timber Management*, U.S. Forest Service, Region 5, California. Unpublished file report. USDA Forest Service, San Francisco, CA. 1974.
- Burns, R. M. (compiler). *Silvicultural Systems for the Major Forest Types of the United States*. Burns, R. M. (compiler), 1983. *The Scientific Basis for Silvicultural and Management Decisions in the National Forest System*, 1989.
- Cermak, Robert W., *Fire In the Forest: A History of Forest Fire Control On the National Forests in California, 1898-1956*. USDA Forest Service publication R5-FR-003; California, 2005.
- Chase, Richard A. *FIRESCOPE: A New Concept in Multi-agency Fire Suppression Coordination*. Pacific Southwest Forest and Range Experiment Station General Technical Report PSW-40, 1980 and *FIRESCOPE RD&A & Research Work Unit*, PSW-2110 Final Report 1978.
- Connaughton, Charles A. *National Forests: Lands of Many Uses*, Regional Forester's Report, San Francisco: USDA Forest Service, Region 5, 1961.
- Consent Decree in USDA Forest Service Region 5 and the Pacific Southwest Research Station. Four interviews conducted in 1992 under the auspices of USDA Forest Service and the Oral History Program, CSUS. Collection number: OH-003.
- Dana, Samuel T. and Sally K. Fairfax, *Forest and Range Policy in the United States* New York: McGraw-Hill, 1956.
- Davis, James B. and Robert L. Irwin. "FOCUS: A Computerized Approach To Fire Management Planning," *Journal of Forestry*. 74:9 September 1976.

- 
- Fried, Jeremy. S., J. Keith Gilless and James Spero. "Analyzing Initial Attack on Wildland Fires Using Stochastic Simulation," *International Journal of Wildland Fire*, 2006.
- Frome, Michael *The Forest Service*, Boulder, Colorado: Westview Press, 1984.
- Garfield, James. *Peak Performers: The New Heroes of American Business*. New York: Avon Books, 1987.
- Geraci, Victor W., editor. *The Lure of the Forest: Oral Histories from the National Forests in California*. USDA FS publication R5-FR-005, 2005.
- Godfrey, Anthony. *The Ever-Changing View: A History of the National Forests In California*. USDA FS publication R5-FR-004, 2005.
- Gruell, George E. *Fire in Sierra Nevada Forests: A Photographic Interpretation of Ecological Change since 1849*, Missoula, MT: Mountain Press Publishing Company, 2001.
- Holmes, Beverly C. *An Interview with Beverly C. Holmes*. Edited by Carol C. Severance. Durham, N.C.: Forest History Society, 2002.
- Isaac, Leo A. *Place of partial cutting in old-growth stands of the Douglas-fir Region*. USDA Forest Service, Pacific Northwest Forest and Range Experiment Station, Research Paper No. 16, 1956.
- Johnson, Clara. *An Interview with Clara Johnson*. Edited by Jacqueline S. Reiner. Durham, N.C.: Forest History Society, 2002.
- Kelley, Evan W. "The Making of A Regional Forester." Oral history conducted by Amelia R. Fry for the UC Berkeley Regional Oral History Office, 1974.
- Kohm, Richard H. "History and the Culture Wars: The Case of the Smithsonian Institution's Enola Gay Exhibition," *The Journal of American History* 82:3 1995.
- Kotok, Edward I. *The U.S. Forest Service: Research, State Forestry, and FAO*. Oral history conducted by Amelia R. Fry for the UC Berkeley Regional Oral History Office, 1975.
- Kruger, Myron E. *Forestry and Technology in Northern California, 1925-1965*. Oral History conducted by Amelia R. Fry for the UC Berkeley Regional Oral History Office and the Forest History Society, 1968.
- Landram, Michael. *Status of Reforestation on National Forest Lands Within the Sierra Nevada Ecosystem Project Study Area*, Sierra Nevada Ecosystem Project: Final report to Congress. University of California, Davis: Centers for Water and Wildland Resources, 1996.
- Leiberg, John B. *Forest conditions in the Northern Sierra Nevada, California*. U. S. Geological Survey, Washington, D.C. Government Printing Office, 1902.
- Lewis, James G. "The Applicant Is No Gentleman: Women in the Forest Service." *Journal of Forestry*. July/August, 2005.
- Lewis, James G. *The Forest Service and the Greatest Good: A Centennial History*. Forest History Society, Durham, N.C., 2005.
- LeMaster, Dennis C. *Decade of Change: The Remaking of Forest Service Statutory Authority during the 1970s*. Greenwood Press, 1984.

---

Mees, Romain. *An Algorithm To Help Design Fire Simulation and Other Database Work*, USDA Forest Service General Technical Report PSW-9/1974.

Miller, Char. *Gifford Pinchot and the Making of Modern Environmentalism*, Seattle, WA: Island Press, 2001.

Mustian A. P. *History and philosophy of silviculture management systems in use today in Uneven-aged Silviculture and Management in the Eastern United States*, Proceedings of an In-Service Workshop, Morgantown, West Virginia, July 15-17, 1975. USDA Forest Service, Timber Management Research, 1975

Pinchot, Gifford. *Breaking New Ground*, New York: Harcourt Brace, 1947.

Pinchot Institute for Conservation. <http://www.pinchot.org/pubs/>

*People Serving People: Women and Minorities Working in the U.S. Department of Agriculture*. Washington D.C.: U.S. Department of Agriculture, 1980.

Peters, Thomas J. and Robert H. Waterman, Jr. *In Search of Excellence: Lessons from America's Best-Run Companies*. New York: Harper Collins Publishers, 1982.

Pretzer, William S. "Reviewing Public History in Light of the Enola Gay," *Technology and Culture* 39:3 1998.

Schama, Simon. *Landscape and Memory*. New York: Vintage Books, 1995.

Shopes, Linda. "Oral History and the Study of Communities: Problems, Paradoxes, and Possibilities," *The Journal of American History* 89:2, 2002.

Show, S. Bevier. *National Forests In California*. Oral history conducted by Amelia R. Fry for the UC Berkeley Bancroft Library Regional Oral History Office, 1965.

Steen, Harold K. *The U.S. Forest Service: A History*. Seattle: University of Washington Press, 2004.

Sudworth, George B., *Forest Trees of the Pacific Slope*, Washington D.C.: U.S. Government Printing Office, 1908.

Thelen, David. "History After the Enola Gay Controversy: An Introduction." *The Journal of American History* 82:3, 1995.

Thomas, J.C. and P. Mohai. "Racial, Gender, and Professional Diversification in the Forest Service from 1983 to 1992." *Policy Studies Journal* 23(2), 1995.

U.S. Department of Agriculture, Forest Service. *Women in the Forest Service*. MP-1058. Washington D.C.: U.S. Government Printing Office, 1972.

Williams, Gerald W. *The USDA Forest Service: The First Century* Washington, DC: USDA FS publication FS-650, 2000.

Williamson, Richard L. and Asa D. Twombly. "Pacific Douglas-fir." In Burns, Russell M. (technical compiler). *Silvicultural Systems for the Major Forest Types of the United States*. USDA Forest Service, Agriculture Handbook No. 445, 1983

Woods, Patricia Dillon. *The Dynamics of Congress: A Guide to the People and Process In Lawmaking*. The Woods Institute, 1991.

# Timeline

---

The timeline on the following pages outlines the most critical internal and external impacts that occurred in each of the four chapter areas from the 1960s to the 1990s. It is meant to graphically display the multiplicity of cumulative effects on all Region 5 units and employees.

YEAR	TIMBER	CHANGING WORKFORCE
1960		1957 First female Forester hired Joanne McElfresh
	1960 Multiple Use/Sustained Yield Act	
1965	1964 Wilderness Act	Civil Rights Act of 1964
	1965 2.2 billion board feet from R5 Forests	
	1966 National Historic Preservation Act	
	1968 Wild and Scenic Rivers Act	
1970		Managerial Grid Leadership Training
	1970 National Environmental Policy Act 1970 First "Earth Day"	Management Behavior; "Pajaro Dunes"
		Nixon Exec. Order: Aff. Action for Fed. employees
	1973 Endangered Species Act	1973 Bernardi EEO Complaint at PSW
	1974 Renewable Resources Planning Act	
1975		
	1976 National Forest Management Act	
	1976 Federal Land Policy/Mgmt Act	
	1978 Am. Indian Religious Freedom Act	
1980		1979 First female District Ranger Wendy Herrett 1979 Class & Govt. agree on Consent Decree
		1981 Consent Decree (CD) signed; 5-years
		1982 CD: Needs Assessment
		1983 CD: Implementation Plan—102 items
1985		1983 MIT (Mgmt Improvement Tech) Begins
		1984 CD: Miniplan to improve—39 items
		1985 First female Forest Sup. Geri (Larson) Bergen 1985 CD: Class Complaint of non-compliance
		1986 CD: 5-year period ends; back to Court
		1987 CD: Ag. Secty. held in contempt of Court
	1988 Ecosystem Management adopted	1988 CD extended: 3 years
1990		1988 Hispanic EEO Complaint
		1990 Hispanic Settlement Agreement (HSA)
		1991 Forest Civil Rights Officers established
	1992 California Spotted Owl Technical Report	1992 CD: Ends, w/2-year Settlement Agreement
	1993 Quincy Library Group	1993 HSA non-compliance Complaint to EEOC
1995		1993 Multicultural Employee Council established
	1995 379 million board feet from R5 Forests	
	1996 Sierra Nevada Ecosystem Proj. Final Rep.	1999 EEOC finds FS in compliance w/HSA

FIREScope	COMMUNICATIONS	YEAR
1957 First Air Tanker Program	1959 First Forest Public Affairs Officers	1960
	1960 Winter Olympics Squaw Valley	
	1961 Visitor Information Service (VIS)	
	Media West established	
	1964 <i>Lassie</i> joins the Forest Service	
		1965
1966 Loop Fire	Lake Tahoe Vis. Ctr. & Stream Profile Chamber	
		1970
1969 FOCUS Project	Fort Mason Design Studio in San Francisco	
1970 Catastrophic Southern California Fires	1970 Woodsy Owl created	
1971 Congress funds FIREScope research		
1972 Safety First Program begins 1972 FIREScope begins	1972 First Rainbow Family gathering 1972 First female Forest PAO	1975
1973 ICS and MACS developed	1973 All R5 Forests have PAOs 1973 RARE I completed	
	Audio-Visual Branch in RO	
1977 FIREScope implementation		
		1980
	1979 RARE II completed	
1980 ICS adopted by CDF		
1983 ICS approved for Region 5		1985
	1984 "Taking Wing" partnership begins	
1985 ICS adopted nationwide		
1987 Fire Siege in California		
1988 Yellowstone Fires		
1988 CA Senate Bill 27 "The FIREScope Act"		1990
1989 Loma Prieta Earthquake	1989 RF Sacramento office established	
1991 Oakland Hills Fire		1995
Ongoing ICS adopted for emergencies in most agencies and spreads internationally		



