

Implementation of Multiparty Monitoring and Evaluation:
*Final Perspectives on the USDA Forest Service
Stewardship End Results Contracting Demonstration Program*

FY 2004
Report to the USDA Forest Service

Prepared by:
The Pinchot Institute for Conservation

*Pursuant to the requirements of Subsection (g) of Section 347 of title III of
Section 101(e) of division A of Public Law 105-*

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**PINCHOT INSTITUTE
FOR CONSERVATION**

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Recognized as a leader in forest conservation thought, policy and action, the Pinchot Institute for Conservation was dedicated in 1963 by President John F. Kennedy at Grey Towers National Historic Landmark (Milford, PA) – home of conservation leader Gifford Pinchot. The Institute is an independent nonprofit organization that works collaboratively with all Americans – from federal and state policymakers to citizens in rural communities – to strengthen forest conservation by advancing sustainable forest management, developing conservation leaders, and providing science-based solutions to emerging natural resource issues. Each year, the Pinchot Institute conducts policy research and analysis; convenes and facilitates meetings, workshops, and symposiums; produces educational publications; and provides technical assistance on issues that affect national-level conservation policies and the management of our national forests and other natural resources.

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A Report to the USDA Forest Service

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Table of Contents

EXECUTIVE SUMMARY	i
FORWARD and ACKNOWLEDGEMENTS	ix
1.0 INTRODUCTION	1
1.1 What is Stewardship Contracting?	1
1.2 Stewardship Contracting as an Agency Tool	1
1.2.1 <i>Development of the Forest Service Demonstration Program</i>	1
1.2.2 <i>Expansion of the Demonstration Program (2001 – 2002)</i>	2
1.2.3 <i>New 10-year Authority for Stewardship Contracts</i>	2
1.3 Multiparty Monitoring and Evaluation Structure and Process	3
1.3.1 <i>The Multiparty Concept</i>	3
1.3.2 <i>Established Monitoring and Evaluation Framework</i>	3
1.3.3 <i>Reporting Requirements</i>	4
2.0 MONITORING and EVALUATION PROGRESS FOR FY 2004	5
2.1 Local Team Development and Meetings	5
2.2 Regional Team Development and Meetings	6
2.3 National Team Development and Meetings	6
2.4 Criteria Collection	6
2.5 Financial Support for Local Monitoring	7
2.6 Technical Assistance and Outreach	7
2.7 Internet Resources	7
3.0 PROJECT ADMINISTRATION AND STATUS	7
3.1 Overview	7
3.2 Project Objectives	8
3.3 Project Location and Size	8
3.3.1 <i>Project Locations</i>	8
3.3.2 <i>Project Size</i>	12
3.4 Process Review: National Environmental Policy Act.....	12
3.5 Process Review: Appeals and Litigation	12
3.6 Process Review: Contract Development	13
3.6.1 <i>Status of Contracts</i>	13
3.6.2 <i>Types of Contracts Being Used</i>	13
3.7 Process Review: Contractor Selection	15
3.7.1 <i>The Bidding Process</i>	15
3.7.2 <i>The Selection Process</i>	15
3.8 Funding and Costs Overview	16
3.8.1 <i>Funding Overview</i>	16
3.8.2 <i>Costs Overview</i>	16
3.8.3 <i>Cost Comparisons</i>	17
4.0 PROJECT ACCOMPLISHMENTS	18
4.1 On-the-ground Activities	18
4.2 Product Removal	19
4.3 Cooperator Involvement	20
4.4 Outreach	21
4.5 Local Employment Enhancement	21

5.0 REVIEW OF EXPANDED AUTHORITIES	22
5.1 General Overview	22
5.2 Exchange of Goods for Services	23
5.2.1 <i>Benefits</i>	23
5.2.2 <i>Continued Challenges</i>	24
5.3 Best-value Contracting	25
5.3.1 <i>Benefits</i>	26
5.3.2 <i>Continued Challenges</i>	25
5.4 Designation by Description	26
5.4.1 <i>Benefits</i>	26
5.4.2 <i>Continued Challenges</i>	27
5.5 Multi-year Contracting	27
5.5.1 <i>Benefits</i>	27
5.5.2 <i>Continued Challenges</i>	28
5.6 Retention of Receipts	28
5.6.1 <i>Benefits</i>	28
5.6.2 <i>Continued Challenges</i>	29
5.7 Less than Full and Open Competition	30
5.7.1 <i>Benefits</i>	30
5.8 Non-USDA Administration of Timber Sales	30
5.9 Usefulness and Impacts of Expanded Authority Usage	30
5.9.1 <i>Issues of Effectiveness and Efficiency</i>	30
5.9.2 <i>Implementing Ecosystem Management</i>	31
5.9.3 <i>Attracting Contractors</i>	32
5.9.4 <i>Meeting the Needs of Local Communities</i>	32
 6.0 ISSUES, OUTCOMES and RECOMMENDATIONS	 34
6.1 Overview	34
6.2 Inconsistent Agency Support and Communication	34
6.2.1 <i>Leadership and Direction</i>	34
6.2.2 <i>Support for Collaboration</i>	38
6.2.3 <i>Communication and Outreach</i>	39
6.2.4 <i>Technical Assistance</i>	40
6.3 Potential Legislative Impacts	41
6.4 Capacity and Understanding of Potential Contractors	41
6.5 NEPA Process and Appeal Delays	42
6.6 Funding/Budgeting Constraints	43
6.7 Available Markets for Products	43
6.8 Monitoring	44
 7.0 LESSONS LEARNED- FIVE YEARS of EXPERIMENTATION	 44
7.1 General	45
7.2 Project Planning and Administration	45
7.3 NEPA and Appeals Process	46
7.4 Funding and Budget Management	46
7.5 Contract or Agreement Development and Award	46
7.6 Product Merchandizing, Marketing and Utilization	47
7.7 Public Cooperation and Collaboration	48
7.8 Monitoring	49
 8.0 CONCLUSION	 50

Appendices

Appendix A	Regional and National Team Members
Appendix B	Project Objectives and Size
Appendix C	Process Overview: NEPA
Appendix D	Process Overview: Contracting
Appendix E	Process Overview: Contractor Selection
Appendix F	Funding Overview
Appendix G	Costs Overview
Appendix H	Planned Activities and Accomplishments
Appendix I	Material Removed
Appendix J	Cooperator Involvement
Appendix K	Cooperator Contributions and Outreach Activities
Appendix L	Local Employment Enhancement
Appendix M	Authorities Being Used

Figures

Figure 1	Map of Stewardship Pilots
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Tables

Table 3.1	Project Objectives
Table 3.2	Project List
Table 3.3	NEPA Process Review
Table 3.4	Appeals Review
Table 3.5	Contract Development and Award
Table 3.6	Type of Contracts or Agreements Used by Projects
Table 3.7	Contract Award Criteria
Table 3.8	Funding and Costs Overview
Table 4.1	Planned Activities and Accomplishments
Table 4.2	Material Removed
Table 4.3	Cooperators Involved
Table 4.4	Local Employment Enhancement
Table 5.1	Usage of Expanded Authorities

Executive Summary

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

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

Subsection (g) of Section 347 (*P.L. 105-277*) mandated that the Forest Service report annually to the Appropriations Committees of the U.S. House of Representatives and the Senate. The report must provide project level information on: 1) the status of efforts; 2) specific accomplishments resulting from project implementation; and 3) the role of local communities in developing and implementing the projects. In addition, Subsection (g) also directed the Forest Service to establish a multiparty monitoring and evaluation process. Section 323 of the FY 2003 Omnibus Appropriations bill (*P.L. 108-7*) amended Section 347 on February 20, 2003 and changed the focus of required monitoring from project to programmatic. The Forest Service elected to continue project level monitoring for 58 pilot projects in FY 2004.

Monitoring and Evaluation Progress for FY 2004

Fifty-six projects (97%) submitted annual reports to the Pinchot Institute for Conservation in FY 2004. Data contained in these reports provide background information for each pilot and insight into project status and accomplishments.

Regional and National Teams continued to maintain diverse membership and met all requirements for biannual meetings to discuss lessons learned, highlight issues and trends, and develop annual reports.

All team reports can be found on-line at: www.pinchot.org/community/moneval

Project Administration and Status

Twenty projects completed implementation and monitoring activities by the close of FY 2004. The lessons learned by these projects and through this evaluation have helped to identify barriers to implementation, develop new approaches to overcome them, and enabled newer projects to learn from older ones.

By the close of FY 2004, 54 projects (96% of those reporting) had completed the NEPA process and signed decision notices. Two projects (4% of those reporting) have yet to complete NEPA. Of the projects that have completed NEPA, 67% were appealed or litigated (36 projects). As in previous years, nearly all of these appeals or lawsuits were unrelated to the pilot status of projects. Rather, appeals were most often concerned with allegedly inadequate analyses of cumulative effects, negative effects on threatened or endangered species, or non-compliance with various federal laws.

Forty-four projects (79% of those reporting) have developed contracts, and 39 projects (70% of those reporting) made a contract award. Twelve projects (21% of those reporting) have yet to develop contracts. The majority of awarded contracts have been service contracts with product removal included (20 projects), individual service contracts (12 projects), or timber sales (7 projects). On average, the former pilots have received few bids for contracts, despite a high level of initial interest on the part of potential contractors

(average bids received: 2.6 per pilot; high-9, low-0). Some reasons behind these lower bid rates include high bonding requirements, perceived higher risk with implementation, and complex contractual and proposal processes.

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

Project Accomplishments in FY 2004

Current stewardship contracting projects are planning or implementing a number of integrated activities to meet project objectives. The majority of FY 2004 projects incorporate stand thinning (73% of projects) and/or road maintenance (56%). Other widely used activities include temporary road construction (50% of projects), prescribed fire for fuels reduction (37% of projects), road decommissioning (35% of projects), and temporary road obliteration (35% of projects). During FY 2003, approximately 22,097 acres of terrestrial habitat restoration and 28,595 acres of fuels management were accomplished. As part of these efforts, many projects also anticipate removing merchantable timber and other forest products from project areas. In FY 2003, stewardship projects extracted approximately 124,211 ccf of sawlogs (valued at approximately \$4 million), and 25,012 ccf of smaller-diameter material (valued at approximately \$162,000).

These projects continue to experience mixed cooperator involvement at various levels, creating a local body of support and understanding for project efforts. Presently, the majority of projects are collaborating with conservation groups, community-based groups, industry/commodity interests, and individual community members. Projects are collaborating least with tribal governments (due to the fact that potentially concerned tribes are not located near project areas), and wildlife groups. The depth of public involvement tends to vary based on the size and profile of a given project, but stakeholders reportedly are actively involved in the development of site-specific monitoring plans (86% of the reporting projects), monitoring (84% of reporting projects), and public education (80% of reporting projects).

Businesses or other organizations receiving stewardship contracts tend to be small (most with less than 25 employees), of local origin (97% of projects reported awards to local businesses), and focused on logging or forest product manufacturing.

Review of Expanded Authorities

Thirty-two projects (82% of those reporting) are utilizing *goods for services*. This authority allows the exchange of removed product value for desired restoration or maintenance services. According to Local, Regional and National Team reports, the use of goods for services has:

- Encouraged small business participation by reducing the up-front costs often associated with timber sale procedures.
- Allowed for a variety of forest health and wildlife improvement work to be done over a broad project area, many of which might not have been accomplished because of access or cost issues.
- Helped build contractor capacity for holistic resource stewardship, while directing more financial resources back into the project area.
- Reduced the number of contracts needed to accomplish various tasks, thereby reducing contract preparation and administration costs for the agency.
- Helped simplify and facilitate bond tracking and TSSA accounting procedures.

- Been limited by performance bond requirements (typically a 10-12% acquisition charge, which defeats the cash flow benefits and cuts in on the margin of revenue for a project).
- Been impacted by the public assumption that stewardship contracting is equal to “goods for services.” This is problematic because this authority has the most potential for abuse, drawing the greatest fire from those opposed to the concept of stewardship contracting and timber extraction on public lands.
- Been affected by contractor’s lack of experience with some aspects of goods for services (e.g., service contractors lack of familiarity with timber sale contractual provisions and branding requirements).
- Been affected by contractor uncertainty in incorporating project risk factors into contract bids.
- Been affected by the nature of product availability (i.e., diameter caps has resulted in limited earnings and credits).

Twenty-six projects (67% of those reporting) are utilizing ***best-value contracting***. This authority allows the Forest Service to use other factors, in addition to price, when making award decisions. Factors currently being used to award best-value contracts are (ranked by projects from most important to least): price, technical proposals, use of by-products, past performance, and local economic benefit. According to Local, Regional, and National Team reports, best-value contracting has:

- Afforded greater flexibility to project managers in considering and employing different pools of contractors including smaller, local firms.
- Provided a means of selecting contractors who demonstrate excellence in work product.
- Allowed project managers to solicit ideas on how best to meet project objectives from the contractor.
- Created a great incentive for contractors to do quality work and develop a competitive edge for their business.
- Not been used as extensively as it should. All pilots are mandated to use “best value” when awarding contracts.
- Been limited by the ability of contractors to write quality written technical proposals.

Twenty-four projects (59% of those reporting) are utilizing ***designation by description or prescription***. Under this authority, land managers in place of federal designation or tree marking, can provide prescriptions or area/species/size designations that clearly describe the silvicultural objective or desired “end result.” According to Local, Regional and National Team reports, the use of designation by description or prescription has:

- Reduced site preparation costs.
- Helped expedite preparation of the sale.
- Improved safety and health conditions for agency personnel and contractors.
- Required considerable more time to administer, when compared to traditional timber sales, to ensure that the intent of prescriptions are met.

Nineteen projects (49% of those reporting) are utilizing ***multi-year contracts***. This expanded authority allows the agency to enter into service contracts with duration of more than 5-years. According to Local, Regional and National Team reports, multi-year contracts have:

- Helped lower contract administration costs and improved agency efficiency.
- Helped reduce the cost of solicitations for the government.
- Helped provide degrees of certainty for contractors, particularly with associated with economy of scale.
- Helped facilitate the accomplishment of bundled tasks.
- Increased bidders’ interest in taking on extensive tasks by providing them with assurance of work over multiple years.
- Helped develop stronger senses of stewardship for an area, particularly among the contractor population.

- Provided contractors with increased flexibility to modify work schedules to adapt to market fluctuations and changes to forest conditions.
- Been limited by the availability of funding and/or the ability to retain receipts.
- Been limited by some contractors over-extending themselves by bidding on these contracts and having multiple start and re-start efforts.
- Been impacted by adverse market fluctuations over longer contract terms.

Seventeen former pilots (44% of those responding) are utilizing ***receipt retention***. This authority allows proceeds from the sale of commercial product from a project to be retained to fund activities in that or another pilot project. According to Local, Regional and National Teams, the use of retained receipts has:

- Provided additional financial resources for projects.
- Facilitated activities that might otherwise go unfunded.
- Helped ensure that funds be retained locally, making it more feasible to reinvest in another project on the same District or Forest instead of returning receipts to the Federal Treasury.
- Helped increase public trust by inherently separating forest operations from the sale of commercial product.
- Facilitated the use of land management (conservation) credits to accomplish a variety of work items, including recreational development, thinning, road management, and structural improvements.
- Been restricted by current agency direction.

Six former pilots (15% of those reporting) are utilizing ***less than full and open competition***. This authority exempts projects from Subsection (d) of Section 14 of the National Forest Management Act and allows the award of projects through direct sales or sole-source contracts regardless of product value. According to Local, Regional and National Team reports, the use of less than full and open competition has:

- Improved the economic condition of some forest-dependent communities by allowing the government to contract with small, community-based enterprises and unconventional partners.
- Improved efficiencies in treating insect and disease outbreaks.

Two projects (5% of those reporting) are utilizing ***non-USDA administration of timber sales***. This authority exempts projects from Subsection (g) of Section 14 of the National Forest Management Act, which requires that USDA employees supervise the harvest of trees from a National Forest. According to Local, Regional and National Team reports, the use of non-USDA administration of timber sales has:

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

Issues, Outcomes, and Recommendations

As the stewardship demonstration program ends its fifth year of implementation and projects begin to complete on-the-ground activities, a series of outcomes and issues continue to surface. Given the passage of Section 322 in P.L. 108-7 and the release of official agency guidance on authority usage, these issues have become even more paramount, for they represent extra challenges for federal agencies to successfully use and implement these innovative authorities.

Agency Leadership and Direction: Nearly every project raised concern over the number of agency restrictions place on the use of expanded authorities. These restrictions are particularly frustrating because many field staff felt they were given the freedom to test very creative and innovative methods of achieving goals within the pilot program. However, the agency's implementation of the 10-year authority quickly reduced project flexibility and created a "one size fits all" approach for implementation. These limitations and restrictions not only appear to run counter to the expressed will of Congress, but also indicate a

puzzling reluctance to allow field personnel to use the full array of tools provided through stewardship contracting (which were being used with apparent early success).

Some projects also indicated that implementing a stewardship contract would have been easier had there been stronger strategic objectives for the program and some defined expectations. Local personnel (agency) also have little or no direct contact with the Washington Office, and as a result, the Regional Offices must serve as conduits for information in both directions. This arrangement is problematic for there is no individual at the regional level whose full-time responsibility is stewardship contracting.

Some projects also feel severely limited by the focus on using Integrated Resource Contracts (IRCs) within stewardship contracting projects. IRCs have been criticized for limited contractor flexibility, complexity, length and bonding requirements.

Some projects also feel that the agency's zeal to implement goals set by the Healthy Forests Restoration Act may be setting unrealistic targets for stewardship contracts too soon.

Recommendations: Leadership and Direction

- Develop a ***charter or clear set of directions*** for stewardship contracts
- ***Establish a set of core values*** for stewardship contracts (e.g., best-value, collaboration, ecosystem benefit, flexibility, societal benefit).
- Create a ***national-level team*** to identify and overcome barriers to stewardship contracting, as they emerge.
- ***Review both the IRC contract templates and experiences of those who have used them*** to facilitate improvements.
- Allow individual forests to ***choose the tool that best fits*** their stewardship contracting objectives.
- ***Reduce bonding burdens*** associated with stewardship contracts.

Support for Collaboration: The consistent obstacle for collaboration in stewardship contracts has been the time and effort required. Local collaborative groups should be given flexibility to adjust their efforts and involvement and should have sufficient time allocated to their project roles so that they can focus, learn together, and cooperate effectively. Collaboration should begin as early in the process as possible—not following NEPA analysis—and should not follow a cookie-cutter approach.

Recommendations: Support for Collaboration

- ***Reward those who are successful*** in implementing stewardship contracts and collaborating with the public.
- Allow the community-based ***collaborative to have more say in the use of retained receipts***.
- ***Develop a decision-tree*** for the types of involvement needed in stewardship contracts.
- Provide additional ***training in collaboration***.
- ***Establish a SWAT team*** to help people work through collaborative processes.
- ***Differentiate between collaboration and multiparty monitoring***.

Communication and Outreach: Some have described stewardship contracting as the “greatest story never told.” Many team members were disappointed by the delay in Congressional report submittals and a general feeling that issues raised in Local, Regional and National Team reports have not been fully addressed (or acknowledged) by the agency. Timely sharing of information and “lessons learned” among agency personnel, contractor, collaborative groups, and monitoring teams is absolutely essential.

Recommendations: Communication and Outreach

- *Ensure timely release of annual reports*
- *Follow up on issues raised within reports.*

Technical Assistance: Many land manager and local contractors are in need of additional technical assistance, particularly in the objectives and benefits of land stewardship contracting, planning, implementation, and monitoring.

Recommendations: Technical Assistance

- *Provide extensive training* for agency employees and external partners. Consider cross-training timber sale and acquisition contracting officers, and timber sale administration and contracting officer’s representatives.
- *Emphasize that “goods for services” is not the whole of stewardship contracting.*
- *Create a stewardship contracting decision tree guide* that assists foresters with choosing the right set of tools.
- *Encourage the creation of agency teams within each region to provide general guidance.*

Potential Legislative Impacts: Current stewardship contracting projects are exempt from making “25% fund” payments to counties. In 2006, the Secure Rural Schools and Community Self-determination Act of 2000 is set to expire. If the Act is not renewed or replaced with another comparable revenue source, there may be pressure from counties to revoke the payment exemptions for stewardship contracting. This could have profound impacts on the economic benefits of some of the expanded authorities.

Capacity and Understanding of Contractors: Whereas some projects have seen an increased level of interest among purchasers, other find that small, local contractors have difficulty in writing technical proposals and dealing with new contracts and contracting procedures. Bonding requirements also limit the ability of many non-profits and small businesses to compete for contracts. A lack of local infrastructure and equipment necessary for project implementation has also inhibited the local workforce from competing in contract awards.

Recommendations: Capacity and Understanding of Contractors

- *Provide examples of requests for proposals and adequate responses to solicitations* (e.g., via the Internet).
- *Provide training for contractors* (particularly in proposal writing, bonding, subcontracting and scheduling).
- *Review and clarify bonding requirements.*

NEPA Process and Appeal Delays: The lengthy NEPA process is often difficult for the general public to understand and can be frustrating and discouraging, even for highly motivated communities and stakeholders.

Recommendations: NEPA Process and Appeal Delays

- *Keep the public informed* about new developments and concerns that arise during NEPA analysis.

Funding and Budget Constraints: Currently there are no start-up funds for stewardship contracts and very little support to assist in working collaboratively with the public. The agency needs to dedicate and allocate funds specifically to support stewardship contracts, especially when stewardship contracting encourages the public to generate even more ideas for work. There has also been some reluctance at the District/Forest level to use stewardship contracts because they do not automatically contribute to trust funds, which can be used to cover personnel costs involved in planning, implementing, and administering projects.

Recommendations: Funding and Budget Constraints

- *Develop more transparent financial reporting procedures*
- *Allow for the sharing of receipts across regions*
- *Clarify how KV-funds (or other trust funds) can be used in stewardship contracting.*

Available Markets for Products: With limited mill capacities for logs, essentially no market for small conifer species (e.g., less than 12-inches dbh), and the current flush of available fire salvage materials from private lands, there is a glut of available product in many regions of the United States. Some project managers believe that the utilization of small-diameter, low-value material is key to restoration success. A general lack of vertically integrated, value-added wood product industry has negatively impacted the ability of many projects to capture the full benefits of utilizing restoration by-products.

Recommendation: Available Market for Products

- *Improve inventory and cruise methodology*, to account for smaller diameter materials.
- *Promote split-pricing* as an alternative for contracting projects with significant amounts of low-value materials.
- *Investigate new opportunities for value-added manufacturing and small –diameter utilization.*

Monitoring: Several projects emphasized the importance of third party monitoring for effective and efficient project implementation. An independent voice facilitates the identification of issues and problems and can help ensure that issues are brought to the attention of the Forest Service and Congress, while also investigating and vetting various solutions to problems. However, monitoring is only useful if the results are shared publicly and not over-ruled by the agency.

Recommendation: Monitoring

- ***Encourage both pre and post-treatment inventory figures*** to measure size, condition, and species distribution.
- Ensure that future monitoring of stewardship contracts include a ***team with a regional perspective-*** one which has connections to both the field and national policy-makers.
- ***Information should be made available to an independent group*** for review, even if collected by the agency.

Forward and Acknowledgements

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

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

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

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

1.0 INTRODUCTION

1.1 What is Stewardship Contracting?

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

Today, the following elements characterize stewardship contracting:

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

1.2 Stewardship Contracting as an Agency Tool

1.2.1 Development of the Forest Service Demonstration Program

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

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

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

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

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

New processes and procedures identified within the appropriations language included:

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

1.2.2 Expansion of the Demonstration Program (2001-2002)

In FY 2001, the pilot program expanded in size with the passage of Section 338 of the FY 2001 Appropriations Act for Interior and Related Agencies (*P.L. 106-291*). Section 338 authorized the Forest Service to implement up to 28 additional stewardship contracting pilots under the same terms and conditions as required by Section 347 of *P.L. 105-277*. In FY 2002, the pilot program expanded once again with the passage of Section 332 of the FY 2002 Appropriations Act for Interior and Related Agencies (*P.L. 107-63*). In total, 84 projects were authorized under pilot legislation by 2002.

1.2.3 New 10-year Authority for Stewardship Contracts

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

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

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

NOTE: This report highlights the findings of the 58 pilot projects, authorized by Section 347 (P.L. 105-277), Section 338 (P.L. 106-291), and Section 332 (P.L. 107-63), and retained within the scope of work for our monitoring efforts. No information has been collected on new projects resulting from this newest authority (Section 323, P.L. 108-7), or for those projects that the Forest Service rolled into programmatic monitoring in FY 2004.

¹ Section 341 of the FY 2000 Interior Appropriations Act (*P.L. 106-113*) changed this language to read 28 stewardship contracting “pilot projects,” instead of “contracts.”

1.3 Multiparty Monitoring and Evaluation Structure and Process

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

1.3.1 The Multiparty Concept

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

Key principles of a multiparty monitoring and evaluation process include:

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

1.3.2 Established Monitoring and Evaluation Framework

In July 2000, the Forest Service competitively awarded a contract to the Pinchot Institute for Conservation to design, implement and manage a multiparty monitoring and evaluation process for the stewardship contracting pilot program. The current framework consists of a three-tiered structure, incorporating local, regional, and national multi-party monitoring and evaluation teams.

Local Teams

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

Regional Teams

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

National Team

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

Technical Assistance

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

- Ensure consistency in the collection and reporting of information.
- Evaluate and make recommendations to the contractor (Pinchot Institute) regarding Local Team requests for funding in support of monitoring/evaluation.
- Provide other assistance and/or input to the monitoring and evaluation process.
- Organize and facilitate biannual Regional Team meetings.²

Outreach

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

1.3.3 Reporting Requirements

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

Local Team Reports

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

A copy of the criteria package template can be downloaded at:

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

² Interface (Ithaca, NY) is also a valued partner in facilitating the Eastern Regional Team.

Regional Team Reports

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

National Team Report

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

Agency and Congressional Reports

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

To date, the Forest Service has submitted five annual reports to Congress. Each of these reports can be downloaded at: <http://www.fs.fed.us/forestmanagement/projects/stewardship/index.shtml>

2.0 Monitoring and Evaluation Progress for FY 2004

2.1 Local Team Development and Meetings

According to the reports collected in FY 2004, 85% of projects had established a Local Team (LT). These teams continue to vary in size, from as little as three members to over twenty-five. As mentioned in Section 1.3.3., each LT must submit an annual report to the Pinchot Institute for Conservation to establish a baseline for evaluation. While it is encouraged that these reports be developed collaboratively, in some instances an annual report was completed by the Forest Service, not the project's associated LT. For FY 2004, 56 projects submitted annual reports to the Pinchot Institute (approximately 97% of all projects required to report). These reports can be downloaded at:

Projects in the *East*:

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

Projects in *Inland Northwest*:

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

³ The Forest Service reserves the right to adopt the report prepared by the Pinchot Institute as its official report to Congress. Following past reviews, the agency has forwarded the Institute's reports to Congress with minimal alteration.

Projects in *Pacific Northwest*:

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

Projects in *Southwest*:

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

2.2 Regional Team Development and Associated Meetings

In 2004, each Regional Team convened two meetings and field tours—each serving a dual purpose of informing team members on projects’ developments and providing venues for discussion. In general, spring and early-summer gatherings provided an opportunity to visit local pilot efforts and discuss monitoring processes and informational resources or technical assistance. During the spring and early summer, Regional Teams met in the following locations:

- Southwest Regional Team- Denver, CO (April 2004)
- Eastern Regional Team- Greeneville, TN (May 2004)
- Inland Northwest Regional Team- Boise, ID (June 2004)
- Pacific Northwest Regional Team- Troutdale, OR (June 2004)

The teams each reconvened in the fall to discuss regional trends, develop annual reports, and summarize lessons from their five years of monitoring. In the fall, the teams met in the following locations:

- Southwest Regional Team- Eager, AZ (September 2004)
- Inland Northwest Regional Team- Grangeville, ID (October 2004)
- Pacific Northwest Regional Team- Ashland, OR (October 2004)
- Eastern Regional Team- Milford, PA (December 2004)

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

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

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

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

2.3 National Team Development and Meetings

In May 2004, the National Team met in Pensacola, FL to evaluate pilot projects and discuss emerging trends. The meeting included a field trip to the Longleaf Pine Restoration Project on the Conecuh National Forest in Alabama. The NT met for a final time in January 2005 in Washington, D.C. to discuss lessons learned, highlight issues and trends related to the pilot program, and develop its annual report.

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

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

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

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

2.4 Criteria Collection

In September 2004, the Pinchot Institute and its subcontracted partners began to collect and process all criteria packages from Local Teams. Of the 58 projects within the current monitoring portfolio, 56 returned completed criteria packages by the report deadline.

2.5 Financial Support for Local Monitoring

Despite the availability of approximately \$1,000 per pilot to defray the costs associated with various Local Team activities, the Pinchot Institute neither received nor processed any requests for project-level monitoring support in FY 2004.

2.6 Technical Assistance and Outreach

The Institute and its partners also provided considerable technical assistance to Local and Regional Teams throughout the year. This assistance included:

- Information sharing and network building;
- Attending Local, Regional and National Team meetings, upon request;
- Facilitating Regional Team meetings;
- Developing team report drafts and final documents;
- Assisting with Local Team development and associated needs; and
- Attending to Congressional and agency requests and inquiries

American Forests, under contract with the Institute, also conducted a survey to assess perceptions of and interest in Forest Service and Bureau of Land Management authorities for stewardship contracting on public lands. The intent of the survey was to gather information on how national-policy oriented organizations view the federal contracting authorities and those projects utilizing them. The survey was also designed to determine levels of understanding and interest in these authorities. A summary of survey results can be found at:

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

2.7 Internet Resources

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

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

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

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

3.0 Project Administration and Status

3.1 Overview

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

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

3.2 Project Objectives

In each of the LT reports, projects specified the objectives behind planned physical activities (Table 3.1, Appendix B). As in previous years, nearly all projects are focused on meeting desired ecological end-results, with many projects comprehensively addressing issues at an ecosystem, watershed or sub-basin scale. Some projects are also attempting to address various social and economic objectives, including providing benefit(s) to adjacent rural communities and improving levels of public support for agency projects.

Table 3.1. Project Objectives

	<i>Pilot Use</i>	
	<i>No. of Pilots (N=56)</i>	<i>Percentage</i>
Reduce wildfire risk (fuels management)	31	55%
Maintain or restore forest/ecosystem health	27	48%
Restore wildlife habitat	15	27%
Enhanced recreation/ public education	13	23%
Restore aquatic habitat and water quality	13	23%
Provide economic opportunities to local/rural communities	11	20%
Restore habitat for threatened/endangered species	10	18%
Provide forest products and/or improve utilization of product	9	16%
Reduce spread of noxious/invasive species	9	16%
Reduce threat of insect/disease	7	13%
Return vegetation to historic range	7	13%
Restore/protect watershed	6	11%
Manage transportation networks	6	11%
Restore riparian areas	5	9%
Restore old growth forest conditions	5	9%
Reduce preparation and administrative costs	4	7%
Reduce soil erosion and/or sedimentation	3	5%
Protect Special Site (e.g., archeol.)	2	4%
Build pride of tribal community (inc. TEK)	1	2%
Restore forest meadows	1	2%
Provide research opportunities	1	2%

3.3 Project Location and Size

3.3.1 Project Locations

Current stewardship pilots are widely distributed geographically, with every Forest Service administrative region, except Region 10, hosting at least one project (Figure 1, Table 3.2).

Specific distributions of the current 58 pilot projects by Forest Service region are: 17 projects in Region 1 (Northern); 6 projects in Region 2 (Rocky Mountain); 5 projects in Region 3 (Southwestern); 2 projects in Region 4 (Intermountain); 3 projects in Region 5 (Pacific Southwest); 10 projects in Region 6 (Pacific Northwest); 10 projects in Region 8 (Southern); and 5 projects in Region 9 (Eastern).

The wide geographic dispersal of the pilots is also reflected in their distribution by state. Currently, there are stewardship pilots in 21 states: 15 projects in Montana; 8 projects in Oregon; 6 projects in Colorado; 4 projects in Arizona; 3 projects each in California and Idaho; 2 projects each in Michigan, North Carolina, South Carolina, and Washington; and 1 project each in Alabama, Florida, Georgia, Kentucky, New Hampshire, New Mexico, Tennessee, Utah, Vermont, Virginia, and West Virginia.

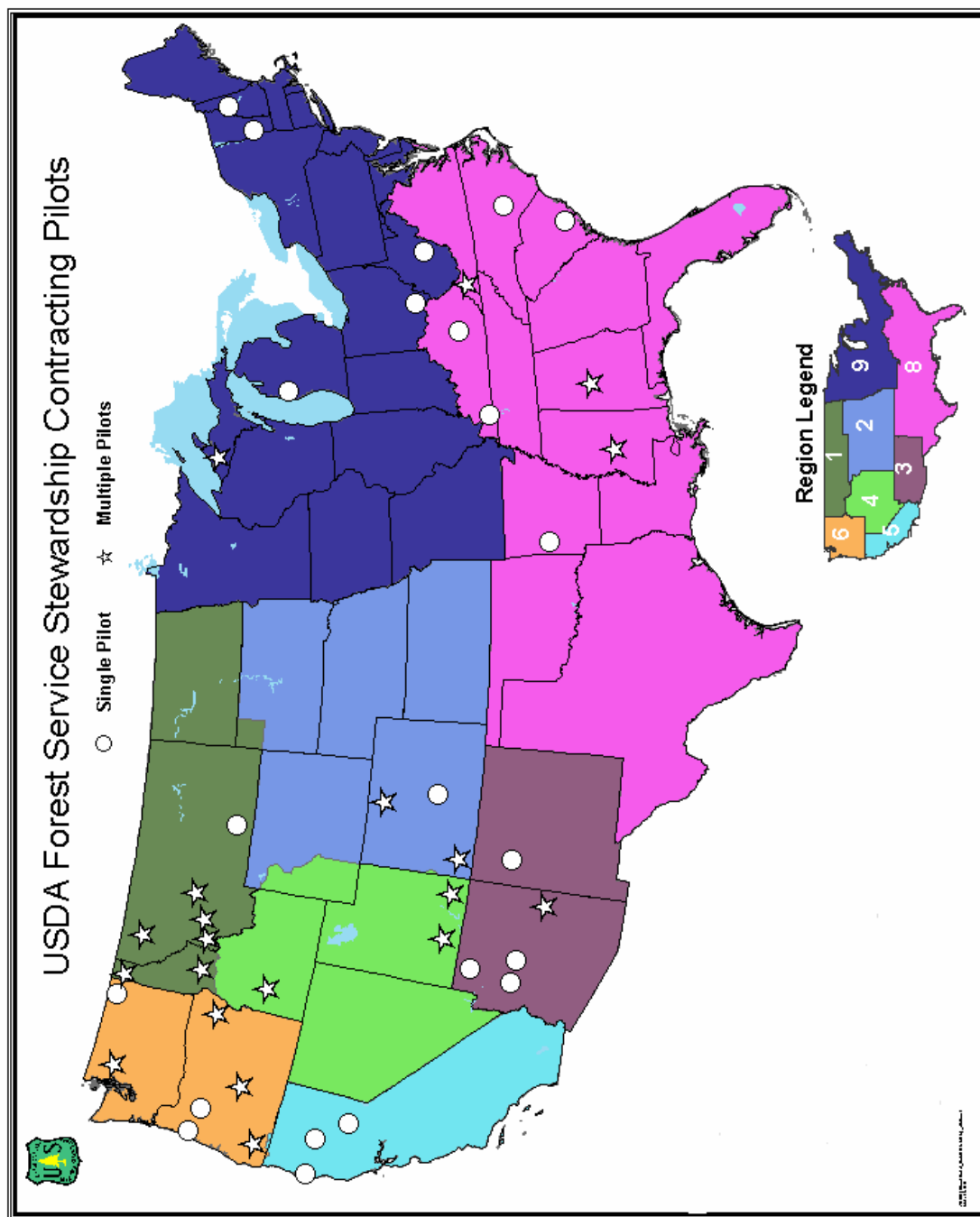


Table 3.2 Projects (status for FY 2004)

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

Table 3.2 (con't) Projects

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

/1 Monitoring report not received in FY 2004.

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

/3 Project dropped.

/4 Rolled into programmatic monitoring for FY 2004.

3.3.2 Project Size

According to FY 2004 reports, the Forest Service anticipates treating 181,577 acres through stewardship contracts. Based upon available data, the average number of acres treated per pilot is estimated at 3,426 acres, with the largest incorporating 65,000 acres (Grand Canyon Stewardship, R3) and the smallest only 4 acres (Snowmobile Trail Reroute, R9) (Appendix B).

It is important to note that most of these projects include a variety of activities, often performed concurrently or consecutively on the same parcel of land.

3.4 Process Review: National Environmental Policy Act (NEPA)

Based on FY 2004 data, 54 projects (96% of those reporting) completed the NEPA process and issued decisions (Table 3.3 and Appendix C). Comparing these data to the equivalent FY 2003 population, 7 additional projects completed their NEPA analysis during FY 2004. As in previous years, there seems to be little to no evidence that the NEPA process is taking more or less time for the stewardship pilots than for non-pilot projects (NT Annual Report and PNW Regional Team Report, 2004).

Table 3.3. NEPA Process Review

	YEAR of REVIEW				
	2001	2002	2003		2004
			Full population	2004 population	
Completed Process					
<i>Number of Projects</i>	17	51	60	49	54
<i>Percent of total</i>	61%	65%	76%	84%	96%
Completed Prior to Authorization	n/a	n/a	40	32	33
	N=28	N=78	N=79	N=56	N=56

n/a: not applicable, data not collected

Of those that have completed the NEPA process, 33 pilots (61% of those reporting) issued decisions prior to designation as a stewardship pilot (Table 3.3).

Two projects (4% of those reporting) have yet to complete NEPA. These include the Longleaf Ecosystem Restoration Project in Florida (R8) and the White River Riparian Buffer Project in Vermont (R9).

3.5 Process Review: Appeals and Litigation

Thirty-six projects (64% of those reporting) encountered an appeal or litigation (Table 3.4 and Appendix C). For the majority of these cases, appellants were local or regional environmental organizations (Appendix C).

Table 3.4 Appeals Review

	Year of Review				
	2001	2002	2003		2004
			Full population	2004 population	
Number of Appealed Projects	8	39	42	34	36
Percent of total	47%	76%	70%	69%	64%
	N=17	N=51	N=60	N=49	N=56

As in previous years, nearly all of these appeals or lawsuits were unrelated to the pilot status of the project. Rather, appeals were more often concerned with allegedly inadequate analyses of cumulative effects, negative effects on threatened or endangered species, or non-compliance with various federal laws (INRT Annual Report, 2004). For example, the Longleaf Ecosystem Restoration Project in Alabama

encountered implementation delays due to a temporary moratorium on all timber sales in Region 8 related to the Sierra Club vs. Estill lawsuit (Longleaf Ecosystem Restoration in AL-R8, 2004). In Region 5, other projects were affected by court orders issued by Judge Rothstein to upgrade National Marine Fisheries Service biological opinions. New biological opinions have since been approved and the pilot DRAFT Environmental Impact Statement is currently being reviewed for new circumstances (Pilot Creek-R5, 2004).

In review of FY 2004 and previous years' data, there seems to be little evidence that collaboration has reduced the impact of appeals on stewardship contracting projects (NT Annual Report, 2004). In some instances, groups involved in a local collaborative and/or multiparty monitoring effort have asked colleagues from other organizations to appeal the project. In fact, none of the appellants of stewardship contracting projects have been directly involved in a given project; however, this should not be construed to mean that every individual or every group engaged in a project is working towards the same end (NT Annual Report, 2004).

3.6 Process Review: Contract Development

3.6.1 Status of Contracts

Forty-four projects (79% of those reporting) have offered contracts, and thirty-nine projects (70% of those offered) have awarded contracts (Table 3.5 and Appendix D). Compared to FY 2003, five more projects made awards. Twenty projects have completed contract implementation. Approximately 12 pilots (21% of those reporting) have yet to develop contracts.

Table 3.5 Contract Development and Award

	Year of Review				
	2001	2002	2003		2004
			Full population	2004 population	
Contracts Offered					
<i>Number of Projects</i>	n/a	33	44	39	44
<i>Percent of Total</i>	n/a	43%	56%	70%	79%
Contracts Awarded					
<i>Number of Projects</i>	10	27	38	34	39
<i>Percent of Total</i>	36%	35%	86%	61%	70%
Contracts Complete	n/a	5 (6%)	10 (11%)	9 (16%)	20 (36%)
Number of bids received	n/a	3 (N=27)	2.3 (N=37)	2.3	2.6 (N=44)
	N=28	N=77	N=78	N=56	N=56

3.6.2 Types of Contracts Being Used

Despite the development of new contracting mechanisms (e.g., Integrated Resources Contracts), most pilots continue to utilize blended timber sale and service contract processes and documents for implementation (Table 3.6 and Appendix D).

Table 3.6 Types of Contracts or Agreements Used by Projects

	Year of Review				
	2001	2002	2003		2004
			Full population	2004 population	
Timber Sale	1 (10%)	7 (26%)	12 (27%)	8 (21%)	7 (16%)
Service Contracts	5 (50%)	10 (37%)	12 (27%)	11 (28%)	12 (27%)
Timber Sale w/ Services Included	4 (40%)	11 (41%)	11 (25%)	9 (23%)	10 (23%)
Service Contract w/ Product Removal Included	5 (50%)	12 (44%)	16 (36%)	15 (39%)	20 (46%)
IRSC- Tree Measurement	n/a	n/a	n/a	n/a	4 (9%)
IRSC-Measurement after Harvest	n/a	n/a	n/a	n/a	0 (0%)
Agreement	3 (30%)	3 (11%)	4 (10%)	4 (10%)	4 (9%)
Other	6 (60%)	5 (19%)	6 (15%)	6 (15%)	4 (9%)
	N=10	N=27	N=44	N=39	N=44

Timber Sale Contract

Seven pilots (16% of those reporting) are using traditional timber sale contracts for the implementation of pilot activities. As in previous years, this mechanism was chosen because it is considered the most familiar contract for timber purchasers, and its use is expected to keep administrative costs low and facilitate contract preparation and oversight activities. In instances where it was used, project coordinators explained that the majority of actions tended to be of a timber sale nature (Longleaf Ecosystem Restoration in FL-R8, 2004).

Service Contract

Twelve pilots (27% of those reporting) are using traditional service contracts to meet project objectives. As in previous years, many projects chose this mechanism because the bulk of work to be done was traditionally considered “service-oriented.” For example, the Winiger Ridge Project (R2) chose a service contract because it involved securing a contractor to perform a specified task rather than to furnish an item of supply (Winiger Ridge-R2, 2004). Others chose service contracts because they facilitate multiyear agreements and have greater associated time savings (Longleaf Ecosystem Restoration in AL-R8, 2004).

Timber Sale Contract with Services Included

Ten pilots (23% of those reporting) are utilizing timber sale contracts with services included. For most projects, these hybrid contracts provide administrative flexibility, while simultaneously providing a contractual framework that local contractors are familiar with. The existing timber was expected to generate enough revenue to accomplish nearly all of the other improvement projects and lower priority activities associated with the pilot (Knox Brooks-R1, 2004). Some managers chose this mechanism specifically to facilitate the use of the “retention of receipts” authority. Others chose it based upon contract familiarity, particularly given the volume of material to be removed and the desire to experiment by applying various service aspects to the contract to test goods for services (Clearwater Stewardship-R1, 2004).

Service Contract with Product Removal

Twenty pilots (46% of those reporting) currently utilize a service contract with product removal included. In nearly all cases, this mechanism was chosen when the cost of services to be provided exceeded the estimated value of timber to be removed. For example, when haul distances are long and timber values are low, the removal under a traditional timber sale would most often be considered a deficit sale. By blending a traditional service contract with product removal provisions, projects have been afforded an opportunity to experiment and reduce overall costs associated with project implementation (Beaver Meadows-R2, 2004). This is particularly true in the Southwest. Many projects in this region are designed to remove small diameter, low-value material from the forest. This kind of work is often accomplished through service contracts.

Integrated Resources Contract

Forest Service direction issued in FY 2004 requires that when the value of timber can entirely pay for the costs included in services, an Integrated Resources Timber Contract (IRC) must be used (Hungry Hunter-R6, 2004). However, despite this direction, only four pilots (9% of those reporting) currently utilize an IRC. Developed within the Blue Mountain Demonstration Area in recognition of the need to pilot innovative contracting tools to accomplish restoration work, IRCs involve the combination of timber removal and service work into one contract to improve efficiency and reduce costs expected with one contract and one prime contractor. The overall format is patterned after a timber sale contract (Sprinkle Restoration-R6, 2004). Not many projects are using IRCs, even though they are meant to replace other options in stewardship contracting. This may be due, in large part, to the steep learning curve associated with IRCs—necessitating training in order to facilitate their use (NT Annual Report, 2004).

Agreement

Only 4 pilots (9% of those reporting) indicate using some form of agreement to implement activities. For example, in the Winiger Ridge Project (R2), the Boulder Ranger District is working with the Colorado State Forest Service to implement treatments on Forest Service land with poor access or steep terrain through “Good Neighbor Policy” agreements (Winiger Ridge-R2, 2004).

Other

Four pilots (9% of those reporting) are using other contractual arrangements for project implementation. These include:

- ❑ **Construction contracts with product removal included.** This mechanism was chosen because it permits concurrent completion of vegetation treatments and trail construction within a single contract (Forest Discovery Trail- R9). Also, the bulk of the complexity in the contract may refer to construction activities (e.g., bridge building, facility construction, recreational improvements), with any timber extraction relatively easy to contract and convey (Dry Wolf-R1, 2004).
- ❑ **Delivered log contracts (“separating the logger from the log”).** This mechanism was chosen to experiment with removing any real or perceived incentive for a contractor to cut more trees or more valuable trees than necessary to achieve a prescription. The service contractor bids and is paid on a per acre basis for on-the-ground activities. Any trees removed as a by-product of that work are sold separately, and the receipts are retained and used to pay service contract costs (Paint Emery -R1, 2004).

3.7 Process Review: Contractor Selection

3.7.1 The Bidding Process

Consistent with previous years’ accounts, most stewardship pilots have experienced low numbers of bids for stewardship contracts, with an average of 2.6 bids per contract solicitation (high: 9 bids on the Ranch Iris Project-R3, low: 0 bids on multiple projects) (Table 3.5 and Appendix E). In some instances, these low bid rates encouraged additional research to determine the reasons behind limited bid submission. For example, on the Beaver Meadows Project (R2), managers were unable to obtain a successful bidder. The project was reviewed and evaluated to analyze options for redesigning the project. In FY 2004 it was decided that the project would be re-offered to meet the Forest’s commitment to the pilot program and complete the project. In response to a loss of fuels funding for the project, the fuels and fire line work was removed and resulted in a much simpler project (Beaver Meadows-R2, 2004).

It should be noted, however, that the situation of low bid rates does not result in a lower quality of work accomplished. In fact, local monitoring reports more often praised than criticized contractors’ performance under stewardship contracts (NT Annual Report, 2004).

3.7.2 The Selection Process

In FY 2004, individual projects and Local Teams also provided information on the selection criteria used by coordinators and managers to award contracts for stewardship contracting pilots (Table 3.7 and Appendix E). According to these data, the number of pilots ranking “technical proposal” as one of the most important contractor selection criteria has dropped over time. This may be due to the limited capacity within local communities to create good technical proposals, or it may be a reflection of a mismatch between project objectives and the local community’s industrial infrastructure (NT Annual Report, 2004).

Table 3.7 Contract Award Criteria

	Year of Review			
	2001	2002	2003	2004
Rank of selection criteria				
1	n/a	Technical proposal	Price	Past performance
2	n/a	Price	Technical proposal	Price
3	n/a	Past performance	Use of by-product	Local benefit
4	n/a	Local benefit	Past performance	Technical proposal
	n/a	N=27	N=38	N=39

n/a: not applicable, data not collected

3.8 Funding and Costs Overview

As in previous years, significant problems with funding and cost analyses for stewardship contracting persisted into FY 2004. The situation is largely due to the fact that the Forest Service does not collect and compile this type of data on a project-by-project basis; therefore it is difficult to break estimates down for stewardship contracting specifically (NT Annual Report, 2004).

3.8.1 Funding Overview

Based on the estimated figures, minor trends continue to illustrate how projects are securing financial support for activities. Based on FY 2004 data, major sources of funding for the pilots include: federal appropriations, product value exchanged for services, and retained receipts (Table 3.8 and Appendix F). These rankings are similar to previous years' estimates.

Table 3.8 Funding and Costs Overview

	Year of Review			
	2001	2002	2003	2004
Ranking of major funding sources				
1	Appropriations	Appropriations	Appropriations	Appropriations
2	Product Exchanged	Product Exchange	Product Exchanged	Product Exchanged
3	Cooperator Contributions	Cooperator Contributions	Retained Receipts	Retained Receipts
Ranking of major costs				
1	Planning and NEPA	Planning and NEPA	Service Contract	Planning and NEPA
2	Service Contract	Contract and Sale Prep	Planning and NEPA	Service Contract
3	Contract and Sale Prep	Service Contract	Contract and Sale Prep	Contract and Sale Prep

It may be surmised that the continued reliance on appropriations indicates that stewardship contracting is not paying for itself, as some thought it would, given the "goods for services" authority (NT Annual Report, 2004). While it was never Congress' intent that this be the case, stewardship contracting was piloted to see if it could help alleviate the burden of potential shortfalls in appropriations for the types of activities it supports (NT Annual Report, 2004).

3.8.2 Costs Overview

A review of FY 2004 data, coupled with results from previous years, reveals trends in cost parameters and potential financial obstacles for the pilots (Table 3.8 and Appendix G). As in previous years, planning and NEPA continue to be the highest costs for projects. It should be noted, however, that these activities are disproportionately expensive when compared to other pilot-related costs because they occur at scales that are typically larger than a single project (NT Annual Report, 2004). It should also be noted that these cost figures are a reflection of the number of projects at a given stage of implementation, as costs are incurred over time and cannot be compared on a project-by-project basis (NT Annual Report, 2004).

3.8.3 Cost Comparisons

Because of different project sizes and complexities, in addition to a reliance on estimated figures, financially comparing pilot efforts to one another (or even to non-stewardship contracting projects) is not a useful exercise. However, project-specific comments offered by coordinators and Local Teams do highlight potential or actual impacts of the new authorities on cost savings or inflation. As can be expected, a variety of experiences exist due to the diverse nature of project activities, funding mechanisms, product markets, and contractors involved.

Even though many Teams recognize the importance of illustrating how authorities increase the efficiency of projects, they were increasingly frustrated by their inability to provide accurate estimates.

“Forest Service accounting processes don’t allow for project-specific tracking, so it is very difficult to estimate the continued costs for planning as the project experienced delays. In addition, timber markets for both sawtimber and timber products have fluctuated greatly in the past year, and it is not clear whether the current higher prices will hold.” (Hungry Hunter-R6, 2004)

Administrative Costs

Several projects recognized that the costs of administering stewardship contracting projects were higher than those incurred under traditional contract mechanisms. Many of these additional costs were not unexpected, given the new procedures for both the agency and contractor and the complexity of coordinating multiple activities (Dry Wolf-R1, 2004). In most instances, these costs are expected to go down as familiarity and expertise in stewardship contracting are gained.

In general, the costs of administering a pilot were considered higher than for a traditional timber sale for several reasons: (1) contract logging is new and, therefore, a steep learning curve is involved; (2) separate delivered log contracts require administration in addition to a service contract, whereas in a timber sale there is only one contract; (3) additional monitoring, review, and reporting requirements that would not be needed with a traditional timber sale; and (4) greater coordination by administration personnel due to the bundled services (Paint Emery-R1, 2004).

“North Timber Zone Sale Administration folks, identified some items that add to the amount of time required [in administering a stewardship contract]. One is that TSA is not set up to handle conservation credits. Another is that the IRC are set up outside of TIM, so everything has to be done from scratch.” (Ryan Park-R2, 2004)

Other projects found that sale preparation costs were similar between stewardship contracting pilots and projects using more traditional contracting mechanisms. However, due to the number of different treatments often included within a stewardship contract, the administrative job can tend to become more complex. For example, extra preparation time and costs were encountered in the enforcement of diameter cap limits (Grand Canyon Stewardship-R3, 2004, Seven Mile-R2, 2004). Some projects also required more on-site administration at the beginning of the project, particularly those projects utilizing *designation by description*, to ensure that prescriptions were being carried out the way they were originally intended to be (Winiger Ridge-R2, 2004).

“Designation by description has resulted in an increase in the amount of sale administration time. Where the purchaser is interpreting our designation provision and applying it on the ground, we have maintained a higher administration presence to ensure that the resource is protected and ultimately the desirable trees are removed. The unfamiliarity with the contract has resulted in additional meetings, interpretation, cross-over (timber sale contract, provision vs. service contract, clauses), discussions, etc.” (North Kennedy/ Cottonwood-R4, 2004).

A need for higher accountability also increased some of the administrative costs associated with the stewardship contracting pilots, particularly expenses in excess of those incurred in a regular timber required to track volume removed and work accomplished (restoration credits) (Montlure/Benny-R3, 2004). Some projects had to develop separate spreadsheets to track volume and restoration work credits, which are integrated within the traditional Timber Sale Statement of Account (Sprinkle Restoration-R6, 2004).

Other projects found that the collaborative aspect of stewardship contracting pilots increased administrative costs associated with a project. For many of these efforts, interactions with a multiparty monitoring group is not business as usual and results in increased time, expenses and overall cost.

“At times during implementation, partners raised concerns or questions that required the Sale Administrator to visit the project area at unscheduled intervals to address these issues.” (Grand Canyon Stewardship-R3, 2004)

It should be noted, however, that both an increasing level of experience within the agency and the sharing of lessons learned among the pilot projects has helped reduce some of the costs associated with stewardship contracting. For example, because the contract for the Judith Vegetation Project (R1) was modeled after an earlier pilot project, it had an improved contract document that was less costly to administer and monitor (Judith Vegetation -R1, 2004).

Higher administrative costs were also caused by numerous reporting requirements to multiple departments within the Forest Service (Longleaf Ecosystem in AL-R8, 2004).

Implementation Costs

Some projects did report direct savings in the implementation of stewardship contracting projects. The Seven Mile Project (R2) reported increased flexibility in reacting to design changes with road management and harvest prescriptions. By dealing with problems or opportunities through work order changes rather than contract modifications (required under timber sales), aspects that might have been held up for days were changed quickly and efficiently (Seven Mile-R2, 2004).

4.0 Project Accomplishments

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

4.1 On-the-Ground Activities

A review of FY 2004 reports shows that the pilots are planning or implementing a number of activities, including road maintenance, aquatic habitat restoration, terrestrial habitat restoration, and fuels management (Table 4.1 and Appendix H).

Table 4.1. Planned Activities and Accomplishments (to date)

Types of Activities	Year of Review			
	2003 ¹		2004	
<i>Roads</i>	<i>Planned (# of projects)</i>	<i>Actual to date</i>	<i>Planned (#)</i>	<i>Actual to date</i>
Roads decommissioned	20 (42%)	3.8 mi	18 (35%)	39.6 mi
Roads obliterated	9 (19%)	20.6 mi	11 (22%)	21.9 mi
Roads improved or maintained	28 (58%)	114.7 mi	29 (56%)	6,244.4 mi *
Temporary roads built	19 (40%)	10.7 mi	26 (50%)	25.9 mi
Temporary roads obliterated	15 (70%)	69.6 mi	18 (35%)	56.1 mi
Permanent roads built	12 (25%)	8.6 mi	12 (23%)	11.7 mi
<i>Aquatic Habitat</i>				
Streams restored	9 (19%)	64.5 mi	8 (15%)	8.8 mi
Riparian areas restored	12 (25%)	17.3 ac	14 (27%)	51.3 ac
Culverts replaced	11 (23%)	53	12 (23%)	104
Culverts removed	5 (10%)	55	7 (14 %)	87
<i>Terrestrial Habitat</i>				
Forage seeding	9 (19%)	147.5 ac	10 (19%)	234 ac
Thinning	38 (79%)	17,472 ac	38 (73%)	16,902 ac
Pruning	7 (15%)	21 ac	7 (13%)	107 ac
Noxious weed control	15 (31%)	1,217 ac	17 (33%)	1,339 ac
Invasive species treatment	9 (19%)	95 ac	11 (21%)	932 ac
Insect and disease treatment	9 (19%)	2,008 ac	8 (15%)	2,583 ac
<i>Fuels Management</i>				
Prescribed fire for habitat maintenance	17 (35%)	1,688 ac	18 (35%)	5,739 ac
Prescribed fire for regeneration purposes	7 (15%)	409 ac	8 (15%)	529 ac
Prescribed fire for fuels reduction	18 (38%)	2,665 ac	19 (37%)	22,327 ac
Fuels reduced	14 (29%)	52,095 tons	15 (29%)	115,610 tons

1/ Same projects as for 2004.

* Includes 6,000 mi of road improved/maintained in FY2004 on the Suislaw Project (R6).

When reviewing these figures, it is important to note that the comprehensive nature of work being done on many of the projects results in some acres receiving multiple treatments—undergoing thinning, pruning, and under-burning, for instance—and will be counted under each activity category. Thus, the total acreage reported as treated may substantially exceed 100 percent for the total acres in a given project.

The majority of projects incorporate stand thinning (73% of pilots) and/or road improvements or maintenance (56% of pilots). Because of the emphasis Congress has placed on meeting and reporting acreage targets under specific programs within the agency (e.g., Healthy Forests Initiative and the National Fire Plan), the National Team has speculated that many stewardship contracts (particularly the newly authorized projects) are designed to facilitate hazardous fuels reduction and not other aspects of restoration and/or land improvements (NT Annual Report, 2004). Despite the inherent benefits of these activities in managing fuel loads, there is concern that increasing targets could lead to larger contracts for larger projects, skewing the nature of stewardship contracting by essentially excluding smaller operators and limiting the innovative nature of these new mechanisms (NT Annual Report, 2004). A target of treating 90,000 acres was set for FY 2004, and this number is expected to increase substantially over the coming years (NT Annual Report, 2004).

Other widely planned or implemented activities include: prescribed fire for fuels reduction (37% of pilots); road decommissioning (35% of pilots); temporary road obliteration (35% of pilots), and prescribed fire for habitat restoration (35% of pilots).

4.2 Product Removal

Nearly all pilots have some element of product removal associated with them (Table 4.2 and Appendix I). Commercially-sized material can be removed by the pilots, when its removal is necessitated by and consistent with the overall restoration objective of the pilots (i.e., objectives must be something

other than fiber production or income generation). While many of the projects anticipate the production of sawlogs (in some cases enough to offset the costs of planned services), a nearly equal number of projects anticipate extracting smaller diameter products and firewood as part of general restoration activities.

Table 4.2. Material Removed

<i>Types of Material Removed</i>	<i>Total Removed FY2002</i>		<i>Total Removed FY 2003</i>		<i>Total Removed FY 2004</i>	
	<i>ccf</i>	<i>value</i>	<i>ccf</i>	<i>value</i>	<i>ccf</i>	<i>value</i>
<i>Sawlogs</i>	36,221	\$617,134	40,943	\$1,488,271	124,211	\$4,027,033
<i>Product other than log</i>	28,647	\$601,972	5,071	\$62,613	25,012	\$162,041
<i>Other (firewood, post/poles, etc.)</i>	6,244	\$297	21	\$97	3,021	\$2,243

CONVERSION: 1MBF=2CCF=2 cords 1cord=0.5MBF=1CCF 3 tons =1CCF

In FY 2004, stewardship contracting projects extracted approximately 84,000 ccf more sawlogs than they did in FY 2003. They also removed more small diameter material and firewood than in previous years. As shown in Table 4.2, the value of these materials has fluctuated over the past few years, strongly echoing trends seen in forest products markets across the U.S.. The bulk of this revenue has come from the sale of sawlogs (approximately \$4 million in FY 2004).

4.3 Cooperator Involvement

Stewardship contracting represents a concerted effort by Congress and the Forest Service to foster citizen participation in public lands management. Whether through the development of external monitoring teams or the inclusion of the community in project design and implementation, the Forest Service has begun to advance the idea of collaboration and cooperation in truly meaningful ways through stewardship contracting.

Presently, the majority of the pilots are collaborating with conservation groups, community-based groups, and individual community members (Table 4.3 and Appendix J). This trend mirrors that of previous years, though it does appear that the pilots are diversifying their partner-base as the program continues.

According to Local Team reports, stakeholders have been involved in all aspects of project design and implementation (Table 4.3 and Appendix J). At present, the majority of stakeholders are actively involved in the development of monitoring plans (86% of those reporting), monitoring (84% of those reporting), and public education (80% of those reporting). Whereas any level of involvement is a marked improvement over exclusion, the upfront involvement of non-agency stakeholders during early project identification and design phases is especially important. If collaboration is begun only after the NEPA process (which was the most reported practice), it may be difficult to define and fully integrate community needs into the scope of the project (NT Annual Report, 2004).

Table 4.3 Cooperators Involved

	Year of Review				
	2001	2002	2003		2004
			Full population	2004 population	
Ranked Collaboration					
1	State agencies (56%)	Conservation groups (59%)	Conservation groups (70%)	Conservation groups (67%)	Conservation groups (64%)
2	Conservation groups (37%)	Community groups/States (54%)	Community groups (65%)	Community groups (63%)	Community groups (64%)
3	Community groups (36%)	Commodity interests (48%)	Community members/commodity interests (55%)	Community members (53%)	Community members (53%)
	N=34	N=61	N=60	N=49	N=52
Ranked Roles for Collaborators					
1	n/a	Problem identification (71%)	Monitoring plan dev. (76%)	Monitoring plan dev. (80%)	Monitoring plan dev. (86%)
2	n/a	Monitoring plan dev. (69%)	Project design (75%)	Project design (75%)	Monitoring (84%)
3	n/a	Project design (67%)	Problem identification (71%)	Monitoring/education (73%)	Public education (80%)
	n/a	N=49	N=55	N=44	N=52
Is a monitoring team established?	n/a	38 (62%)	48 (62%)	39 (68%)	44 (85%)
	n/a	N=61	N=78	N=57	N=52

Many cooperators have organized and carried out activities independent of the project monitoring effort. For example, the Siuslaw Stewardship Group formed a charter that defined its mission and goals, worked directly with the agency project leaders to make agreements, participated in field trips to the project area, jointly developed a draft framework for investing retained receipts, and provided feedback and evaluation on the success of the pilot projects. The bulk of their effort has been designing, developing and implementing the Siuslaw Stewardship Fund, which is used to manage and prioritize the use of retained receipts (Siuslaw Basin-R6, 2004). Other projects are utilizing existing structures, such as Resource Advisory Committees (RACs) and Provincial Advisory Committees (PACs).

“The Hungry Hunter project has its origin within a collaborative multiparty process in the form of the Eastern Washington Provincial Advisory Committee (PAC). The purpose of this team is to advise Forest Service representatives on the implementation of direction found within the Northwest Forest Plan. In 1998, a subcommittee of the PAC requested that the Methow Valley Ranger District provide them a list of potential projects from which they could choose one to monitor and in addition, provide advice to during the NEPA planning process. Hungry Hunter was selected because it provided an opportunity to address a wide range of restoration needs, including the catastrophic fire risk within a dry-site forest environment.”(Hungry Hunter-R6, 2004)

Cooperators are also contributing financially to on-going project efforts:

“The original intent was to use the goods for services authority. But during the summer of 2004, the cooperators (snowmobile club) graciously offered to incur all costs for the project through a grant from the Michigan Department of Natural Resources . Some of the work was accomplished with a contractor, hired by the club and the use of inmate labor from the local jail.”(Snowmobile Trail Reroute- R9, 2004)

4.4 Outreach

To engage place- and interest-based communities, those involved in the pilots used a variety of outreach activities to educate the public (and themselves) and facilitate information exchange (Appendix K). Outreach efforts included:

- **Public meetings.** The Nolichucky-Unaka Project (R8) utilized public meetings to collect historical data and identify management goals for the Wolf Creek drainage. Local residents of Cocke County and relatives of former residents of the Wolf Creek drainage attended these meetings and provided valuable insight that might otherwise not have been collected.
- **NEPA related scoping documents.**
- **Local government meetings (county boards, etc.).** The Local Team associated with the Granite Watershed Protection Project (R5) regularly reports to the Tuolumne County Board of Supervisors on the status of their project and communicates with county officials who are interested in the progress of the overall project.
- **Field tours for school children and the general community.**
- **Newspaper and journal articles.**
- **Documentaries and videos.**
- **Presentations at national-level conferences.**
- **Radio interviews.** Community members and local agency staff associated with the Priest Pend Oreille Project (R1) were interviewed in 2002 by National Public Radio (NPR) for the “Living on Earth” series.

4.5 Local Employment Enhancement

Another main goal of the pilot program is to test the ability of the Forest Service to meet the needs of rural communities. Many rural communities, particularly those in the West, have pressing needs for new economic opportunities and living wage jobs as a result of changes in federal resource management.

The primary local benefit related to the use of stewardship contracting has come in the form of employment of local, small businesses (primarily those that complete project activities and/or manufacture forest products or restoration by-products). Whereas each project defined the “locality” of a given contract differently (e.g., within the county, within 100 miles of the project, or within the state), a total of 38 projects (97% of those reporting) utilized one or more local businesses (Appendix L). Of these that utilized local industry, only 23 (59%) had initially indicated a preference for securing local businesses. Overall, businesses involved in stewardship contracting have been small, often employing 25 people or less, and focused on logging or product manufacturing (Table 4.4 and Appendix L).

Table 4.4 Local Employment Enhancement

	Year of Review			
	2001	2002	2003	2004
Percent that hired local	n/a	96%	89%	97%
Business size				
< 25 employees	n/a	24 (92%)	26 (70%)	30 (77%)
25-500 employees	n/a	6 (23%)	11 (30%)	14 (36%)
> 500 employees	n/a	5 (19%)	7 (19%)	7 (18%)
	n/a	N=27	N=38	N=39

n/a: not applicable, data not collected

While those associated with projects do not doubt the benefit of hiring local operators, some projects did report relatively little benefit to the overall community from hiring local contractors for stewardship contracting projects:

“To date, local employment or spending by out-of-state contractors has not made any significant contribution to the local community. There have been some minor profits for owners of rental units and some minor purchases of local products by out-of-state contractors.” (Granite Watershed Protection-R5, 2004)

Other projects found that local operators were more readily affected by delays and negative turns in project implementation.

“We had one interested party that researched and found some used small wood processing equipment that he was interested in purchasing if he won the contract. Due to project delays (contracting process and direction), he has since lost interest.” (Foggy Eden-R6, 2004)

5.0 Review of Expanded Authorities

5.1 General Overview

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

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

- Improve small business opportunities and economic conditions in rural, resource-dependent communities.

As the stewardship contracting program completes its fifth year of operation, the knowledge base for stewardship contracting continues to grow, particularly with respect to the applicability and efficiency of the special authorities on a broader scale. This is an important development for the agency given the extension of authorities through 2013 under *P.L. 108-7*. As authority usage becomes more prevalent in restoration projects, the successes, failures and lessons garnered within the demonstrations will be invaluable.

Table 5.1 Use of Expanded Authorities

	Year of Review			
	2003 ¹		2004	
	Planned	Used *	Planned	Used *
Goods for Services	48 (87%)	27 (79%)	49 (89%)	32 (82%)
DxD	32 (58%)	21 (62%)	28 (51%)	24 (62%)
DxP	n/a	n/a	10 (18%)	8 (21%)
Receipt Retention	25 (46%)	17 (50%)	24 (44%)	17 (44%)
Best-value	39 (71%)	22 (65%)	39 (71%)	26 (67%)
Multi-year	28 (51%)	16 (47%)	27 (49%)	19 (49%)
Less than open competition	15 (27%)	7 (21%)	10 (18%)	6 (15%)
Non-USDA administration	3 (6%)	3 (9%)	3 (6%)	2 (5%)
	N=55	N=34	N=55	N=39

1/ 2003 accomplishments for the same population as 2004.

* Refers to those projects that awarded a contract.

5.2 Exchange of Goods for Services

Of all the authorities, *goods for services* is the most widely used, with 32 pilots (82% of those reporting) utilizing it (Table 5.1 and Appendix M). The exchange of *goods for services*, effectively extends the value of appropriated funds available to help carry out needed ecosystem restoration, maintenance, and improvement activities. This extension occurs by virtue of the fact that merchantable products removed during a stewardship/ecosystem restoration or management project can be sold or exchanged to offset the cost of project activities. This authority also allows for the “bundling” of activities, such as a timber sale and restoration activities, within a single contract.

Typically *goods for services* involves a contractor performing various restoration activities in exchange for the timber removed during that work. However, some pilots are testing innovative interpretations of *goods for services*. On the Green Mountain National Forest (R9), for example, fields or other arable openings provide desirable habitat for wildlife and enhance aesthetics along the White River in Vermont. Within the proposed pilot, local agricultural producers would receive the goods (hay/crops) grown in these openings in exchange for the services of establishing and planting forested buffered areas along their lands adjacent to the White River and its major tributaries (White River Riparian Buffer-R9, 2004).

5.2.1 Benefits

Some projects find that using *goods for services* helps increase opportunities for local contractors. Small, local businesses that may not have a lot of cash on hand but do possess the skills to accomplish a diversity of work, can earn “conservation credits” (in an amount equal to the value of the service work they perform) that can be used to offset the value of the product removed (Fugate Branch-R8, 2004). Using credits for service work performed also reduces the number of times money has to change hands between the contractor and the government (Longleaf Ecosystem in FL-R8, 2004). *Goods for services* also lowers the “up-front” costs contractors are required to pay before operations begin, thereby making the

contract more appealing to a broader range of contractors and allowing contractors to manage their cash flow accordingly. Some projects have found that because of the lower start-up costs, smaller contractors could compete more readily with larger contractors (Buck Pilot-R6, 2004).

Goods for services also allows for a variety of forest health and wildlife improvement work to be done over a broad project area. Typically, the Forest Service sells timber using the 2400-6/6T Timber Sale Contract. These contracts are limited to the removal of designated timber, but do not provide for services outside of commercial timber harvesting. Therefore, under broader scenarios of ecosystem management (where the primary objective may not be commodity-driven), these traditional contracts may not be adequate for the scope of work fully intended. With *goods for services*, non-commodity resource objectives receive equal consideration and can be contractually packaged to complete required work on the ground. *Goods for services* can be used to develop a multitask contract that provides opportunities to build contractor capacity for holistic resource stewardship and direct more resources directly back into the project area (Siuslaw Basin-R6 and Cottonwood-R3, 2004).

Many stewardship pilots do not have much value in available merchantable material. Under a traditional timber sale, managers typically have to pay for the logging costs to remove such material from the woods—often resulting in a deficit sale (Metolius Basin Forest-R6, 2004). As such, *goods for services* has helped accomplish numerous enhancement activities related to vegetative treatment, including underplanting to increase diversity and species mix, riparian planting, snag and coarse woody material creation, and noxious weed control. In addition, timber product value has been applied to other improvements including the construction of cattle guards, cattle fences, and the removal of sidecase fill materials (Siuslaw Basin-R6, 2004).

By bundling numerous contract items into a single mechanism, some projects have also experienced cost savings, particularly with contract preparation (Littlehorn Habitat Restoration-R6, 2004). The overall reduction in the number of contracts needed to accomplish various tasks helps reduce the cost of contract preparation and administration, while also increasing efficiencies on the ground (PNWRT Annual Report, 2004). *Goods for services* has provided a means to maximize the amount of rehabilitation work needed within watersheds. Under other circumstances, such work would have been paid for in a piece-meal fashion under annual appropriations over the next several years; *goods for services* allowed it to be completed all at once. A side benefit is that appropriated dollars can be used in other priority watersheds on the Forest, so one gets more total watershed improvements for the same tax dollar investment (Knox Brooks-R1, 2004). Some projects also found that utilizing *goods for services* helped simplify and facilitate both bond tracking and TSSA accounting (Seven Mile-R2, 2004). The single-entry nature of contracts utilizing *goods for services* also leads to greater operational efficiency, cost savings, and minimized ecological impacts (PNWRT Annual Report, 2004).

5.2.2 Continued Challenges

Despite the inherent benefits associated with *goods for services*, challenges continue to impact the efficient use of this authority. One of the greatest is the performance bonds required on stewardship contracts. For some projects, associated performance bonds require a 10-12% acquisition charge, which defeats the cash flow benefits of trading *goods for services* and cuts in on the margin of revenue for the project (Fugate Branch-R8, 2004).

The program also continues to be plagued by the public assumption that stewardship contracting is equal to *goods for services*. *Goods for services* should not be considered a “stand alone” authority but part of a full suite of synergistic special authorities. Agency programs should stress this point (INRT Annual Report, 2004). This misperception is particularly problematic because this authority has the most potential for abuse, therefore drawing the greatest fire from those opposed to the expanded use of stewardship contracting (INRT Annual Report, 2004). The fact that the current agency accounting system might not be adequate to track *goods for services* transactions compounds this issue (PNWRT Annual Report, 2004).

In some projects *goods for services* doesn't make a significant difference in the project economics, since the value of sawlogs removed makes up such a minor part of the costs of the projects (Granite Watershed Protection-R5, 2004).

Bidders' lack of experience with some aspects of *goods for services* contracts (e.g., service contractors lack of familiarity with timber sale contractual provisions and relating log branding requirements) has presented some initial administrative problems (Littlehorn Habitat Restoration-R6, 2004). Contractors are also uncertain about how best to incorporate project risk factors into their contracts. In some cases, this has lead to higher than anticipated bids from contractors, and in other instances, contractors have incurred financial losses because of underbids (PNWRT Annual Report, 2004).

The ability to trade *goods for services* has also been impacted by the nature of product availability. Because some projects rely on conservation credits, diameter caps on treatments (e.g., 12-inches DBH) sometimes results in limited earning of credits (Ranch Iris-R3, 2004).

5.3 Best-value Contracting

Twenty-six projects (67% of those reporting) are utilizing *best-value contracting* (Table 5.1, Appendix M). *Best-value* contracting allows the Forest Service to use other factors, in addition to price, when making award decisions. These other factors may include such items as: past performance of the contractor, work quality, delivery, and experience. Several projects are also considering "local economic impact" or "use of local labor" as criteria when awarding contracts. Traditionally, *best-value* has been used in procurement or service contracts, but is new in the timber sale contract arena.

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

5.3.1 Benefits

In general, *best-value contracting* provides contracting officers with an ability to select and work with individuals who can accomplish the desired results at an acceptable cost to the public (Longleaf Ecosystem Restoration in AL-R8, 2004). Best-value provisions provide a means of selecting those contractors who demonstrate excellence in work product through past performances, which appears to provide a reduced risk of any contract defaults, as well as an increases in the likelihood of high quality work production (Granite Watershed Protection-R5, 2004). It also allows local managers to solicit ideas on how best to meet project objectives, gives contractors a sense of ownership in the project, and provides greater access to work by local contractors (Buck Pilot-R6, 2004). The ability to weigh factors other than price has also made it possible for the agency to consider a new pool of contractors for a project, including smaller, local firms that often have trouble being price-competitive with larger companies. It also ensures that the best proposal, not necessarily the lowest cost (for a service contract) or highest bid (for a timber sale), is ultimately selected (PNWRT Annual Report, 2004).

Best-value contracting also provides additional certainty with the quality of the end product. Contractors with limited experience and marginal capability will probably not meet the "*best value*" criteria and will therefore not be utilized to accomplish significant portions of the work (Hungry Hunter-R6, 2004).

Utilizing *best-value contracts* also provides a greater incentive for contractors to do quality work and provides an incentive for contractors to develop a competitive edge and invest in their businesses (PNWRT Annual Report, 2004).

5.3.2 Continued Challenges

The use of *best-value contracts* is still plagued by their limited use. Even though all pilots are mandated to use “best value” when awarding contracts, not every project indicated that this authority was used or was planned to be used (NT Annual Report, 2004).

And whereas *best-value contracting* can save administrative costs and improve work quality, when the evaluation procedures requires written technical proposals, the agency may pass over those contractors who happen to have to have poor writing skills (sometimes despite a positive record in implementation skills).

“The lone technical proposal received was poor and would have been discarded with competition. However, the contractor ended up rated above-average with follow-up investigations.” (Fugate Branch-R8, 2004)

For example in the Pacific Northwest, few contractors are familiar with or able to write the technical proposals needed in *best value contracting*. The requirement of written proposals combined with unfamiliarity of the program may have lead to less than average number of bids on projects for the region (PNWRT Annual Report, 2004).

Collaborative groups are also still learning how to use *best value* criteria to meet ecological and economic goals of a project (PNWRT Annual Report, 2004). In fact, certain projects in the Pacific Northwest were hindered by a lack of understanding and unfamiliarity with contract development and the use of *best-value* selection criteria (PNWRT Annual Report, 2004).

5.4 Designation by Description or Prescription

Twenty-four projects (59% of those reporting) are utilizing *designation by description* and eight projects (21% of those reporting) are utilizing *designation by prescription* (Table 5.1, Appendix M). Traditionally, the designation and marking of trees to be removed are conducted by federal employees or service contractors who have no tie to the timber sale, thereby ensuring the accountability for products sold by the government. Under this expanded authority (which permits the agency to use a practice already widely used in the private sector) federal land managers can provide prescriptions or species/size/condition designations that clearly describe the silvicultural objective or desired “end result” (INRT Annual Report, 2004). As such, *designation by description or prescription* can include a variety of written descriptions or visual portrayals of desired end results, pre-bid tours and explanations, or on-the-ground examples.

5.4.1 Benefits

The greatest benefit reported in the use of *designation by description or prescription* is a reduction in planning costs. At present, traditionally managed sales take substantial time and dollars to mark and layout. Utilizing *designation by description* helps reduce marking and layout costs, while maintaining accountability for implementing the prescription (Siuslaw Basin-R6, 2004). The agency currently estimates that the use of *designation by description* on the Siuslaw Basin Project (R6) has already saved \$104,000 in labor and paint. This figure is based on an estimate of salary and supplies that would have been required to complete these thinning projects using more traditional mechanisms (Siuslaw Basin-R6, 2004).

Using *designation by description* has been particularly important under specific resource conditions. For example, on the Francis Marion National Forest in South Carolina (R8), the aftermath of Hurricane Hugo resulted in approximately 40,000 acres of dense, fast-growing and naturally regenerated Loblolly pine stands. These stands quickly entered a stage where a first thinning treatment was needed in order to maintain forest health, while also encouraging the establishment of shade intolerant natural vegetation to create red-cockaded woodpecker habitat. *Designation by description* provided an efficient, simple and quick way to carry out thinning operations on the ground, because much of the proposed treatments involve the harvest of sapling size trees, as well as merchantable size trees within the same acre (1st Thinning Loblolly Pine- R8, 2004). Under traditional prescriptions, there would be a need to

individually mark a large number of trees per acre over the landscape, which is often cost prohibitive for those types of projects. *Designation by description* also provides a means to react to changing environmental conditions and provide the contractor with room for professional decisions in the field. For example, on the Knox Brooks Project (R1) a mountain pine beetle epidemic rapidly increased the dead component in many project management units. *Designation by description* provided flexibility to the contractor to efficiently recover mortality volume, while leaving the unit in the best condition possible as described in the contract (Knox Brooks-R1, 2004).

Agency land managers have also reported that better silviculture results in using *designation by prescription* rather than the traditional tree marking methods—eventual stands that are less uniform, more patchy, and clumpy and had higher biological diversity (Siuslaw Basin-R6, 2004).

5.4.2 Continued Challenges

While *designation by description and prescription* tends to work well during implementation, when there are two or more products removed from the project (e.g., saw-timber and pulpwood) it is often necessary to have an agency person on the log deck to insure log-load receipts are provided to each truck driver (1st Thinning Loblolly Pine Project-R8, 2004). Typically *designation by description* requires considerably more time than a timber sale contract to ensure that the intent of the prescription is met. Because there is no quantifiable measure to ensure that the intent was met due to the complexity of the prescription, much often depends upon the Sale Administrator (Grand Canyon Stewardship-R3, 2004).

Project managers also wonder if industry will be willing to participate in new contractual concepts where additional responsibilities are transferred from the agency to the contractor (Clearwater Stewardship-R1, 2004).

5.5 Multi-year Contracting

Nineteen projects (49% of those reporting) are utilizing *multi-year contracts* (Table 5.1 and Appendix M). Among the desired goals of stewardship contracting is an increased ability to engage contractors in long-term management services. It has been theorized that operators who provide services within a given management area over a longer period are likely to develop a stronger sense of stewardship for that area. Additionally, the use of *multi-year contracts* may help provide more economic stability for the contractor, as well as administrative continuity for the Forest Service.

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

5.5.1 Benefits

Some projects have found that utilizing a *multi-year contract* helped lower contract administration costs and improved agency efficiency (Longleaf Ecosystem Restoration in AL-R8, 2004). *Multi-year contracts* have also helped reduce the cost of solicitations for the government and provided some degree of certainty associated with economy of scale for contractors (Upper South Platte-R2, 2004).

The longer timeframe for *multi-year contracts* also helps facilitate the accomplishment of bundled tasks, which often require a longer timeframe to complete (Longleaf Ecosystem in FL-R8, 2004). For certain projects, in order to meet objectives, these long-term contracts are needed to establish and monitor specific treatments. In the example of the White River Riparian Buffer Project in Vermont (R9), a 10-year contract will allow vegetation to become well-established on private agricultural lands, while farmers are utilizing forest openings for browse. In addition, the removal of noxious weeds often requires multiple treatments per year for a 3-4 year period (White River Riparian Buffer-R9, 2004).

For other projects, the assurance of being able to do work over multiple years increased bidders' interest in taking on the extensive amount of work (Granite Watershed Protection-R5, 2004). *Multi-year contracts* provide greater flexibility to contractors doing work that may be affected by snow or road access constraints (Granite Watershed Protection-R5, 2004). *Multi-year contracts* provide more stable employment and continuity for the contractor and subcontractor. Administrative costs can also be reduced by using *multi-year contracts* instead of advertising, awarding, and administering annual single service contracts for activities (e.g. noxious weed control, fuel reduction, etc.) (Priest Pend Oreille-R1, 2004).

Some projects have found that those operators that provide services within a given project area over a long period of time are more likely to develop a strong sense of stewardship for that area. In addition, the use of *multi-year contracts* may help to provide more stability for the contractor, as well as administrative continuity of agency contract personnel (Hungry Hunter-R6, 2004). *Multi-year contracts* tend to provide contractors with increased flexibility and provide for the development of better marketing and utilization of material—or at least allow the contractor to modify work schedules to adapt to market fluctuations and changing stand conditions (Winiger Ridge-R2 and Knox Brooks-R1, 2004). Increased flexibility also gives contractors the ability to adjust their operations to better fit the availability of local sub-contractors and labor forces.

5.5.2 Continued Challenges

Despite the inherent benefits in longer-term contracts, some projects have found that *multi-year contracts* are limited by the lack of availability of funding and/or the use of retain receipts (Siuslaw Basin-R6, 2004). Without a stable funding source, there is little point in awarding a *multi-year contract*.

Some projects have found that contractors can over-extend themselves by bidding on *multi-year contracts* and then having to jump back and forth between activities. The administrative time associated with these contracts is therefore increased due to multiple start and re-start efforts, as well as clean-up activities such as erosion control and slash treatments when leaving a contract area for a period of time (Grand Canyon Stewardship-R3, 2004).

Finally, the potential for adverse market fluctuations over longer contract terms and the increased financial responsibility of the partners engaged in the contracts has been a hindrance to some contractors bidding on *multi-year contracts* (PNWRT Annual Report, 2004).

5.6 Retention of Receipts

Seventeen projects (44% of those reporting) are utilizing *receipt retention* (Table 5.1 and Appendix M). Through *receipt retention*, all or portions of proceeds from the sale of commercial products removed through a stewardship contract can be retained by the Forest Service and reinvested in the pilot project that generated them or in another approved pilot project. To date, this authority has been used to pay for monitoring and restoration activities and to enable delivered log contracting (“separating the logger from the log”).

Historically, the agency has had limited authority to retain receipts through various Forest Service funds (e.g., Knutson-Vandenberg Fund, and Salvage Sale Fund). However, these Funds can be applied only to the specific project areas from which the product generating the revenue was removed, with any remaining receipts having to be sent to the Federal Treasury.

5.6.1 Benefits

Retained receipts provide additional financial resources for projects and facilitate certain activities that might otherwise go unfunded. These receipts can be used to pay for service contract work to accomplish wildlife habitat improvements, regeneration and other restoration activities. The process gives field units another tool to use in accomplishing the agency's resource management objectives. For example in the 1st Thinning Loblolly Pine Project (R8), \$25,431 was retained and used to cover the costs of a

prescribed burn contract (1,328 ac) (1st Thinning Loblolly Pine Project-R8, 2004). Under existing K-V Fund rules, these kinds of activities would have been limited to sale areas.

“The advantage of testing this authority is that sales of jack pine traditionally harvested for improvement of Kirtland’s Warbler habitat have not generated enough revenue to adequately reforest stocking levels needed for breeding habitat. This authority makes timber sale receipts available from timber sales on the Huron-Manistee NF that may not have been available through other funding sources. This insures that we are able to better meet the reforestation schedule and provide delivery of habitat as planned in respective NEPA and KW Recovery Plans.” (Kirtland’s Warbler Recover-R9, 2004)

Retaining receipts also allows funds to be kept locally, making it more feasible to reinvest in other stewardship projects on the same District or Forest or elsewhere in the same region, instead of returning the receipts to the Federal Treasury (Buck Pilot-R6, 2004). In essence, *retained receipts* directs more dollars to projects and provides a fund to implement other resource enhancement activities throughout the National Forest System. More conventional funding sources (e.g., appropriations, trust funds) have been insufficient in addressing critical enhancement and restoration priorities. Therefore *retained receipts* could be a key tool to pursue watershed restoration, particularly across boundaries.

“With funds retained from stand improvement on FS lands, the leaders of the pilot hope to invest in key restoration project on private lands to promote watershed connectivity.” (Siuslaw Basin-R6, 2004)

Another benefit of *retained receipts* is the inherent separation of forest operations from the sale of commercial product. Through this separation, trust can more readily be built, as the public recognize ecosystem management, rather than generation of commercial products, as the driving force behind landscape treatments (Metolius Basin Forest-R6, 2004). Delivered log contracts, often used in Forest Service Region One, specifically require the *retention of receipts*. In these delivered log contracts, the agency sells an estimated volume of timber on the stump. A service contractor then conducts the prescribed restoration activities, and delivers to the purchaser(s) any logs removed as a by-product of that work. The receipts received by the agency from that sale/delivery are retained and used to pay for the service contract (Paint Emery-R1, 2004).

Retained receipts also facilitate the use of land management (conservation) credits. Credits have been used by several pilots to accomplish a variety of work items including recreational development, thinning, road work to BMP standards, and structural improvements. Any excess land management/conservation credits are then used within the contract project to accomplish additional quantities of service work (Priest Pend Oreille-R1 and Treasure Interface-R1, 2004).

Retained receipts can help promote a consistent program of work for local communities because the authority makes available funds for restoration projects that previously received inadequate funding (PNWRT Annual Report, 2004). It also can encourage the use of funds in a manner that are supported by the local community (PNWRT Annual Report, 2004).

5.6.2 Continued Challenges

Some projects have faced challenges in utilizing *retained receipts*, most often related to restrictions placed on their use by current agency direction. For example, some projects have been impacted by not being allowed to use *retained receipts* to support collaborative processes aimed at setting economic or social goals, local monitoring, or research/administrative studies (Siuslaw Basin-R6, 2004).

“The original goal of the project was to develop a self-sustaining program that funded planning, implementation and monitoring. The new regulations prohibit the use of retained receipts to be spent on planning and monitoring. While this is a setback, the proven success of the project has made it easier for the partners to acquire funding from other sources for activities.” (Siuslaw Basin-R6, 2004)

5.7 Less than Full and Open Competition

Only six projects (15% of those reporting) are utilizing *less than full and open competition*. This authority provides managers with increased flexibility in advertising and awarding contracts for restoration and rehabilitation work by exempting projects from Subsection (d) of Section 14 of the National Forest Management Act. This subsection requires that all sales having an appraised value of \$10,000 or more be advertised and competitively bid. *Less than full and open competition* allows for sales of material without further advertisement, so prime contractors selected for the service contract can also purchase the resultant material.

5.7.1 Benefits

Some projects have found that using *less than full and open competition*, reduces implementation timelines and allows treatment of insect/disease outbreaks more effectively. On the Southern Pine Beetle Suppression Project (R8) *less than full and open competition* helped reduce the timeline from initial detection of a Southern Pine Beetle spot until the ultimate treatment of infected areas (SPB Suppressions Project-R8, 2004).

Other projects have found that utilizing *less than full and open competition* is necessary in order to work with private land owners or specific non-profits skilled in very narrow fields of expertise (White River Riparian Buffer-R9 and Maidu Stewardship-R5, 2004).

Less than full and open competition has also allowed the agency to enter into contracts with small, community based sawmills (Zuni-Four Corners Sustainable Forestry Initiative-R3, 2004). In the instance of Zuni-Four Corners Sustainable Forestry Initiative (R3), *less than full and open competition* allowed Zuni Enterprises to become self-sufficient and competitive in Federal, State and private forestry contracts.

5.8 Non-USDA Administration of Timber Sales

Two projects (5% of those reporting) are utilizing *non-USDA administration of timber sales* (Table 5.1, Appendix M). This authority exempts a project from Subsection (g) of Section 14 of the National Forest Management Act, which requires that USDA employees supervise the harvesting of trees on Forest Service lands.

This authority effectively allows the implementation of services and removal of timber through Good Neighbor Agreements in cooperation with the Colorado State Forest Service (Upper South Platte-R2, 2004). In this example, the State Forest Service acts as an agent for the USDA Forest Service (Upper South Platte-R2, 2004). The USDA Forest Service is also working with the state of Colorado on the Winiger Ridge Project (R2) to implement “Cooperative Agreements” in treating units that have steep or no access except through adjacent ownerships (Winiger Ridge-R2, 2004).

5.9 Usefulness and Impacts of Expanded Authority Usage

In general, projects are finding that the expanded authorities increase potential efficiencies and opportunities for innovation within the agency, while allowing projects to more effectively address a diversity of ecological and community objectives.

5.9.1 Issues of Effectiveness and Efficiency

Several projects saw huge improvements in both project effectiveness and efficiency. For some, the new authorities allowed enough funds to conduct needed work in a timely and efficient manner. Specifically, without having to pay large overhead charges, enough money was left to complete the necessary work (Longleaf Ecosystem in AL-R8, 2004). Given the size and complexity of many stewardship pilots, use of the authorities helped reduce overall project costs and improve efficiency of the project (both implementation and administration). These authorities also provide a degree of flexibility for dealing with

contract change orders and/or funding variables anticipated to occur given the timeline and variety of specific activities (Granite Watershed Protection-R5, 2004). Many of the planned activities within a stewardship contract can be accomplished earlier and in broader areas than typically allowed under more conventional situations. With traditional timber sale contracts, K-V type activities are limited sale area boundaries. In stewardship contracts, these resource enhancement activities are not as geographically limited and can be accomplished ahead of and/or during the vegetation restoration phases (Iron Honey-R1, 2004). The use of stewardship contracts has also helped ensure that restoration work is done without being subject to the vagaries of federal budget issues (Knox Brooks-R1, 2004).

Some project managers also believe that stewardship contracts offer a more cost-effective means for treating fuels. As dictated by law, brush disposal dollars can only be collected on harvest units within regular timber sales. Therefore in more traditional management scenarios, appropriated dollars would have been required for activities in non-timber removal units. Because of the uncertainty of the availability of appropriated dollars over a multi-year period, these expanded authorities have been valuable (Priest Pend Oreille-R1, 2004).

Although overall efficiency has been noted with use of stewardship authorities, in some cases projects have experienced increased administrative costs. Different contract formats, terminology and individual authorities for contracting officers are sometimes an issue with contract preparation and signature authorities (PNWRT Annual Report, 2004). As a result, there has been a significant increase in the amount of time required for administration, in addition to existing requirements for monitoring and reporting (1st Thinning Loblolly Pine Project-R8, 2004). Some projects found that the high bonding requirements associated with stewardship contracts made it difficult for non-profit community groups to be able to bid on this type of contract (Priest Pend Oreille-R1, 2004).

Some projects recognized a change in efficiency following the restrictions on the use of a stewardship authority through agency handbook direction (issued after Congress extended the life of the authorities) (Longleaf Ecosystem in AL-R8, 2004). Examples include making the financing of monitoring through the use of retained receipts an ineligible activity. This lost flexibility is perceived as a barrier to the effective use of stewardship authorities (PNWRT Annual Report, 2004).

5.9.2 Implementing Adaptive Ecosystem Management

In general, stewardship contracting authorities enhanced the government's ability to accomplish necessary ecosystem restoration projects, which have been on hold because of budgetary constraints (Longleaf Ecosystem in FL-R8, 2004). Many projects reported that they would not have been able to complete specific improvements (e.g., graveling roads, installing new culverts, etc.) had they not had the ability to exchange *goods for services* or *retain receipts* (Furrow Stewardship-R9, Priest Pend Oreille-R1, 2004). In some ways, stewardship contracts are better suited to meet the issues raised by environmental analyses than standard timber sale contracts. Today's projects are much more complex and in some instances, standard timber sale contracts do not have the flexibility to address these issues (Buck Pilot-R6, 2004).

"A typical service contract for pre-commercial thinning would have left an unacceptable amount of fuel on the ground from a fuels reduction perspective, and would have been at an unacceptably high cost." (Winiger Ridge-R2, 2004).

By combining the price of these activities with the commercial value of product removed, stewardship contracting can address this issue.

The stewardship authorities also provide a means by which necessary management activities can be implemented within a single contract, thereby saving precious time and funding (i.e., multiple contracts are typically required to meet project deliverables in Forest Service projects) (Buck Pilot-R6, 2004).

It should be noted, however, that some in the environmental community remain skeptical that these mechanisms will be primarily focused on achieving ecological outcomes rather than producing

economic benefits. Conversely, members of the forest products industry express concern that the focus on collaboration and monitoring is too costly and time consuming (PNWRT Annual Report, 2004).

5.9.3 Attracting Contractors

Because the contracting format and procedures are new, many potential contractors are confused and intimidated by stewardship contracts. For some contractors, the perceived risk is higher (particularly for those with limited experience in restoration service work) and therefore bid prices have reflected this perceived risk. It should be noted, however, that all new government contracting procedures have this short-term effect (Fugate Branch-R8, 2004).

“Very attractive at first, until contractors discovered that bonding or payment was required in advance of any harvesting. The requirement to produce and submit a proposal as opposed to a simple dollar-bid amount stopped several small contractors from participating. With a limited amount of profit available in such a small project, it was not worth their time to participate. Instead of simply contracting the services of a logger and paying stumpage, to realize some profit, they now have to prepare a detailed proposal, hire a logger and hire several other subcontractors to complete their work.” (Dry Wolf-R1, 2004).

Some projects reported reduced interest by some contractors because of the diversity of work included in the contract, particularly if it was outside of their normal operating experience. Only those who are adding a significant cushion to their cost estimates to compensate for this uncertainty are ready to bid on diverse work (Granite Watershed Protection-R5, 2004).

“We heard from some of the local contractors (e.g. timber purchasers and equipment operators) that they did not want to undertake all the service items, since they do not already have the appropriate equipment and/or skilled workforce to do specified work (e.g., soil inventories and design, plant and heritage surveys). Adjustments are planned for FY 2005.” (Meadow Face-R1, 2004)

Some local contractors find these new contracts to be a more complicated and cumbersome way to obtain stumpage from the National Forest. In some projects, the more traditional timber purchasers were at first reluctant to become involved in stewardship contracting due to the amount of “non-logging related work.” These purchasers were concerned about not having the skills in house to perform the array of land management activities. The purchasers were also unsure of the pool of subcontractors that might be capable of performing non-logging work (Westface-R1, 2004). Several mills did not submit proposals for this very reason. They felt the small scale and added complexity did not justify the time to research and prepare a proposal (Judith Basin-R1, 2004).

The new authorities do allow for the bundling of contracted work and *multi-year contracting*, however, which tended to increase the attractiveness of some projects to bidders, particularly when compared to more traditional methods. The response from contractors indicates that *multi-year contracting* allowed the contractor more planning opportunities (Longleaf Ecosystem in AL-R8, 2004).

“Usually we receive one or two calls per month from Front Range businesses requesting information on how to be involved in the work. There is a renewed interest from members of the logging industry to participate in the service contracts, as well as people interested in gathering firewood to sell commercially. There is also interest from a business in the Christmas wreath industry, that would like to collect boughs from the treatment area as a source of their raw material.” (Upper South Platte-R2, 2004).

5.9.4 Meeting the Needs of Local Communities

Stewardship contracts helped meet important, and sometimes unique, needs (both direct and indirect) for communities of various types.

- ❑ **Rural Communities (East):** The Fernow Experimental Forest (on the Monongahela NF-R9) is an important part of the local community in West Virginia. It receives a great deal of recreational use. People who visit the Fernow have commented on the much-improved driving surface within the Forest and feel it is much safer. They also benefit because the loggers are local and their employment by the agency is seen as a positive aspect of the project. Finally, people have a strong land-use ethic in the area and were not happy during the 2-years when research plots went unmanaged. They felt that the government was not managing the Forest responsibly and were concerned that the Forest would “go to pot,” particularly for wildlife (Fernow Stewardship-R9, 2004).
- ❑ **Native American Communities (West):** Being a pilot enabled the use of Traditional Ecological Knowledge (TEK) in the Maidu Stewardship Project (R5). Traditional practices such as raking around plants, hand brushing, burning, reseeding and trimming had huge impact on the project. In addition, the non-competitive award to the Maidu Cultural Development Group helped benefit local Mountain Maidu people by providing funds to build work capacity and allow for the demonstration of TEK (Maidu Stewardship-R5, 2004).

“Being able to be with the trees and plants and on the land and to talk and sing to our relations (plants, animals, water, trees and wind) and listening to what they have to say has already resulted in a turn around on the land.” (Maidu Stewardship-R5, 2004)

- ❑ **Local Communities (Pacific Northwest):** On the Siuslaw Basin Project (R6), the direction to collaborate resulted in a strong community partnership that worked through a complicated and lengthy process to pursue mutual goals. Forest staff were open to experimenting with the community and that openness resulted in a solid working relationship that withstood the inevitable bumps in the road when moving from pilot project to permanent stewardship authority. Project leaders developed a strong collaboration with local and non-local community residents. Despite the strong start, community members expressed frustration at the sudden shift in allowable activities when the stewardship projects went from pilot to extended 10-year status. The shift to only on-the-ground activities severely limited the group’s ability to pursue economic opportunities beyond the harvest activities associated with the project (Siuslaw Basin-R6, 2004).⁴ The use of the authorities helped the agency identify the limits of the local workforce. After three-seasons of implementation and with five projects underway, the agency has a much better understanding of how to partner with local contractors to implement ecosystem management (Siuslaw Basin-R6, 2004).
- ❑ **Local residents and user groups (Southwest):** When one of the neighbors that abutted the Seven Mile Project (R2) had concern about unrestricted 4-wheel access across the Forest and his land, he called on the project coordinator and offered some design changes to the edge of a unit along an existing road. If used during harvesting that such a route would close a trail but ultimately protect sensitive lands beyond the harvest unit. Because of the existing authorities, the contractor traded 3-4 trees for equivalent trees elsewhere in the unit without a lot of paperwork and accounting changes, resulting in a better product and better community relations (Seven Mile-R2, 2004).

⁴ It should be noted that the experiences and views expressed by this project were limited to this project and were found to be counter to the legislative intent of Congressional authorization. All project activities and the use of funds/receipts was intended for on-the-ground improvements. However, these larger issues of collaboration and capacity building within communities were important enough to the agency to warrant inclusion in this report.

6.0 Issues, Outcomes and Recommendations

6.1 Overview

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

As noted in previous annual reports, the learning curve associated with utilizing stewardship contracts is often quite steep and sometimes forbidding. Whereas individual projects and monitoring teams have expressed varying levels of frustration with the amount of time and effort it takes to move into implementation, other project managers, partners and stakeholder groups have been readily sharing their experiences and innovation. The following is offered as a constructive reexamination of previously made findings and recommendations, noting where progress has been made and identifying important issues which still need to be addressed (INRT Annual Report, 2004).

6.2 Inconsistent Agency Support and Communication

6.2.1 Leadership and Direction

Through the years of implementation, the evaluation of the Forest Service's stewardship contracting program has highlighted issues related to limited or inconsistent agency leadership and direction. This final year of evaluation proves no different.

"In the future, be aware of the possibility of agency bureaucracy making implementation too burdensome."(Longleaf Ecosystem in AL-R8, 2004)

Agency Guidance on Use of Stewardship Contracts

Nearly every project currently operating after passage of Section 323 in *P.L. 108-7* raised concern over the number of agency restrictions placed on the use of expanded authorities. For many, the transition from pilot to 10-year authority was an abrupt and dramatic change of rules and resulted in a loss of some benefits associated with efforts (Siuslaw Basin-R6, 2004). This is particularly frustrating to many projects because with the initiation of the pilot program, field staff felt they were given the freedom to experiment—to do business in a new way—and they came up with some very creative ideas and tried some exciting things (ERT Annual Report, 2004). However, the agency's implementation of the 10-year authority quickly reduced project flexibility and increased controls creating a "one size fits all" approach. For many, the Washington Office seems to be exerting more control over the use of the authorities, rather than encouraging local innovation.⁵

As they see the use of retained receipts being restricted and more and more approval required for activities in future projects, those in the field perceive a lack of trust within the Washington Office for their competence and good judgment. Project coordinators are restricted to a single form of contact, with no room to use what makes sense locally. They find their hands are tied in ways they never had imagined (ERT Annual Report, 2004). Use of the extended authorities now requires more oversight from Regional Offices, influencing the relationships built within the local collaborative groups. Such influences can cause

⁵ Whereas this was the general perception, personal conversations with the Washington Office indicated that they were not trying to stymie innovation. Rather, they were cautious in trying to ensure that stewardship contracting met the legal requirements under FAR and other pertinent laws. The Forest Service recognizes the expressed perception, however.

the collaborative group to feel a sense of animosity and distrust. Some projects have since lost impetus, which impacts the morale of citizen team members and some agency personnel. Changes in direction has also created an increased uncertainty on how to proceed in planning or implementation.

Several projects felt that the Washington Office should not have written a “rule book” governing stewardship contracting, as the local regional area is more in tune with local conditions and can better determine what will and will not work in various locations. They suggest that the Washington Office just set the general direction for stewardship contracting and then trust agency administrators in the field to do the right thing.

“The process itself has degraded over the last year. It worked well, at first. But limiting the authorities has eroded usefulness. The whole point was to give greater authority to the field and that point was lost when the authority was reduced to the level of prior methods. In addition, the FS did not let the pilot programs run their course to completion before making changes and limiting authorities. In the future, when allowed to try new approaches, it is suggested that the FS allow projects be completed before rushing to make changes.” (Longleaf Ecosystem in AL-R8, 2004)

“[Just as] they began to finalize [the contract for our project], all pilots were put on hold and had to wait for new permanent direction. When the new direction came out, it took a lot of time to learn and get information on new requirements and direction. In the mean time, the timber index went up significantly and we had to re-appraise and add additional services for the contract to balance. We also got direction that we had to limit sale volume to 200mbf. Since our sales were 400 mbf and 600mbf, we started redesigning them until we were told they were ok as they were. When contracting essentially completed the contract, we found out that due to the fact that it was a service contract, the timber removal portion would have to be bonded. This was a major issue with all of the interested parties from the start. Knowing that we would have no bidders now, we are looking into options. This process has hurt our credibility with the public and we are losing \$9,000 that we had set aside for a couple of service items.” (Foggy Eden-R6, 2004).⁶

“Although the expansive scope of the project was beyond that of all other pilot projects, the group thought that the authorities listed in the FS Handbook on stewardship provided the authority to pursue “social and economic objectives related to improving rural community health.” On the basis of that language, the group prepared a grant source using retained receipts that was to accept proposals for community-building, education and economic development projects. When the WO of the FS learned of the plans, they judged that they were outside the scope of the new permanent authority. That authority was abruptly rescinded after the grant application form had been prepared and offered to the public. This decision was a major blow to the group. [It] negatively impacted the credibility of the process and seriously undermined the voluntary commitment of the group to the process which they had given so much time and uncompensated energy. The group subsequently revised the scope to include only on-the-ground activities. These changes led to a less than overwhelming [public] response.” (Siuslaw Basin-R6, 2004)

“Designation by prescription was allowed for these projects when they were started in 2002, the 2003 monitoring report even indicated it. The 2004 stated that it couldn’t be used. Should I back up and start over with projects that are already in the works to meet rule changes? Why did the rules change when on-the-ground results indicates that designation by prescription was working?” (Ranch Iris-R3, 2004)

⁶ Actual policy is that they need additional approval for sales of over 200mbf within a service contract only.

“Restrictions in designation by description reduce contract flexibility and cause pre-sale marking costs to rise. The end-result of limiting these authorities can be characterized as spending ten-dollars to save a penny.” (Priest Pend Oreille-R1, 2004)

Specific comments were made by several projects about the current guidance on the use of retained receipts. For example, some projects felt they should be allowed to use retained receipts on activities beyond on-the-ground restoration. This would make the program more dynamic and lasting with a positive influence (Siuslaw Stewardship-R6, 2004). They also feel that it is problematic to disallow the use of receipts to pay for project overhead for a cooperative agreement, for Forest personnel to perform administration of on-ground projects when trust funds are replaced, for the support of community sustainability strategy for economic and social goals when of mutual interest to the FS, to support local monitoring efforts (although use of receipts are permitted to fund national monitoring), or to support of research and administrative studies needed to implement adaptive management (Siuslaw Stewardship-R6, 2004). Because several of the teams found no misuse of the broad stewardship authorities extended to the Forest Service by Congress, many are perplexed and disturbed to find limitations on some of those authorities already being imposed by the agency. The limitations not only appear to run counter to the expressed will of Congress, but also indicate a puzzling reluctance to allow field personnel to use the full array of new tools stewardship contracting provided them and which they had been using with apparent early success (INRT Annual Report, 2004).

Defining Objectives

Some projects feel that the agency should issue clear interpretation of the intent of the law before volunteers spend hundreds of hours building processes based on misinterpretations (Siuslaw Basin-R6, 2004). Some projects reported that it would have been a great deal easier to understand how to utilize these new tools had there been stronger strategic objectives for the program and some defined expectations. For local contractors, it is already difficult to navigate the maze of policy, contract, and budget requirements (and constraints). To deal with this morass and develop new tools now seems impossible. Firm objectives and firm direction always help one chart a path that would allow one to be effective, as well as successful (Upper South Platte-R2, 2004).

Additional clarification and liberalization of new agency policies regarding the appropriateness of recreation-related work are also needed. Reconstruction and improvement of existing facilities should be eligible if a clear connection can be made to the protection/maintenance of the natural environment and/or visitor health and safety (INRT Annual Report, 2004).

“Current direction that says it is ok to “construct nest boxes” but not ok to carry out “maintenance of nest boxes installed through stewardship contracting” confuses rather than clarifies.”(INRT Annual Report, 2004)

Regional Direction

Specific direction within the regions further compounds these issues. For example, direction following the release of Forest Service Handbook 2409.19 CH 60 was that all stewardship contracts should be in a chapter 60 approved Region One format. This required a complete re-written timber sale portions of many contracts (Beaver Meadows-R2, 2004).

Limited direction for certain aspects of a project also continue to impact implementation. For example, some projects remain confused over the proper way to record in TSSA or how conservation credits work (Montlure/Benny-R3, 2004). Many Regional Offices appear to be the critical link, but they still do not have someone whose exclusive job is stewardship contracting. Local personnel have little or no direct contact with the Washington Office, so the regional office must serve as the conduit for information in both directions (ERT Annual Report, 2004).

Recognizing Champions

Some projects championed agency personnel for innovative strides associated within the pilots.

“His efforts to work with people in Seeley Lake in an open and honest way has created a strong level of trust in his leadership. He also was willing to push the administrative envelope to get the job done in the most rational manner possible, intervening on multiple occasions through the life of the project to affect contracting procedures and the means by which actions were carried out. Knows the district and the nuances of public use and public expectation. Abiding affection for the land and its people.” (Clearwater Stewardship-R1, 2004)

Focus on Integrated Resource Contracts

Some people also feel severely limited by the focus on Integrated Resource Contracts (IRC). The IRCs provide a consistent structure for implementing stewardship contracts, but may unduly limit the contracting flexibility necessary for stewardship projects. The INRT has heard complaints from agency personnel, contractors and bonding agencies that the IRCs remove much of stewardship contracting’s flexibility and lean more heavily on “keeping bad things from happening,” than on providing positive incentives to “make good things happen” on the ground (INRT Annual Report, 2004). Foresters are also reporting weeks of preparation for IRCs and a resulting 100+ page contract. Even seasoned bidders are shying away from the complex and confusing contract. The length, complexity, and bonding requirements of these new contracts is counterproductive and in effect is deterring the local jobs component of stewardship contracts (SWRT Annual Report, 2004).

Some project managers are also concerned that delivered log contracting is not included in the Forest Service Handbook direction (2409.19-2001-1) on stewardship “contract type.” This is likely to cause this very effective implementation option to be both little known and infrequently used (INRT Annual Report, 2004).

Influence of the Healthy Forests Restoration Act

Some projects feel that the agency’s zeal to implement goals set out by the Healthy Forest Restoration Act may also be setting unrealistic stewardship contracting targets too soon (SWRT Annual Report, 2004). Several projects are concerned that declining Forest Service appropriations, associated staffing restrictions, and political pressures to quickly move forward with fuel reduction projects may detract from the need and ability to closely monitor the long-term effects of how reductions are achieved (Hungry Hunter-R6, 2004).

RECOMMENDATIONS: Leadership and Direction

- Each of the multiparty teams have worked in terms of learning from one another but the lack of a **charter or clear set of directions** has resulted in a sense that no one is really paying attention to their input. If teams (regional or local) are continued, greater discussion with the Washington Office and regional principals should occur to gain focus (SWRT Annual Report, 2004).
- Develop a set of **core values** behind stewardship contracting and share these values with the public to help guide stewardship contracting. Sample core values developed by the National Team (NT Annual Report, 2004) include:

Best Value: Stewardship contracting, faithfully applied, can serve to enhance several community forestry goals in the areas of small business investment, vocational skills development, stimulating local product supply and marketing chains, and diversifying the rural economic base. As a result, the mutual benefits of promoting ecological and economic resilience through well-designed stewardship contracts can help stabilize rural communities that are especially vulnerable to rapid shifts in global commodity markets

and investment cycles. In addition, stewardship contracts should only be awarded to contractors capable of performing the work.

Collaboration: Effective, up-front, diverse collaboration is essential to the concept of stewardship contracting. In the effort to have citizens involved with the stewardship of their public lands, collaboration among diverse stakeholders needs to be undertaken from project planning through implementation and monitoring. Typical federal public participation processes do not meet this intent. Neither interagency collaboration nor collaboration with limited interest representation meet this intent.

Ecosystem Benefit: At the core of stewardship contracting is the notion of stewardship: taking care of the land. Therefore, stewardship contracts should be used to enhance or restore ecosystem composition, structure, or function (e.g., terrestrial and aquatic habitat restoration, invasive species abatement, watershed functioning, and hazardous fuel reduction to facilitate restoration of native fire regimes.)

Flexibility: Professional resource managers should be able to aggressively employ all available tools to achieve on the ground management results.

Societal Benefits: Stewardship contracts should produce tangible benefits that contribute to the social and economic well being of local communities.

- **Revise Chapter 60, paragraphs 67.1 and 67.2(2)** to permit residual and/or retained receipts to be used to fund multiparty monitoring at the project level, as well as at the national programmatic level (INRT Annual Report, 2004).
- **Create a national-level team** that acts as a sensing mechanism for stewardship contracting by “keeping their ears to the ground” and then putting their heads together to figure out how to overcome barriers as they arise (SWRT Annual Report, 2004).
- Convene a multiparty team of contracting officers and their representatives/sale administrators, district staff involved in project implementation, contractors, and bonding specialists to **review both the IRC contract templates and the experiences of those who have used them**. Following the review, that team should make recommendations for any needed modifications in the content and use of existing IRCs and/or for the creation/revision of other contracting documents or procedures (INRT Annual Report, 2004).
- While new hybrid contracts are being developed and tested, **allow individual Forests to choose the tool that best fits their stewardship contracting objectives** and provides the most payoff for their community (SWRT Annual Report, 2004).
- Use smaller task orders to **reduce bonding burdens** or find ways to make bonds reflective of timber values (SWRT Annual Report, 2004).

6.2.2 *Support for Collaboration*

For many projects, collaboration with the general public has resulted in more transparency with communities and the formulation of innovative, efficient, and scientifically sound approaches to addressing identified environmental, social, cultural and economic needs (INRT Annual Report, 2004). If stewardship contracting pilots are directed by effective project-level collaboration, there may be less of a need for controls in this process (NT Annual Report, 2004). Collaboration provides a more effective way for dealing with issues as they arise, rather than through the cumbersome appeals process. Trust building was observed in many stewardship projects (PNWRT Annual Report, 2004). In addition, collaboration can help garner extra funding, such as RAC funds (PNWRT Annual Report, 2004).

The consistent obstacle for collaboration has been the time and effort required of it. Each community varies in the framework and level of participation needed for collaborative endeavors. Thus, the Forest Service needs to continue to follow the lead of local community collaborative groups. Local collaboratives should be given flexibility to adjust their efforts and involvement (Sprinkle Restoration-R6, 2004). In addition, the agency and members of collaborative teams should have sufficient time allocated to their project roles so that they can focus, learn together and cooperate effectively. Partnering among entities who have not partnered before requires a consistent set of players.

For the most part, collaboration should begin as early in the project as possible (pre-NEPA), yet often the agency pursues collaboration only after the NEPA analysis is complete. The problem with post-NEPA collaboration is that the time the proposed project is submitted to the public for scoping, the particulars of the project are relatively well defined and not subject to change (PNWRT Annual Report, 2004).

Collaboration is not conducive to a cookie cutter approach. Support for approaching the collaborative process with flexibility is needed in order to ensure the process can be tailored to a specific situation (PNWRT Annual Report, 2004). There also exists limited capacity and knowledge—both within the agency and the public—particularly in understanding how to develop and engage in a collaborative process (PNWRT Annual Report, 2004). Burn out among agency, community members and stakeholders has also been problematic, particularly when a project moves slowly or becomes contentious (PNWRT Annual Report, 2004).

RECOMMENDATIONS: Support for Collaboration

- ***Reward those who are successful in implementing stewardship contracts***, or at least recognize them for their willingness to work hard and to take risks (Fernow Stewardship-R9, 2004).
- ***Allow the community-based groups more say in the use of funds*** generated by contracting procedures and products, particularly in the arena of economic development and value-added utilization of products (Siuslaw Basin-R6, 2004).
- Provide field-level staff with ***criteria or a decision-tree for what type of involvement is needed*** on projects (SWRT Annual Report, 2004).
- Dedicate time to ***technical training*** around stewardship contracting, particularly collaboration (SWRT Annual Report, 2004).
- ***Use collaboration to identify ways to cut project costs*** (PNWRT Annual Report, 2004).
- ***Establish a SWAT team*** that can be called upon to help people establish or work through real collaborative processes (NT Annual Report, 2004).
- ***Differentiate between collaboration and multiparty monitoring***. Simply because a multiparty monitoring team is in place does not mean that collaboration is occurring (NT Annual Report, 2004).

6.2.3 Communication and Outreach

For some, stewardship contracting has been described as “the greatest story never told.” Word is not getting out; people simply don’t know about stewardship contracting and have no idea how to get involved. State and Private forestry is experienced in working with the public, but there appears to be little or no connection to them or their networks (ERT Annual Report, 2004).

There originally was wide understanding that these annual reports (as components of the agency’s annual national report to Congress) would be used by congressional and agency leaders to help facilitate effective implementation of authorities. Some team members were disappointed, therefore, to learn that the

FY 2003 national report had not been submitted to Congress as of the end of calendar year 2004 (INRT Annual Report, 2004). For many projects and teams, great disappointment remains over the fact that some of the most serious problems raised in Regional Team and Local Team reports from FY 2001, 2002 and 2003 have never been addressed by the agency. This lack of follow-up flies in the face of adaptive management, which should flow directly from the monitoring and evaluation process (INRT Annual Report, 2004). Timely sharing of information and “lessons learned” among stewardship project personnel, contractors, collaborative groups and monitoring teams regional wide and nation-wide is absolutely essential (INRT Annual Report, 2004).

In its survey of national-policy oriented organizations, American Forests found that those interviewed would like additional information on the concept and use of stewardship contracting, and to potentially increase or improve their involvement (American Forests, 2005). Many of their interviewees would like regular updates from the agency, including what contracts are up for bid, opportunities for partnerships, monitoring results, accomplishments, etc.. Several participants also mentioned their desire for easily digestible, accessible, general information on stewardship contracting. In nearly all of these responses, the interviewees preferred to have information come from the Forest Service, although many support the use of credible, neutral organizations outside the agency (e.g., Pinchot Institute) (American Forest, 2005).

RECOMMENDATIONS: Communications and Outreach

- ***Ensure timely release of annual reports*** (local, regional, national and Congressional).
- ***Follow-up on issues raised within reports.***

6.2.4 Technical Assistance

Whereas the agency provided some preliminary trainings related to stewardship contracting following the passage of Section 323, many land managers and local contractors are still in need of additional technical assistance. Given the Departments’ apparent level of reliance on stewardship contracting as a means to accomplish major goals, it seems now more important than ever to bolster the support given to Forest Service (and BLM) personnel, communities, collaborative groups, and contractors trying to make stewardship contracting work on the ground (INRT Annual Report, 2004). Agency personnel, in particular, need to be educated on the objectives and benefits/problems of land stewardship contracting at various levels. The lack of adequate and consistent Forest Service administrative, technical and financial assistance for stewardship projects has created problems in planning, implementation, and monitoring (INRT Annual Report, 2004). Training on stewardship and best-value contracting would also be beneficial for Contracting Officer’s Representatives and inspectors to more fully understand the flexibility and benefits of these contract tools (Priest Pend Oreille-R1, 2004). This may also be useful for line officers (Buck Pilot-R6, 2004).

RECOMMENDATIONS: Technical Assistance

- ***Provide extensive training for agency employees*** (particularly at the Forest and District level) to help them understand and enable them to use stewardship contracting more fully and effectively. Training should include non-agency stakeholder/community members and should be conducted by persons who have first hand knowledge of both collaboration and the use of stewardship contracting to meet multiple ecosystem restoration objectives (INRT Annual Report, 2004).
- ***Emphasize that goods for services is not the WHOLE of stewardship contracting*** (INRT Annual Report, 2004).
- ***Cross train timber sale and acquisition contracting officers, timber sale administrators and contracting officers representatives*** involved in stewardship contracting (INRT Annual Report, 2004).

- *Create a stewardship contracting decision tree guide that assists foresters with choosing the right tool or set of tools* for projects, similar to the Acquisitions guide (SWRT Annual Report, 2004).
- *Encourage the creation of agency teams for each Region* that understand SC and have the collective skills needed to provide guidance. One designated coordinator per Region is not enough (SWRT Annual Report, 2004).

6.3 Potential Legislative Impacts

Due to expire in 2006, the Secure Rural Schools and Community Self Determination Act of 2000 has generally rendered non-controversial the provision in the stewardship contracting legislation which exempts stewardship projects from making “25% fund” payments to counties. Should the Act not be renewed or replaced with another comparable revenue source, there will certainly be pressure from counties to revoke the payment exemption (INRT Annual Report, 2004). In addition, reauthorization of the bill could mean increased availability of RAC money to help fund stewardship contracting projects (NT Annual Report, 2004).

6.4 Capacity and Understanding of Potential Contractors

The capacity and understanding of potential contractors also remains an on-going challenge to stewardship contracting projects. Whereas some projects have seen an increased level of interest among purchasers (1st Thinning Loblolly Pine Project-R8, 2004), others find that small, local contractors have difficulty in writing technical proposals and dealing with new contracts and contracting procedures (Fugate Branch-R8, 2004).

“Our timber purchasers are very reluctant to become service contractors due to limited capacity to take on additional work and still run their primary business. Operating seasons are curtailed due to weather and environmental mitigations. Our operators, when in the woods need to be “feeding the mill.” We received only one bid on the offer, although we had lots of interest from potential purchasers.” (Ryan Park-R2, 2004)

In the past, timber sales have involved contractors or mills that routinely perform both logging and road construction/maintenance work required by the contract. They are not, however, accustomed to working within the service contract realm. Likewise, those contractors working within the service/construction side generally have little to no experience in dealing with large volumes of merchantable wood. These factors become apparent as the Technical Evaluation Board reviews proposals (Beaver Meadows-R2, 2004). It has since become evident that most contractors do not have the capability to both thin and remove forest products. They are in business to do one or the other. Unless larger projects are funded to build these types of businesses, stewardship contracting will have limited application on National Forest land (Rincon-R3, 2004).

“Purchasers must have a level of confidence and capability to roll with multiple punches that a complex project can throw at them. A given stewardship contract can contain many activities that are outside the normal comfort zone of a contractor. Purchaser must be flexible, patient and competent. Must know the other associated businesses that could subcontract on the project and provide the necessary oversight to keep operations efficient and within the letter and spirit of the contract. Communicate with others, fastidious about quality of work. Commitment to being a true stewards of the land.” (Clearwater Stewardship-R1, 2004).

The bonding situation has been changing for the worse. Due to losses in the industry, underwriters are much more concerned about the level of risk they may be taking. Because there are so many “moving parts” in stewardship contracts, their level of risk is generally perceived either as being high or at best, uncertain (INRT Annual Report, 2004). Bonding requirements will need to be structured in a way that non-profit and small businesses can feasibly compete. One possible approach might be to bond by

task order, rather than requiring a contract be bonded for its entirety. Another option would be to work with Congress to establish a federal bond guarantee program for stewardship projects (possibly through the Small Business Administration) or to create a program to finance bonds from a revolving account (INRT Annual Report, 2004).

The lack of local infrastructure and equipment necessary for project implementation has also inhibited the local workforce from competing, as was evidenced in the Siuslaw and Sprinkle projects (PNWRT Annual Report, 2004). Many stewardship projects require high volumes of work to be accomplished in a short time frame with specialized equipment. These features favor larger companies or corporations with ownership often based outside rural communities (PNWRT Annual Report, 2004).

RECOMMENDATIONS: Capacity and Understanding of Potential Contractors

- ***Provide examples via the web*** of typical stewardship contracting requests for proposal, as well as samples of adequate response to those solicitations. Contractors need to see the extent, detail and comprehensiveness needed to successfully award a contract (Beaver Meadows-R2, 2004).
- Allow enough time for ***training contractors*** in proposal writing and overall expectations (Dry Wolf-R1, 2004).
- ***Review and clarify bonding requirements.*** Existing bonding requirements make it difficult for non-profit or community groups to be awarded the contract. Flexible solutions can be found to lower this hurdle. Clearer understanding of the bonding requirements is needed early in the contract proposal process (Priest Pend Oreille-R1, 2004).
- ***Increase contractor education*** in areas such as bidding, bonding, subcontracting, and scheduling. To the extent possible the bid process should be made more user-friendly (INRT Annual Report and PNWRT Annual Report, 2004).

6.5 NEPA Process and Appeal Delays

The sometimes years-long duration of the NEPA process is often difficult for the general public to understand and it can be frustrating and discouraging, even for highly motivated communities and stakeholders (INRT Annual Report, 2004). Initially it was hoped that early and broad collaborative public involvement in planning stewardship contracting projects would lead to a more timely, less-contentious NEPA process and fewer appeals and lawsuits. This has not turned out to be the case (INRT Annual Report, 2004). Involving community and other stakeholders through the NEPA process results in increased citizen understanding of forest management issues, options and processes (INRT Annual Report, 2004). Some INRT members believe it might be helpful to involve concerned community and/or collaborative groups in agency attempts to resolve objections to and/or NEPA appeals of a project (INRT Annual Report, 2004).

For the most part, there is little evidence that NEPA planning is taking more or less time for the stewardship pilots than non-pilot projects. Nor is there evidence to suggest that pilot projects received more or fewer appeals than regular projects (ERT Annual Report, 2004). Many had NEPA complete prior to authorization as pilots, reflecting agency pressure to get projects that could be up and running quickly (ERT Annual Report, 2004).

RECOMMENDATION: NEPA Process and Appeal Delays

- ***Keep the public informed about new developments/concerns that arise during NEPA analysis,*** especially problems and issues encountered that may require a significant modification of a collaboratively-developed project (INRT Annual Report, 2004).

6.6 Funding/Budget Constraints

In general, Forest Service personnel at all levels will tell you that there is not enough money to do the work that is needed on the ground (ERT Annual Report, 2004). Whereas, the authority to retain receipts and to use them at the local level offers great promise as a partial solution to this problem, funding and budget constraints continue to plague stewardship contracting projects (ERT Annual Report, 2004). Currently, there are no start up funds for stewardship contracts and very little support to assist in working collaboratively with the public. The agency needs to dedicate and allocate funds specifically to stewardship contracting, especially when stewardship contracting encourages the public to generate even more ideas for work (ERT Annual Report, 2004). There has been some reluctance at the District/Forest level to use stewardship contracts because they do not automatically contribute to KV, salvage or other trust funds/special accounts which can be used by the agency to cover personnel costs involved in planning, implementing and administering projects (INRT Annual Report, 2004). If the perceived inability to make trust/special fund payments is keeping units from undertaking stewardship contracts in the first place, that situation needs to be further considered and dealt with (INRT Annual Report, 2004).

RECOMMENDATIONS: Funding and Budget Constraints

- *Develop more transparent and layperson-level financial reporting procedures* (Siuslaw Basin-R6, 2004).
- *Allow for the sharing of receipts across a region* and most certainly within a forest or among abutting forests to provide “start up” finances (ERT Annual Report, 2004).
- *Clarify how KV funds can be used in stewardship contracting* (ERT Annual Report, 2004).

6.7 Available Markets for Products

A combination of the loss of sawmills/loggers, prevalence of low-value species, large amounts of small-diameter material, current sawlog utilization standards, current import/domestic lumber markets and a flush of National Fire Plan dollars continues to impact stewardship contracting projects. With limited mill capacities for logs, essentially no-market for small conifer wood (generally less than 12-inches dbh) and the current flush of available fire salvage from private lands, there is a glut of available logs in certain regions of the United States. This situation is compounded by the fact that many private landowners are willing to give dead trees away for free just to get rid of them, or in some cases even pay for them to be removed.

Some projects believe that the utilization of small-diameter, low-value material is key to restoration success. Projects explain that value must be added to low-value material, otherwise taxpayers will continually pay a steep price to thin the forest. This general lack of a vertically integrated, value-added wood products industry negatively impacts the ability of the projects to capture the full benefits of utilizing their restoration by-products (PNWRT Annual Report, 2004).

In some regions, small businesses need financial assistance in getting started. If enough financial capital were available for small-product manufacturing, then the agency could offer enough material to keep manufacturing supply for many regions. In the Grand Canyon Stewardship Project (R3), the Grand Canyon Forests Partnership provided grants to small businesses, completed a Small Log Sawmill Site Assessment Study for Northern Arizona, and completed a Preliminary Feasibility Assessment for a Biomass Power Plant in Northern Arizona (Grand Canyon Stewardship-R3, 2004). However, because of the lack of value associated with goods offered and a poor market, the Partnership’s ability to implement multi-faceted ecosystem management projects was significantly challenged (Grand Canyon Stewardship-R3, 2004).

RECOMMENDATIONS: Available Markets for Products and Dealing with Non-merchantable Materials

- The agency should improve *inventory and cruise methodology* and the quality of its data (INRT Annual Report, 2004).
- *Promote split pricing* as an alternative for contracting projects including significant amounts of low-value material (INRT Annual Report, 2004).

6.8 Monitoring

As this five-year effort in multiparty monitoring comes to a close, many projects and teams emphasized the importance of third party monitoring for effective and efficient project implementation. An independent voice can identify issues and problems and be sure that they are brought to the attention of the Forest Service and Congress, while also generating creative solutions (ERT Annual Report, 2004).

Some teams believe that it is essential that projects be reviewed from a regional perspective. A regional perspective fills several needs, including: making the connection between local and national levels; being sensitive to cultural and economic realities in its part of the country; familiarity with the ecosystems in the region; and being able to operate on a broader scale than forest and state boundaries allow (ERT Annual Report, 2004).

However, monitoring is only useful if the results are evaluated publicly and not overruled by the agency (Yaak Community Stewardship-R1, 2004).

RECOMMENDATIONS: Monitoring

- *Encourage both pre- and post-treatment inventory figures* to enable the agency to answer any questions raised about the size, condition, and species of trees removed through stewardship prescriptions (INRT Annual Report, 2004).
- *Collect the following measure for each project: average trees per acre by species and size class, average pre-treatment basal area, average price size removed, average tons removed, and average post treatment basal area* (INRT Annual Report, 2004).
- Ensure that future monitoring of stewardship contracts *include a team with a regional perspective*- one which has connections to both the field and national policy-makers and is sensitive to regional differences (ERT Annual Report, 2004).
- Even if the FS collects the data, *information should be made available to an independent group for review* (ERT Annual Report, 2004).
- *Suggested roles for RT*: identify challenges and help remove barriers; synthesize problems and issue as they arise from ROs and the WO; assist regional coordinators; coordinate feedback from Regions to the WO and Congress; undertake deeper analysis of the pilots as they are completed to identify what works (SWRT Annual Report, 2004).

7.0 Lessons Learned- Five Years of Experimentation

With more projects reaching implementation in FY 2004, key lessons continue to emerge. As with the emerging trends and issues discussed above, these lessons and experiences are destined to help enrich future projects and activities and further promote the concept of stewardship contracting. The following summarizes the cumulative lessons learned over the past five-years of multiparty monitoring and evaluation.

7.1 General

In general, most projects have taken longer to design, administer and implement than what might have been initially anticipated. Though frustrating for some, this fact has been accepted as a natural consequence of steep learning curves and widespread innovation and is not necessarily viewed as negatively impacting the overall success of a project. In their annual reports for FY 2003, each Regional Team was asked to focus on what “success” means to them and then evaluate whether they felt the projects were “successful” in meeting objectives and navigating new paths. Resulting discussions proved fruitful. For example, the Southwest Regional Team identified the following components of success:

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

7.2 Project Planning and Administration

Lessons in project planning were bountiful. Ultimately, many managers found that planners need to be fully aware of any intent to use stewardship contracts and that collaborators and partners need to be involved early in project development. If a project aims to utilize a stewardship contract, it must be appropriate for stewardship status. Some projects found that if it resembled a traditional timber sale, then it should use a timber sale contract (Buck Pilot-R6, 2004).

Other projects found that stewardship contracting projects require a good on-the-ground manager with a broad range of experience. Such an individual must be certified as a sale administrator or at minimum, a level 3 Contracting Officer’s Representative. In addition, because of the unusual nature of the authorities being tested, it is extremely important to involve members of the timber sale administration group (particularly Contracting Officers) with members of the Regional service contracting group.

“Much time was spent between the timber sale contracting officer and the service contracting officer examining and defining their respective authorities to sign and implement a combined service/timber sale contract. Hopefully the release of FSH 2409.19 Ch 60 and the integrated contracts referred to therein signals that much of this confusion has been resolved.” (Beaver Meadows-R2, 2004)

With little dispute, most projects recognized the length of the learning curve associated with stewardship contracting projects, and that because of all the different entities involved in these projects, the timeframe to initiate, design, and implement stewardship projects is much longer than what is typically acceptable (Beaver Meadows-R2, 2004). With these timeframes in mind, some projects recommend that the same personnel be maintained throughout the process (line officers, team leaders, project managers, etc.). Also, the assignment of a multidisciplinary team from the district where the project area occurs has helped minimize coordination headaches (North Kennedy/ Cottonwood-R4, 2004).

Financial reporting and record-keeping has also been a weakness for some pilots (particularly on a per-project basis). On the Wallowa-Whitman NF (R6), the Budget and Finance section set up a billing and payment system specific to their stewardship pilot, with bills issued directly to and paid directly by the contractor electronically. The turn around time for overall processing was usually less than 24-hours from the time a bill was issued. The system worked extraordinarily well, and to some managers it worked much better than the Timber Sale Statement of Account (Buck Pilot-R6, 2004).

7.3 NEPA and Appeals Process

Some projects have found that the most efficient and effective method of accomplishing NEPA for restoration and hazardous fuels reduction projects is by contracting these services to an outside entity (Upper South Platte-R2, 2004).

Once NEPA is complete, some projects have found that documents must be tremendously sound, particularly when confronted with organized opposition (Grand Canyon Stewardship-R3, 2004). Wherever possible, the Forest Service should seek to involve concerned tribes, USFWS, and NOAA/NMF in the pre-NEPA planning process. This should help surface potential environmental problems so that they can be collaboratively addressed on the front end, rather than through post-NEPA project restructuring (INRT Annual Report, 2004).

7.4 Funding and Budget Management

A general lack of funds for out-year activities not only affects the agency and its ability to accomplish goals; it also limits the number of companies with resources or interest to bid on such work (Granite Watershed Protection-R5, 2004). For example, an immense financial drain was placed upon the Maidu Cultural Development Group (MCDG) in its involvement in the Maidu Stewardship Project (R5). Unfortunately, the receipts from merchantable timber were not enough to cover all the expenses of the project and the contract provides that excess stewardship credits cannot be paid until the end of the 10-year contract. As a result, in order for MCDG to fully cover expenses, a modification is needed so that excess credits can be paid at the completion of each task order (Maidu Stewardship-R5, 2004).

Some projects make mistakes in budgeting. On the Beaver Meadows Project (R2), the original cost estimates were severely underestimated due to a failure to include costs such as Workman's Comp, unemployment insurance and the required use of Department of Labor wage rates. Some of this was a result of mixing typical timber sale cost estimates with service contract cost estimates. There was also confusion and inconsistency over which rates should be used for what activities (e.g., service or construction). While it would vary state by state, it would be helpful to have a good cost estimating guide with consistent region-, state- or area-wide equipment costs and wage rates for stewardship contracts (Beaver Meadows-R2, 2004). Some costs can be reduced by incorporating non-profits and Resource Conservation & Development (RC&D) districts to assist in the contract administration activities (PNWRT Annual Report, 2004).

Information sharing, particularly about estimated project revenues, is also paramount to success. If the stewardship process is to work as intended it is important to work within a budget. To do this, it is important to know as soon as possible the dollars the agency expects to have available for service activities within the project area (North Kennedy/ Cottonwood-R4, 2004).

7.5 Contract or Agreement Development and Award

As mentioned in Section 3.7.1, the number of bidders for the majority of stewardship projects was less than anticipated. Reflecting on this situation, several projects offer sound advice on how to overcome this obstacle. For the Granite Watershed Project (R5), the overall stewardship contract was finally determined to be too large for the bidders in the region. The complexity of the proposed action contributed to delays in the processing of the paperwork for bid advertising, and the uncertainty of subsequent year funding limited the marketability of the proposed contract. However, after extensive delays due to excessively high bids and internal discussions, the final decision by the Forest was to split the overall project into separate contracts and continue to test the remaining authorities. The project found that bidders are reluctant to bid for multiple inter-connected contracts without raising their bids significantly to cover uncertainty (Granite Watershed Protection-R5, 2004). Some projects also found that the number of bidders increased significantly when the projects were packaged differently, for example offering product via weight scaled sales (1st Thinning Loblolly Pine Project-R8, 2004). Others found that by providing board foot estimates and cost estimate guides, especially when dealing with a project with a variety of work skill

requirements that may be new to contractors, was helpful in acquiring successful bids (Fugate Branch-R8, 2004).

Some found that providing an area within the technical proposal for “fill ins” rather than requiring descriptive writing helped bolster the bidding process (Fugate Branch-R8, 2004). Others have found that considerably more time is needed to help the contractor understand and follow the terms of the contract and complete/submit the required reports and schedules in a timely manner.

Contrary to current direction, not all projects are supportive of using Integrated Resources Contracts. For example, representatives from the Kirtlands Warbler Recover Project (R9) do not believe the IRC is particularly useful in their part of the country, when compared to other available tools. They felt that the authority to retain receipts is the only useful element of the IRC (Kirtland’s Warbler Recover-R9, 2004). They further explain that the forests in Region 9 have the ability to sell any type or size of timber that can be marketed, unlike other parts of the country. Therefore the ability to retain receipts should not be tied solely to “Integrated Timber Sale Contracts” as the new guidance suggests. The Kirtland’s project provides a good example of achieving objectives with little modification to the tools already in place (standard timber sale contract, best-value service contract) (Kirtland’s Warbler Recover-R9, 2004).

Some projects conclude that the current stewardship contracting process is too complex for the agency to administer, community participates to engage in, and contractors to bid on. There must be a way to simplify the process or people won’t want to bother with it (North Kennedy/ Cottonwood-R4, 2004). In some projects, the complexity increased rapidly with a large number of dissimilar activities included in one contract. Proposals have been somewhat confusing and difficult to complete for the contractors. And the time required to prepare a proposal increases when service work requires many different skills or subcontractors or equipment sources (Dry Wolf-R1, 2004). To help streamline these processes, some projects have found that strict guidelines need to be in each contract requiring annual operating plans that maintain a pace of operations adequate to ensure the contract is completed on time. Without such plans, the chance for contract extension or default is greater (Seven Mile-R2, 2004). Also, some have found that having a cadre of people available to review the sale or service contract packages is helpful. This group of reviewers is able to discover mistakes and check the contract for accuracy (Cottonwood-R3, 2004).

Negotiations have been found to be an essential part of the award process. Some of the service work is difficult to describe. Through negotiations, a common understanding can often be reached and a better price obtained for the work (Dry Wolf-R1, 2004). For some projects it is better to start with a small project (for trust building and learning) and work up to larger projects over time (PNWRT Annual Report, 2004). Reasonably sized contracts are important as they allow local, knowledgeable contractors to be interested, instead of just being scared away by large bonding requirements and having to perform too many activities (Yaak Community Stewardship-R1, 2004).

7.6 Product Merchandizing, Marketing and Utilization

Recognizing that marketing and utilization are ongoing challenges to the success of stewardship projects (as well as other projects dealing with low- or no-value materials), some managers spent time discussing ways in which they have attempted to improve the situation. For example, on the Beaver Meadows Project (R2) several revisions were made to the existing contract to reduce contractors’ concerns about small diameter material. They raised the removal requirements from 8-inch to 10-inch sawtimber. The small sawtimber (8-10 inches) and aspen were included as “timber subject to agreement.” While they definitely felt that the material needs to be removed to meet land management objectives, they also want to give the contract the best opportunity for success to at least get something done (Beaver Meadows-R2, 2004). On the Winiger Ridge Project (R2), a marketing and utilization task force was established to explore small diameter marketing and utilization issues and opportunities. The Peak to Peak Bioenergy Task Force was also established. These two efforts have had several positive outcomes. They have brought awareness of Colorado markets to local businesses and have recently opened new marketing opportunities for the region. They have also created interest in biomass production, prompting one business to invest in equipment to produce and deliver biomass (Winiger Ridge-R2, 2004).

Some projects in Region 1 have found that split-pricing helped reduce risk for contractors. There was a concern that awarding a contract with a single price for goods with very different values was a mistake. “Split pricing” of different products helped keep purchasers from unnecessary risks in the inevitable fluctuations between the prices of different types of commodities (Clearwater Stewardship-R1, 2004). Although split pricing may be more work for folks in the field they may also result in somewhat higher utilization of product (Knox Brooks-R1, 2004).

7.7 Public Cooperation and Collaboration

For many projects, the new levels of collaboration connected with stewardship contracting does result in additional time and money being spent on non-implementation components. This is, however, almost a necessity in an “urban” forest setting such as Colorado’s Front Range. It was also felt that after several years of higher level collaboration, some costs might subside after trust and successful projects are achieved (Winiger Ridge-R2, 2004). Public collaboration efforts need to be continuous from inception until the end of the project. They do not begin/end with the completion of NEPA or the award of the contract. It requires a great deal of time and commitment from both the agency and community.

Despite inherent costs, many projects found benefits in collaboration. These include: improved communication between the agency and public and better working relationships; greater empowerment of local agency personnel with locally-based expertise; recognition of the value of input from other local sources of experience and expertise; increased mutual learning among public and agency participants; getting the story told more often; recognition of accomplishments; increased ability to fund different kinds of projects; and the building of trust (Siusalw Stewardship-R6, 2004). Collaborative group involvement also helps increase acceptance of some projects and can actually aid in helping former adversarial groups become proponents of work on the District (Longleaf Ecosystem in AL-R8, 2004).

In managing these collaboratives, some projects recognize that one must allow time for community involvement throughout the entire process and incorporate local considerations into the project as feasible (Winiger Ridge-R2, 2004). Strong interactions between the FS and the collaborative are essential for informing partners of the many changes that occur and affect project implementation (including NEPA, appeals,). Likewise good networking is essential for taking advantage of grant, research or volunteer opportunities (Grand Canyon Stewardship-R3, 2004). If a major fallout were to occur between the Stewardship Group participants, or between the FS and the Stewardship Group, one should also seek to resolve the dispute with informed discussion. It is possible to resolve problems, even really big ones, if people stay engaged and don’t just walk away from the process (North Kennedy/ Cottonwood-R4, 2004).

Some projects believe that community-based groups should be given more say in the use of funding generated by contracting procedures and products, particularly in the arena of economic development and value-added utilization of products (Siusalw Stewardship-R6, 2004). Where possible, compensation should also be offered to stewardship group members for transportation, phone calls and other material contributions to the process, as well as for attendance at regional and national stewardship related meetings (Siusalw Stewardship-R6, 2004).

Collaborative groups should also try to maintain diverse perspectives from private, public, and non-governmental entities. Teams could be created based on the Resource Advisory Council template or like Community Action Teams (PNWRT Annual Report, 2004). Some projects have found that it is virtually impossible to have all interests present at the table. For example, environmental organizations fundamentally opposed to restoration thinning and/or commercial thinning are likely not to engage in collaborative community partnerships (Grand Canyon Stewardship-R3, 2004). However, as with most innovative approaches to historically contentious issues, division and dialogue continue. But as the process moves forward there is less ignorance and more tolerance based on an expanded knowledge base and the awareness of real needs (Siusalw Stewardship-R6, 2004).

Local involvement should be encouraged because National Forests are the public’s forests. When people are assured that they can have valid input, they will be more interested. In other words, how can it be “bad” when the “owners” of the forest become more interested in specific management objectives (Yaak

Community Stewardship-R1, 2004)? However, local citizens are already so involved in a variety of community issues (not just forest management) that it can be difficult to get participation for multiparty monitoring or new collaboratives, especially in early design phases (Upper Glade LMSC-R6, 2004). Collaboration needs to be a fixture in the community and not simply a process discretely initiated for each project involving stewardship contracting (PNWRT Annual Report, 2004).

Field tours have been found to be the most successful way of communicating information. Once people see the resource condition first hand, they decide for themselves how or if they wish to be involved (Dry Fork-R1, 2004).

7.8 Monitoring

Even though it is valuable to have a monitoring committee that is independent of either the Forest Service or the contract purchaser, the agency must be willing to show the results of the stewardship work and provide easy access to items requiring examination.

Monitoring and evaluation are traditionally the most under appreciated activities in management. Local monitoring promotes understanding of the goals of the project and ensures collaboration with the local community. Because the stewardship authority has been granted nationwide, the agency may not require local monitoring teams in future projects. One of the “lessons learned” has been the commitment of local residents to be involved in monitoring and evaluation. The sharing of information and experiences among local monitoring teams has been very valuable to the political process (Priest Pend Oreille-R1, 2004).

For some project teams, the reporting and monitoring process associated with the stewardship pilots was entirely too lengthy and cumbersome (1st Thinning Loblolly Pine Project-R8, 2004). The upwards reporting requirements of the agency (separate from the multiparty effort) were also considered cumbersome. Some projects noticed that some of the information contained in the monitoring survey report is asked by both Regional and Washington Offices only in slightly different formats and at different times of the year.

“Since the USFS has hired the Pinchot Institute to do the pilot monitoring, what is the point of these extra requests directly to the field offices from the RO/WO? It is time consuming and should be retrieved from the monitoring document.” (Kirtland’s Warbler Recover-R9, 2004)

Projects have suggested that reporting requirements be condensed to 1-2 pages of meaningful statistics (Rincon-R3, 2004).

Others felt that direction to and/or a mandate for the monitoring effort was needed. Many were unsure of what role monitoring played: was it to provide oversight of each project phase or to perform a review of post-implementation results (Winiger Ridge-R2, 2004)? Some projects felt they needed more definition of what monitoring and evaluation is and is not. Knowing how the team can help focus monitoring actions to reflect priority concerns and having clarification of the timeframe in which monitoring should occur (e.g., post implementation vs. after each project phase) would help teams focus on their key roles and activities (Winiger Ridge-R2, 2004).

Some questioned whether their monitoring team’s existence and communication with the Forest Service have led to any improved or beneficial outcomes that otherwise wouldn’t have occurred if no such team existed. Team members have taken information learned during discussions and disseminated that information back into the community, but beyond information sharing, it was not clear that many high value lessons have been learned or any difference in the project realized due to the efforts of the Monitoring Team (Granite Watershed Protection-R5, 2004). Some teams’ members did not have an interest or strong opinion in the stewardship contracting authorities, tools, or mechanisms. Rather, they were interested in monitoring the ecological impacts, fire research and community involvement (Winiger Ridge-R2, 2004). The Collaborative Forest Restoration Program Multiparty Handbook Services provides a useful

and consistent framework for monitoring stewardship projects (www.fs.fed.us/r3/spf/cfrp/monitoring) (Grand Canyon Stewardship-R3, 2004).

Developing monitoring teams after the projects have been designed and are in implementation is a frustrating, time-consuming task that probably will not result in development of a meaningful team with ownership in the project (Littlehorn Habitat Restoration-R6, 2004). For some projects it was entirely too difficult to keep members on the monitoring and evaluation team throughout a five-year commitment (Knox Brooks-R1, 2004).

There is also a need for more money and staff time for monitoring. "We are not able to do water quality measures, wildlife impacts, economic impacts or forest health monitoring in any quantitative way. As a result, our evaluation is based on "feel" more than anything else." (Knox Brooks-R1, 2004).

8.0 Conclusion

After five years of monitoring and assessing the success stories and on-going obstacles associated with implementing stewardship contracts, a great deal of useful information has surfaced. We have been able to elaborate on the efficiencies afforded by various authorities (saving the agency both time and money). We have also been able to identify a need for stronger direction and guidance by the Washington Office, particularly when faced with brand new concepts and procedures. We have been able to describe the needs of local communities and the ability of stewardship contracts to open new avenues of collaboration and involvement. And we have been able to measure the effectiveness of these new tools on improving the health and vitality of forested ecosystems across the county.

Within the agency, staff are encouraged by the bolstered efficiencies and improved processes associated with stewardship contracting.

"I think the pilots were successful. The expanded authorities allowed people to think and implement "outside the box." The results were some useful new ways of doing business." (1st Thinning Loblolly Pine Project-R8, 2004).

"The pilot helped boost the morale of research work unit being able to: continue important research on the Forest in a creative way, being involved in a demonstration and sending some resources to the Treasury (which means to the surrounding county)." (Fernow-R9, 2004)

The general public also recognizes that stewardship contracting holds promise for meeting the needs of neighboring communities and sustaining the health of our National Forests.

"[The] pilot authority provided a "testing" opportunity to use the stewardship tool to increase flexibility needed to address local values and conditions. A variety of innovative techniques were used to become more efficient in managing important resource values." (Siuslaw Basin-R6, 2004)

"A major barrier to getting tasks accomplished in the past has been the arcane and calcified contracting process of the federal government. For the good of the land, more interactive contracting processes were necessary to allow problems to be solved by the most capable businesses via a set of positive incentives. Opening up this box has already created innovations for accounting, accomplishment reporting, and "bundling" of activities to create efficiencies. New horizons have already been seen. There has always been a tension between rule-based procedures, reflected in existing contract language, and flexible innovative procedures, which better represent both the dynamic of ecosystem concerns and commodity markets. Maybe stewardship contracting has finally broken the ice." (Clearwater Stewardship-R1, 2004).

Stewardship contracting has emerged as a way of refocusing agency efforts on the land. No longer are activities measured by simple accounting procedures (e.g., how much is produced, how many acres are treated, etc.). Rather, stewardship contracts help foster a way in which ecological and societal needs can be pursued and measured in concert.

Though some challenges still remain, the experiment afforded through the stewardship contracting demonstration program has encouraged a great deal of creativity and innovation and has provided an opportunity to involve the public in forest management in a meaningful way. It is hoped that the suggestions and recommendations contained herein will be used to improve processes and procedures for the agency, such that stewardship contracting becomes a reliable mechanism for facilitating new ways to accomplish critical work on the ground.

APPENDIX A Regional and National Team Members

Inland Northwest Regional Team

Mike Aderhold- MT Dept. Fish, Wild. & Parks
Jim Burchfield, Bolle Center at UMT
Chris Charters, Partnership for a Sustainable Methow
Anne Dahl, Swan Ecosystem Center
Michael Daugherty, USDA Forest Service
Patrick Heffernan, Red Lodge Clearinghouse
Wayne Hirst, Yaak Stewardship Committee
Ed Lindhal, Clearwater Elk Recovery Team
Jack Losensky

John Manz
Aaron Miles, Nez Perce Tribe
Bill Mulligan- Three Rivers Timber
Jay O’Laughlin- University of Idaho
Keith Olson- Montana Logging Association
Jonathan Oppenheimer- ID Conserv. League
Craig Savidge- Priest Pend Oreille Com.
Bob Schrenk- USDA Forest Service
Duane Vaagen- Vaagen Brothers Lumber

Alternates:

John DeGroot- Nez Perce Tribe
Lloyd McGee and Josh Anderson- Vaagen
Brothers Lumber Company

Charlie Sells- USDA Forest Service

Facilitator: Carol Daly, Flathead Economic Policy Center

Southwest Regional Team

Brian Cottam, Wayne Co. Econ. Dev. Council
John Cleopher, US Fish and Wildlife Service
Paul Fink, USDA Forest Service
Mae Franklin, Grand Canyon National Park
Jody Gale, Utah State Extension
Bob Garcia, USDA Forest Service
Craig Jones, Colorado State FS
Dave Hessel, Colorado State FS
Amy Krommes, USDA Forest Service

Bruce Short, USDA Forest Service
Ann Moote, Northern Arizona Univ.
Kathryn Mutz, University of Colorado
Don Okerlund, USDA Forest Service
Wayne Shepperd, USDA Forest Service
Rocky Smith, Colorado Wild
Tom Troxel, Intermountain Forest Assoc.

Facilitator: Carla Harper, Montezuma County Federal Lands Program

Pacific Northwest/Coastal Regional Team

Rick Brown, Defenders of Wildlife
Diane Snyder, Wallowa Resources
Cal Mukumoto, Consultant
Maia Enzer, Sustainable Northwest
Cate Hartzell, Collaborative Learning Circle
Bob Parker, Oregon State University Ext.
Mark Phillipp, USDA Forest Service
Brad Witt, AFLCIO

Betty Riley, Sierra Economic Dev. District
Jay Watson, The Wilderness Society
Jerry Smith, Forest Resource Enterprises
Bruce Standley, Bruce Standley Construction
Fred Weatherill, USDA Forest Service
Bill Wickman, Consultant

Facilitators: Karen Steer, Sustainable Northwest

Eastern Regional Team

Kathy Andregg- USDA Forest Service
Phil Araman- Virginia Polytechnic Institute
Yuri Bihun- Shelterwood Systems
Terry Bowerman- USDA Forest Service
Dennis Desmond- Land Trust for the Little TN

Frank Hagan- USDA Forest Service
Steve Henson- Southern Appal. Multiple Use
Council
Steve Lindeman- The Nature Conservancy

Maureen McDonough- Michigan State Univ
Charlie Niebling- Soc. Protection of NH Forests

Sharon Nygaard-Scott- USDA Forest Service

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

National Team

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

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

Facilitator: Naureen Rana, Pinchot Institute for Conservation

APPENDIX C: Process Overview- NEPA

	Report not filed		Indicates no answer furnished
	Project cancelled		Rolled into programmatic monitoring

Region	Project Name	Pilot Initiation	Administrative Unit	Process Status						Additional Notes
				NEPA Incomplete	NEPA Complete	Decision Date	Complete prior to authorization?	Appeals/ Litigation	Appeals/ Litigation Status	
1	Alice Cr/Nev- Dalton	Sec. 338	Helena NF							
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF							
1	Butte South	Sec.332	Beaverhead/Deerlodge NF							
1	Clancy-Unionville Project	Sec. 332	Helena NF		•	Feb-03		•	Decision upheld.	Project appealed by Native Ecosystems, Alliance for the Wild Rockies, and the Ecology Center. Lawsuit also filed by same parties, initial briefs complete- court schedule pending.
1	Clearwater Stewardship	Sec.347	Lolo NF		•	Mar-01		•	Decision affirmed.	Project appealed 4/01 by the Ecology Center and others. Affirmed 6/01. Appeal identified issues related to effects on grizzly bear, range of alternatives, lynx, cumulative effects, BMPs, soil productivity, and economics. Appeal resulted in project delay.
1	Condon Fuels Project	Sec. 332	Flathead NF		•	Oct-01	•			
1	Dry Fork Project	Sec. 332	Lewis & Clark NF		•	Nov-01	•	•	Decision affirmed.	Project appealed by Native Ecosystems Council, Alliance for the Wild Rockies and Ecology Center. Lawsuit filed by same parties but upheld by District Court Judge in June 2004. Litigants appealed to 9th Circuit, decision pending 12/04.
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF		•	Mar-00				
1	Frenchtown Face	Sec. 332	Lolo NF							
1	Game Range	Sec. 338	Lolo NF		•	Aug-02		•	Decision upheld.	Appealed by the Ecology Center and Alliance for the Wild Rockies.
1	Iron Honey	Sec. 338	Idaho Panhandle NF		•	Feb-02		•	Decision upheld.	Appealed by the Lands Council, Kootenai Environmental Alliance, the Ecology Center, Alliance for the Wild Rockies, and Idaho Sporting Congress. Upheld by regional forester in 5/2002. Lawsuit filed by same parties in Sept-04 to the 9th Circuit Court. Decision was reversed. Project now on-hold.
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF		•	Jul-01	•	•	Decision affirmed.	Appeal was dropped following negotiation.
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF		•	May-01		•	Decision upheld.	
1	Main Boulder Project	Sec. 332	Gallatin NF							
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF		•	Feb-03		•	Decision affirmed.	Friends of the Clearwater, Alliance for the Wild Rockies, The Lands Council, the Ecology Center, and Idaho Sporting Congress appealed, along with Nez Perce Tribal Executive Committee. Decision affirmed. Lawsuit filed in Jun-04 for all activities associated with Meadow Face decision.
1	North Elkhorns	Sec. 332	Helena NF		•	Nov-01	•	•	Decision affirmed.	Project appealed by the Native Ecosystem Council. Project litigated with court date of 8/2003. Same parties. Lawsuit centered on inconsistency with forest plan, failure to prepare adequate econ. Analysis, assess cumulative impacts. Appealed to 9th Circuit, with hearing date expected summer 2005.
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF							
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF		•	May-99	•	•	Decision affirmed.	Appealed in 7/99. Resolved and Decision affirmed 8/99. Involved parties included Friends of the Wild Swan, Swan View Coalition, American Wildlands, Wildlands Center for Preventing Roads.
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF		•	Dec-01		•	Decision affirmed.	EA was appealed in 8/99 and the EIS was appealed in 2/01. Implementation was delayed when an EIS was prepared. Involved parties included The Lands Council, the Ecology Center, Alliance for the Wild Rockies, Forest Guardians, and American Wildlands.
1	Red River Watershed Project	Sec. 332	Nez Perce NF							
1	Sheafman Restoration	Sec. 338	Bitterroot NF							
1	Three Mile Restoration Project	Sec.347	Custer NF							
1	Tobacco Roots	Sec. 338	Beaverhead/Deerlodge NF							
1	Treasure Interface	Sec. 338	Kootenai NF		•	Apr-02		•	Decision affirmed.	Project was appealed by the Ecology Center, Land Council, Alliance for Wild Rockies, Forest Conservation Council, National Forest Protection Alliance, and MT Sierra Club (filed jointly by all appellants).
1	West Glacier Fuels Project	Sec. 332	Flathead NF							
1	Westface	Sec. 338	Beaverhead/Deerlodge NF		•	Feb-99	•	•	Decision affirmed.	Appealed by the Native Ecosystem Council. Upheld by ADO FY1999

Region	Project Name	Pilot Initiation	Administrative Unit	Process Status						Additional Notes
				NEPA Incomplete	NEPA Complete	Decision Date	Complete prior to authorization?	Appeals/ Litigation	Appeals/ Litigation Status	
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF		•	Jun-99	•	•	Decision affirmed. Settlement Agreement signed in spring of 2001.	Appealed in 7/99, decision was upheld. Due to appeal, project was delayed 45-60 days. Also important to note that the Alliance for Wild Rockies filed a lawsuit related to grizzly bear mgt.issues. Project activities were not specifically at issue, but area under EA was. Settlement agreed in Spring 2001 that allowed projects to proceed.
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF		•	Jul-97	•			
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF							
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF		•	Mar-02				
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF		•	Aug-99	•	•	Decision affirmed.	Project appealed by Forest Guardians. Upheld 1998.
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF		•	Jun-99	•			
2	Upper Blue Stewardship	Sec.347	White River NF							
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF		•	Aug-01, Jan-02, Apr-02	•	•	First decision reversed; second affirmed.	First decision for Inventoried Roadless Areas was appealed by Land and Water Fund of the Rockies (representing American Lands, Aspen Wilderness Workshop, Center for Native Ecosystems, Colorado Wild, The Wilderness Society, Wildlands Center for Preventing Roads, and Upper Arkansas and South Platte Project). Revised decision was appealed by same envi. groups and Intermountain Forest Association.
2	Winiger Ridge	Sec.347	Arapaho-Roosevelt NF		•	Jul-00		•	Resolved.	Appealed by Colorado Wild and local neighbors.
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF		•	1997	•			
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF							
3	Grand Canyon Stewardship Project	Sec.347	Coconino NF		•	Apr-99	•	•	Decision reversed.	Appealed by Forest Conservation Council, National Forest Protection Alliance, Forest Guardians, Flagstaff Activists Network, Southwest Forest Alliance, and Southwest Center for Biological Diversity. Lawsuit filed against project by Forest Conservation Council, National Forest Protection Alliance, Forest Guardians, and Flagstaff Activists Network. Settled with agreement for new Decision Notice.
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF							
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF		•	Aug-02 and Jul-03		•	Resolved.	Appealed by White Mountain Conservation League and Center for Biological Diversity.
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF		•	May-02 and Nov-02				
3	Schoolhouse Thinning	Sec. 338	Prescott NF							
3	Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF		•	Oct-00	•			
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF							
4	Duck Creek Village	Sec. 332	Dixie NF							
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF		•	Dec-00		•	Decision affirmed in March-01. Court hearing pending.	Appealed by Utah Environmental Congress, Forest Conservation Council, and National Forest Protection Alliance. Lawsuit filed against project by Utah Environmental Congress- court hearing pending.
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF							
4	Recap Density Management	Sec. 332	Dixie NF							
4	Small Wood Utilization and Sustainable Communities	Sec. 332	Boise NF							
4	Warm Ridge Glide	Sec. 338	Boise NF		•	Nov-00	•	•	Decision affirmed.	Appealed by Forest Conservation Council, National Forest Protection Alliance, and Alliance for the Wild Rockies.
5	Granite Watershed *	n/a	Stanislaus NF		•	Dec-00; May-01		•	Decision affirmed.	The mechanical thinning and fuel reduction project within this pilot were appealed by the Forest Conservation Council in 6/2001. Decision was upheld.
5	Grassy Flats	Sec.347	Shasta - Trinity NF		•	Sep-03				
5	Maidu Stewardship	Sec. 338	Plumas NF		•					
5	Pilot Creek	Sec.347	Six Rivers NF		•	May-96	•	•	Enjoined by Rothstein decision.	Action filed, but not specific to project. Lawsuit recently resolved, assessment of project will begin in FY2005.

Region	Project Name	Pilot Initiation	Administrative Unit	Process Status						Additional Notes
				NEPA Incomplete	NEPA Complete	Decision Date	Complete prior to authorization?	Appeals/ Litigation	Appeals/ Litigation Status	
6	Antelope Pilot Project	Sec.347	Winema NF		•	May-99	•			
6	Baker City Watershed	Sec.347	Wallowa - Whitman NF		•	Mar-95	•	•	Resolved.	Appealed by Oregon Natural Resources Council.
6	Buck Vegetation Management Project	Sec. 338	Wallowa - Whitman NF		•	Sep-00	•	•	Resolved.	Appealed by Oregon Natural Resources Council and Hells Canyon Preservation Council (local organization).
6	Foggy Eden	Sec. 332	Siskiyou NF		•	Sep-04				
6	Hungry Hunter Ecosystem Restoration Project	Sec. 338	Okanogan NF		•	Jun-04		•	Actions filed.	Actions filed, but not related to the project. Resulting in considerable project delays.
6	Littlehorn Wild Sheep Habitat Restoration	Sec.347	Colville NF		•	Jun-98	•	•	Upheld.	Project was appealed in 8/98. Resolved at the regional office level. Appeal was related to roadless conditions, NEPA inadequacy, water quality, wildlife, recreation, noxious weed treatment, and grazing issues.
6	McKenzie Stewardship Project	Sec. 332	Willamette NF							
6	Metolius Basin Fuels Mgt. Project	Sec. 332	Deschutes NF		•	Jul-03		•	Decision Upheld. Litigation in process.	Appealed by League of Wilderness Defenders. Decision upheld by RO. Lawsuit filed by same party. In process.
6	Oh Deer Stewardship Project	Sec 338								
6	Siuslaw Basin Rehabilitation Project	Sec. 332	Siuslaw NF		•	Jan-02	•			
6	Sprinkle Restoration Project	Sec. 338	Wallowa - Whitman NF		•	Aug-01	•	•	Decision Affirmed.	Appealed by Oregon Natural Resources Council and Hells Canyon Preservation Council (local organization). Affirmed February 2002.
6	Upper Glade/Little Applegate	Sec.347	Rogue River NF		•	May-97	•	•	Resolved.	Appealed by Yale Creek Community residents.
8	Burns Creek Swing Contract Logging	Sec.347	GW - Jefferson NF		•	Oct-97	•	•	Decision affirmed.	Appealed by Preserve Appalachian Wilderness and the Devils Fork Trail Club.
8	Elk & Bison Prairie Habitat Stewardship	Sec. 338	Land Between the Lakes							
8	First Loblolly Pine Thinning Project	Sec. 332	Francis Marion & Sumter NFs		•	9/98 and 9/00	•			
8	Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF		•	Nov-96	•	•	Dismissed/ Settled	Appealed by Kentucky Heartwood, Inc. and Heartwood, Inc. Action filed by same parties but not specific to this project.
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Alabama		•	May-98	•	•	Resolved	Action filed by the Sierra Club, but not specific to project.
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Florida	•	•	Jan-97, May-02, May-04	•			Phase I and II complete, awaiting Phase III.
8	Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)							
8	Nolichucky-Unaka Stewardship	Sec.347	Cherokee NF		•	Sep-03				
8	RCW Habitat Improvement	Sec. 332	Oconee NF		•	Sep-04				
8	Sand Mountain Contract Logging Services	Sec. 332	NFs in NC (Pisgah)		•	Jan-02	•	•	Decision affirmed.	Project appealed by Wildlaw, anti-management firm in Asheville.
8	Southern Pine Beetle Suppression Project	Sec. 338	Francis Marion & Sumter NFs		•	Mar-99	•			
8	Wayah Contract Logging Stewardship Project	Sec.347	NFS in NC		•	May-02		•	Decision affirmed.	Appealed by Southern Environmental Law Center, representing the WNC Alliance.
9	Fernow Experimental Forest Stewardship Project	Sec. 338	Monongahela NF		•	Dec-00	•	•	Decision affirmed.	Appealed by Trout Unlimited (WV chapter).
9	Forest Discovery Trail	Sec.347	White Mountain		•	1995	•			
9	Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF		•	Five NEPA: 1/97 thru 5/01	•			
9	North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF							
9	Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF		•	Sep-03				
9	White River Riparian Buffer	Sec. 338	Green Mountain NF	•						

APPENDIX D: Process Overview- Contracting

	Report not filed		Indicates no answer furnished
	Project cancelled	n/a	Not applicable.
	Rolled into programmatic monitoring		

Region	Project Name	Pilot Initiation	Administrative Unit	Contract Status				Type of Contract/Agreement									
				No Contract Developed	Contract Offered	Contract Awarded	Contract Complete	Timber Sale	Service Contract	Timber Sale w/ Services Included	Service Contract w/ Product Removal Included	RISC - Tree Measurement after Harvest	RISC - Measurement after Harvest	Agreement	Other	Additional Notes	
1	Alice Cr/Nev- Dalton	Sec. 338	Helena NF														
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF														
1	Butte South	Sec.332	Beaverhead/Deerlodge NF														
1	Clancy-Unionville Project	Sec. 332	Helena NF	•													
1	Clearwater Stewardship	Sec.347	Lolo NF		•	Sep-01			•								
1	Condon Fuels Project	Sec. 332	Flathead NF		•								•			Participating agreement prepared and signed in 2/2002.	
1	Dry Fork Project	Sec. 332	Lewis & Clark NF	•													
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF		•	Mar-01	Sep-04			•						Construction contract w/ embedded timber sale.	
1	Frenchtown Face	Sec. 332	Lolo NF														
1	Game Range	Sec. 338	Lolo NF		•	Aug-04					•						
1	Iron Honey	Sec. 338	Idaho Panhandle NF	•													
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF		•	Aug-04			•								
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF		•	Jun-02			•								
1	Main Boulder Project	Sec. 332	Gallatin NF														
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF	•													
1	North Elkhorns	Sec. 332	Helena NF	•													
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF														
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF		•	(2) Jul-01; Oct-01		•	•					•		Delivered log contract.	
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF		•	Feb-02				•							
1	Red River Watershed Project	Sec. 332	Nez Perce NF														
1	Sheafman Restoration	Sec. 338	Bitterroot NF														
1	Three Mile Restoration Project	Sec.347	Custer NF														
1	Tobacco Roots	Sec. 338	Beaverhead/Deerlodge NF														
1	Treasure Interface	Sec. 338	Kootenai NF		•	Jan-03				•							
1	West Glacier Fuels Project	Sec. 332	Flathead NF														
1	Westface	Sec. 338	Beaverhead/Deerlodge NF		•	Sep-03				•							
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF		•	Nov-02				•							
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF		•	Sep-04				•							
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF														
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF		•	Jun-04					•						
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF		•	Sep-01				•							
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF		•		Sep-03						•			Colorado State FS Contract Instrument.	
2	Upper Blue Stewardship	Sec.347	White River NF														
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF		•	Jan-04; (2) Feb-04; (2) May-04; (2) Jul-04				•				•		Other is good neighbor agreement in cooperation with Colorado State Forest Service.	
2	Winiger Ridge	Sec.347	Arapaho-Roosevelt NF		•	May-01; Sep-01; Sep-02; Sep-03	Nov-03; Sep-02; Sep-04		•				•			Cooperative agreement with Colorado State FS.	
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF		•	May-01	Feb-03			•							
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF														

Region	Project Name	Pilot Initiation	Administrative Unit	Contract Status			Type of Contract/Agreement										Additional Notes
				No Contract Developed	Contract Offered	Contract Awarded	Contract Complete	Timber Sale	Service Contract	Timber Sale w/ Services Included	Service Contract w/Product Removal Included	IRSC - Tree Measurement after Harvest	Agreement	Other			
3	Grand Canyon Stewardship Project	Sec.347	Coconino NF		•	Sep-01				•							
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF														
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF		•	Sep-02; Sep-03	Nov-03; July-04		•	•							
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF		•	(2) Sep-02; Sep-04	Oct-03; on-going			•							
3	Schoolhouse Thinning	Sec. 338	Prescott NF														
3	Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF		•	Jul-03	Sep-03			•							
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF														
4	Duck Creek Village	Sec. 332	Dixie NF														
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF		•					•							
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF														
4	Recap Density Management	Sec. 332	Dixie NF														
4	Small Wood Utilization and Sustainable Communities	Sec. 332	Boise NF														
4	Warm Ridge Glide	Sec. 338	Boise NF		•	Jul-01		•	•				•		MOU with South Idaho Correctional Institution. Service contract with retained receipts.		
5	Granite Watershed *	n/a	Stanislaus NF		•	(2) Sep-03; Mar-04; (2) Sep-04;			•	•							
5	Grassy Flats	Sec.347	Shasta - Trinity NF														
5	Maidu Stewardship	Sec. 338	Plumas NF		•	Apr-04				•							
5	Pilot Creek	Sec.347	Six Rivers NF		•					•					Contract offered, no bids received.		
6	Antelope Pilot Project	Sec.347	Winema NF		•	Sep-99	Sep-02			•							
6	Baker City Watershed	Sec.347	Wallowa - Whitman NF		•	Dec-99				•							
6	Buck Vegetation Management Project	Sec. 338	Wallowa - Whitman NF		•	Sep-01	Mar-04	•									
6	Foggy Eden	Sec. 332	Siskiyou NF	•						•							
6	Hungry Hunter Ecosystem Restoration Project	Sec. 338	Okanogan NF	•							•						
6	Littlehorn Wild Sheep Habitat Restoration	Sec.347	Colville NF		•	Sep-00	Nov-04			•							
6	McKenzie Stewardship Project	Sec. 332	Willamette NF														
6	Metolius Basin Fuels Mgt. Project	Sec. 332	Deschutes NF	•													
6	Oh Deer Stewardship Project	Sec 338															
6	Siuslaw Basin Rehabilitation Project	Sec. 332	Siuslaw NF		•	Oct-03; Mar-04	Sep-07; Sep-08	•	•	•							
6	Sprinkle Restoration Project	Sec. 338	Wallowa - Whitman NF		•	Jul-03	2006				•			•	Integrated Resources Contract		
6	Upper Glade/Little Applegate	Sec.347	Rogue River NF		•	Feb-03	Jun-03		•	•							
8	Burns Creek Swing Contract Logging	Sec.347	GW - Jefferson NF		•	Jul-01	Mar-02			•							
8	Elk & Bison Prairie Habitat Stewardship	Sec. 338	Land Between the Lakes														
8	First Loblolly Pine Thinning Project	Sec. 332	Francis Marion & Sumter NFs		•	Sep-03, Nov-03, Jan-04, Sep-04	Oct-06	•									
8	Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF		•	Sep-04				•							
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Florida		•			•		•					Phase I is a timber sale, phases II and III are service.		
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Alabama		•	Apr-04 (2), Jul-04	Jun-07 and Sep-09	•	•						Standard timber sales are preferred as long as markets are stable. Service contracts used as multivear.		
8	Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)														
8	Nolichucky-Unaka Stewardship	Sec.347	Cherokee NF	•													
8	RCW Habitat Improvement	Sec. 332	Oconee NF	•													

Region	Project Name	Pilot Initiation	Administrative Unit	Contract Status			Type of Contract/Agreement									
				No Contract Developed	Contract Offered	Contract Awarded	Contract Complete	Timber Sale	Service Contract	Timber Sale w/ Services Included	Service Contract w/ Product Removal Included	IRSC - Tree Measurement after Harvest	IRSC - Measurement after Harvest	Agreement	Other	Additional Notes
8	Sand Mountain Contract Logging Services	Sec. 332	NFs in NC (Pisgah)		•	Apr-03 (5)			•							Service contract chosen to better select a contractor based on skills/training and not price.
8	Southern Pine Beetle Supression Project	Sec. 338	Francis Marion & Sumter NFs	•												No stewardship contracts offered or awarded, SPB population collapsed.
8	Wayah Contract Logging Stewardship Project	Sec.347	NFS in NC		•	Sep-02	Sep-03		•							Service contract chosen to allow the FS to assume risk in product merchandizing and assist in self-directing harvesting activities.
9	Fernow Experimental Forest Stewardship Project	Sec. 338	Monongahela NF		•	Oct-02	May-04	•								Timber sale chosen due to legal requirements and guidance from the WO.
9	Forest Discovery Trail	Sec.347	White Mountain		•	Aug-00	Nov-01							•		Construction contract w/ timber sale.
9	Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF		•	Apr-04	May-04	•	•							Three contracts awarded to retain receipts, one is already complete. Two planting contracts have been awarded and completed.
9	North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF													
9	Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF	•												Timber sale chosen because contractor will have required equipment, thereby reducing cost. Work provided can be an appraisal allowance in the timber sale contract, eliminating need for separate contract.
9	White River Riparian Buffer	Sec. 338	Green Mountain NF	•												
								N=44								

 Report not filed
 Indicates no answer furnished
 Project cancelled
 Not applicable due to project phase

Contractor Selection: Page 1 of 4

APPENDIX F: Funding Overview

	Report not filed		Indicates no answer furnished
	Project cancelled		Rolled into programmatic monitoring

Region	Project Name	Pilot Initiation	Administrative Unit	Total Funding since Project Start						Additional Notes
				Forest Service Approps.	Appraised Value of products exchanged for Services	Receipts Retained	Cooperator Contribution	Other	Total	
1	Alice Cr/Nev- Dalton	Sec. 338	Helena NF							
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF							
1	Butte South	Sec.332	Beaverhead/Deerlodge NF							
1	Clancy-Unionville Project	Sec. 332	Helena NF							
1	Clearwater Stewardship	Sec.347	Lolo NF		\$793,177	\$114,000	\$107,345		\$1,014,522	Donated services (\$107,345).
1	Condon Fuels Project	Sec. 332	Flathead NF	\$3,695	\$2,729		\$9,968		\$16,392	Cooperator in-kind (\$800), in-cash (\$3,080).
1	Dry Fork Project	Sec. 332	Lewis & Clark NF				\$4,000		\$4,000	Central MT foundation for fish viewing platform.
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF	\$86,600	\$42,225		\$2,900	\$4,000	\$135,725	Grant from Central MT Foundation (\$4,000). Donated services (\$2,900).
1	Frenchtown Face	Sec. 332	Lolo NF							
1	Game Range	Sec. 338	Lolo NF							
1	Iron Honey	Sec. 338	Idaho Panhandle NF							
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF	\$2,500	\$114,393				\$116,893	
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF		\$497,422	\$531,695			\$1,029,117	
1	Main Boulder Project	Sec. 332	Gallatin NF							
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF	\$1,250,000			\$60,000		\$1,310,000	Nez Perce Tribe in-cash (\$15,000). Donated services of Stewards meetings (\$48,000).
1	North Elkhorns	Sec. 332	Helena NF							
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF							
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF	\$332,000		\$458,190	\$12,000		\$802,190	Donated services (\$12,000).
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF	\$591,450	\$645,803	\$344,404	\$71,000		\$1,652,657	Donated services (\$71,000).
1	Red River Watershed Project	Sec. 332	Nez Perce NF							
1	Sheafman Restoration	Sec. 338	Bitterroot NF							
1	Three Mile Restoration Project	Sec.347	Custer NF							
1	Tobacco Roads	Sec. 338	Beaverhead/Deerlodge NF							
1	Treasure Interface	Sec. 338	Kootenai NF	\$136,000	\$169,000	\$168,200			\$473,200	
1	West Glacier Fuels Project	Sec. 332	Flathead NF							
1	Westface	Sec. 338	Beaverhead/Deerlodge NF	\$251,000	\$91,373	\$125,509			\$467,882	
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF	\$103,320	\$177,088	\$113,157			\$393,565	
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF	\$148,200	\$16,656			\$7,000	\$171,856	Funding provided by Four Corners Sustainable Forests Partnership.
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF							
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF	\$339,100					\$339,100	
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF	\$242,000	\$35,220				\$277,220	
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF	\$105,000	\$1,690		\$22,800		\$129,490	Donated services (\$22,800).

Region	Project Name	Pilot Initiation	Administrative Unit	Total Funding since Project Start						Additional Notes
				Forest Service Approps.	Appraised Value of products exchanged for Services	Receipts Retained	Cooperator Contribution	Other	Total	
2	Upper Blue Stewardship	Sec.347	White River NF							
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF	\$7,500,000			\$140,000		\$7,640,000	Donated services (\$40,000). Cash contributions (\$100,000).
2	Winiger Ridge	Sec.347	Arapaho-Roosevelt NF	\$2,550,428			\$311,500		\$2,861,928	Cash contributions (\$249,200). Donated services (\$62,300).
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF	\$52,000	\$4,938					
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF							
3	Grand Canyon Stewardship Project	Sec.347	Coconino NF	\$3,015,815	\$1,115,894	\$8,000	\$579,000	\$500,000	\$5,218,709	Cash contributions (\$247,000). Donated services (\$332,000). Appropriations through BLM to NAU (\$500,000).
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF							
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF	\$233,600	\$5,240	\$4,740			\$243,580	
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF	\$518,550	\$26,000		\$94,000		\$638,550	
3	Schoolhouse Thinning	Sec. 338	Prescott NF							
3	Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF	\$15,162					\$15,162	
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF							
4	Duck Creek Village	Sec. 332	Dixie NF							
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF	\$1,000,000						
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF							
4	Recap Density Management	Sec. 332	Dixie NF							
4	Small Wood Utilization and Sustainable Communities	Sec. 332	Boise NF							
4	Warm Ridge Glide	Sec. 338	Boise NF	\$146,400	\$106,245	\$519,800		\$85,000	\$857,445	BLM appropriations.
5	Granite Watershed *	n/a	Stanislaus NF	\$1,045,203	\$0	\$0	\$0		\$1,045,203	Funds from NFCC (Haz Fuels), NFWV (Veg Mgt), RTRT (Reforestation Trust), and Coop (ORV Grant Funding).
5	Grassy Flats	Sec.347	Shasta - Trinity NF							
5	Maidu Stewardship	Sec. 338	Plumas NF	\$500,000	\$2,090	\$2,090	\$7,500	\$157,540	\$669,220	Timber receipts paid to contractor, RAC funding (Cycle 1, no. 1-19), in-kind services.
5	Pilot Creek	Sec.347	Six Rivers NF							
6	Antelope Pilot Project	Sec.347	Winema NF	\$41,282	\$83,126		\$5,000		\$129,408	Cooperator contributions from donated services.
6	Baker City Watershed	Sec.347	Wallowa - Whitman NF	\$1,813,056	\$585,000		\$5,000	\$28,800	\$2,431,856	PNW lab monitoring costs.
6	Buck Vegetation Management Project	Sec. 338	Wallowa - Whitman NF		\$248,014	\$154,923			\$402,937	
6	Foggy Eden	Sec. 332	Siskiyou NF	\$218,840			\$400		\$219,240	
6	Hungry Hunter Ecosystem Restoration Project	Sec. 338	Okanogan NF	\$300,000						
6	Littlehorn Wild Sheep Habitat Restoration	Sec.347	Colville NF	\$139,539	\$161,882				\$301,421	
6	McKenzie Stewardship Project	Sec. 332	Willamette NF							

Region	Project Name	Pilot Initiation	Administrative Unit	Total Funding since Project Start						Additional Notes
				Forest Service Approps.	Appraised Value of products exchanged for Services	Receipts Retained	Cooperator Contribution	Other	Total	
6	Metolius Basin Fuels Mgt. Project	Sec. 332	Deschutes NF	\$565,000					\$565,000	Appropriated funds from WFHF, RTRT, NEVW, NFTM.
6	Oh Deer Stewardshp Project	Sec 338								
6	Siuslaw Basin Rehabilitation Project	Sec. 332	Siuslaw NF	\$206,000	\$2,849,654	\$1,322,376			\$4,378,030	
6	Sprinkle Restoration Project	Sec. 338	Wallowa - Whitman NF	\$391,587	\$378,916	\$63,240		\$69,561	\$903,304	
6	Upper Glade/Little Applegate	Sec.347	Rogue River NF	\$839,350			\$130,000		\$969,350	
8	Burns Creek Swing Contract Logging	Sec.347	GW - Jefferson NF	\$160,000	\$22,740	\$69,000	\$5,070		\$256,810	
8	Elk & Bison Prarie Habitat Stewardship	Sec. 338	Land Between the Lakes							
8	First Loblolly Pine Thinning Project	Sec. 332	Francis Marion & Sumter NFs	\$364,000					\$364,000	
8	Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF	\$13,150	\$59,534					
8	Longleaf Ecosytem Restoration Project	Sec. 338	NFs in Florida	\$0	\$0	\$0	\$0	\$0	\$0	
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Alabama	\$306,753		\$210,216	\$5,000		\$521,969	American Forests (Global Releaf) has contributed \$5,000 thusfar.
8	Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)							
8	Nolichucky-Unaka Stewardship	Sec.347	Cherokee NF	\$69,000			\$22,500		\$91,500	Appropriations come from mixed job codes.
8	RCW Habitat Improvement	Sec. 332	Oconee NF							
8	Sand Mountain Contract Logging Services	Sec. 332	NFs in NC (Pisgah)			\$125,000	\$10,000		\$135,000	Receipts from Burns Creek and Wayah pilots.
8	Southern Pine Beetle Supression Project	Sec. 338	Francis Marion & Sumter NFs	\$15,350					\$15,350	
8	Wayah Contract Logging Stewardship Project	Sec.347	NFS in NC	\$22,300		\$91,804			\$114,104	Relayed receipts to Sand Mtn Project
9	Fernow Experimental Forest Stewardship Project	Sec. 338	Monongahela NF			\$217,645		\$427,319	\$644,964	Other are timber sale receipts.
9	Forest Discovery Trail	Sec.347	White Mountain	\$63,000	\$570		\$55,000		\$118,570	
9	Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF	\$11,700		\$206,385		\$31,500	\$249,585	Other are K-V funds.
9	North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF							
9	Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF	\$1,000					\$1,000	
9	White River Riparian Buffer	Sec. 338	Green Mountain NF							

 Report not filed
 Indicates no answer furnished
 Project cancelled
 Rolled into programmatic monitoring

Costs- Page 1 of 1

APPENDIX H : Planned Activities and Accomplishments

Report not filed

Project cancelledIndicates no answer furnished

•Planned activity

Region	Project Name	Pilot Initiation	Administrative Unit	Activities																					
				Roads						Aquatic Habitat				Terrestrial Habitat						Fire and Fuels				Other	
				Roads closed/ decommissioned (mi)	Roads obliterated (mi)	Roads improved/ maintained (mi)	Temp roads built (mi)	Temp roads obliterated (mi)	Perm roads built (mi)	Streams restored (mi)	Riparian areas restored (ac)	Culverts replaced	Culverts removed	Forage seeding (ac)	Thinning (ac)	Pruning (ac)	Noxious weed treatment (ac)	Invasive species treated (ac)	Insect or disease treatment	Prescribed fire- restoration (ac)	Prescribed fire- regeneration (ac)	Prescribed fire- fuels reduction (ac)	Fuels reduced (tons)		
1	Alice Cr/Nev- Dalton	Sec. 338	Helena NF																						
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF																						
1	Butte South	Sec.332	Beaverhead/Deerlodge NF																						
1	Clancy-Unionville Project	Sec. 332	Helena NF																						
1	Clearwater Stewardship	Sec.347	Lolo NF	10.7	14.1	10.6	1.45	38	0.28	2	0.3	32	56		241		111.1	111.1	81.1	23	23	9400		Motorized trails closed (2.5 mi), SSTs (18). Pullouts created (9). New bridge (1).	
1	Condon Fuels Project	Sec. 332	Flathead NF												7	7					17	233		Interpretative trail with brochure planned.	
1	Dry Fork Project	Sec. 332	Lewis & Clark NF																						
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF	1			0.5		0.5	0.25	10	2	2		139										
1	Frenchtown Face	Sec. 332	Lolo NF																						
1	Game Range	Sec. 338	Lolo NF																2157		2157	26500		Recreational improvements.	
1	Iron Honey	Sec. 338	Idaho Panhandle NF	•	•	•	•	•	•	•	•	•	•		•	•	•	•			•	•	•		
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF	•		•	•	•			•				•		•							Aspen restoration.	
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF	1	1.25	39.6	2	0.5		0.05	2	11	9				35	309					25200		
1	Main Boulder Project	Sec. 332	Gallatin NF																						
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF																						
1	North Elkhorns	Sec. 332	Helena NF																						
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF																						
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF	•		35	•	•					•		62			13 miles		•			6200	Timber removal (18ac), tree planting, erosion site inventory.	
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF		•	30.1	0.6	•			•	11			40	100	475			125	60	•	•	reforestation, trail obliteration, snag creation, fireline construction, handpile, machine pile, recreational improvements	
1	Red River Watershed Project	Sec. 332	Nez Perce NF																						
1	Sheafman Restoration	Sec. 338	Bitterroot NF																						
1	Three Mile Restoration Project	Sec.347	Custer NF																						
1	Tobacco Roads	Sec. 338	Beaverhead/Deerlodge NF																						
1	Treasure Interface	Sec. 338	Kootenai NF			21	0.8	0.8		4	20	4			765			100		100			21500	Drain dip installation, surface water deflectors, bridge repair.	
1	West Glacier Fuels Project	Sec. 332	Flathead NF																						
1	Westface	Sec. 338	Beaverhead/Deerlodge NF	0.6								3			45		100							Recreational improvements, trailhead improvements, fencing, signage.	
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF	4.88		5	1.5	1.5	2.5	0.04	•		20				156						1185	Piling/burning, tree planting, stand exams.	
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF	•		•	•								•						•	•		Forest restoration.	
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF																						
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF								2				601									Boundary treatment (57 ac)	
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF		1	1.5	2.0	1.5							298				536			34			
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF											40			•				4	40	800		
2	Upper Blue Stewardship	Sec.347	White River NF																						
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF	•													•					620		Watershed restoration (8,600 ac).	
2	Winger Ridge	Sec.347	Arapaho-Roosevelt NF		0.2	2.7	0.2					1			1066		235		1066			372			

Region	Project Name	Pilot Initiation	Administrative Unit	Activities																								
				Roads							Aquatic Habitat					Terrestrial Habitat							Fire and Fuels					Other
				Roads closed/ decommissioned (mi)	Roads obliterated (mi)	Roads improved/ maintained (mi)	Temp roads built (mi)	Temp roads obliterated (mi)	Perm roads built (mi)		Streams restored (mi)	Riparian areas restored (ac)	Culverts replaced	Culverts removed		Forage seeding (ac)	Thinning (ac)	Pruning (ac)	Noxious weed treatment (ac)	Invasive species treated (ac)	Insect or disease treatment		Prescribed fire- restoration (ac)	Prescribed fire- regeneration (ac)	Prescribed fire- fuels reduction (ac)	Fuels reduced (tons)		
8	Burns Creek Swing Contract Logging	Sec.347	GW - Jefferson NF				0.1	0.1		2.5																32 acres wildlife shelterwood.		
8	Elk & Bison Prairie Habitat Stewardship	Sec. 338	Land Between the Lakes																									
8	First Loblolly Pine Thinning Project	Sec. 332	Francis Marion & Sumter NFs			35.9						10			40													
8	Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF			•			•					•	•											Vernal pool establishment, woodland pond establishment, shelterwood, interpretive signs.		
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Flordia		•										•		•									Group selection, reforestation, trash cleanup, cavity inserts, mechanical site prep.		
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Alabama				5	5								1885				1083	395					Steawrdship contract improvements (538 ac)		
8	Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)																									
8	Nolichucky-Unaka Stewardship	Sec.347	Cherokee NF	•		•								•		•				•						Clearing existing trees.		
8	RCW Habitat Improvement	Sec. 332	Oconee NF			•	•					•			•		•		•		•					Gully restoration, reforestation, hunting camp rehab, wildlife openings, wildlife viewing area creation, cavity inserts for RCW.		
8	Sand Mountain Contract Logging Services	Sec. 332	NFs in NC (Pisgah)			•	•											•	•							Reforestation, shelterwood, parking lot construction, construction of wildlife fields.		
8	Southern Pine Beetle Supression Project	Sec. 338	Francis Marion & Sumter NFs																55									
8	Wayah Contract Logging Stewardship Project	Sec.347	NFs in NC			0.1									1											Shelterwood (12.5 ac), bat pond construction.		
9	Fernow Experimental Forest Stewardship Project	Sec. 338	Monongahela NF			11.5	0.1	•				30		3	197			2			47					Placement of silt fences, tree removal		
9	Forest Discovery Trail	Sec.347	White Mountain			1.5			0.1					1												Other logging activities (10ac)		
9	Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF												793											Reforestation (393 ac)		
9	North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF																									
9	Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF			1.3			0.3																	Recreational trail establishment (1.6 mi)		
9	White River Riparian Buffer	Sec. 338	Green Mountain NF								•							•										

APPENDIX I : Material Removed

	Report not filed		Indicates no answer furnished
	Project cancelled		Rolled into programmatic monitoring

Region	Project Name	Pilot Initiation	Administrative Unit	Sawlogs						Product other than Log						Other (firewood, post/poles, etc.)					
				Appraised volume (ccf)	Removed in FY2004 (ccf)	Removed to date (ccf)	Appraised Value	Removed in FY2004 (value)	Removed to date (value)	Appraised volume (tons)	Removed in FY2004 (tons)	Removed to date (tons)	Appraised Value	Removed in FY2004 (value)	Removed to date (value)	Appraised volume (tons)	Removed in FY2004 (tons)	Removed to date (tons)	Appraised Value	Removed in FY2003 (value)	Removed to date (value)
1	Alice Cr/Neve- Dalton	Sec. 338	Helena NF																		
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF																		
1	Butte South	Sec.332	Beaverhead/Deerlodge NF																		
1	Clancy-Unionville Project	Sec. 332	Helena NF																		
1	Clearwater Stewardship	Sec.347	Lolo NF	9509	0	9446	\$899,763		\$899,763	1168		1140	\$36,195		\$36,195						
1	Condon Fuels Project	Sec. 332	Flathead NF	51	54	54	\$2,268	\$2,720	\$2,720	36	37.5	37.5	\$10	\$10	\$10	15	15	15	0	0	0
1	Dry Fork Project	Sec. 332	Lewis & Clark NF																		
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF	1230	50	1230	\$37,375	\$2,450	\$37,375	813	582	813	\$2,850	\$3,880	\$4,850						
1	Frenchtown Face	Sec. 332	Lolo NF																		
1	Game Range	Sec. 338	Lolo NF	8833	0	0	\$261,000														
1	Iron Honey	Sec. 338	Idaho Panhandle NF	22800	0	0															
1	Jadith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF	2216	0	0	\$112,999			82			\$1,394								
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF	3676		5165				1325		1354									
1	Main Boulder Project	Sec. 332	Gallatin NF																		
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF	1361	0	0	\$98,756	\$0	\$0												
1	North Elkhorns	Sec. 332	Helena NF																		
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF																		
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF	4252	1356	8569	\$694,970	\$0	\$248,154	200		220	\$500	\$0	\$551	1424	0	1424	\$0	\$0	\$0
1	Priest Pond Oreille Land Stewardship	Sec. 347	Idaho Panhandle NF	13093	2917	5722	\$969,381	\$215,950	\$423,682	4478	7778	8814	\$110,517	\$191,961	\$217,529	4819	2917	4133	\$1,205	\$729	\$1,337
1	Red River Watershed Project	Sec. 332	Nez Perce NF																		
1	Shadman Restoration	Sec. 338	Bitterroot NF																		
1	Three Mile Restoration Project	Sec.347	Custer NF																		
1	Tobacco Roots	Sec. 338	Beaverhead/Deerlodge NF																		
1	Treasure Interface	Sec. 338	Kootenai NF	3880	1607	5396	\$159,002	\$65,841	\$221,128	1980	455	1955	\$1,168	\$268	\$1,153	406	308	534	\$4,872	\$3,696	\$6,291
1	West Glacier Fuels Project	Sec. 332	Flathead NF																		
1	Westface	Sec. 338	Beaverhead/Deerlodge NF	3916	1598	1728	\$160,360	\$65,027	\$70,360	3521	1431	1548	\$44,376	\$19,418	\$21,006						
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF	2876	2150	3243	\$156,235	\$116,810	\$176,192	1784	156	367	\$32,308	\$2,825	\$6,646						
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF	2,776	0	0	\$16,656									131			786		
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF																		
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF		500	500	89947	8120	8120												
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF	3146	20	180				3291	30	2178									
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF	23	20	20	\$1,679	\$1,460	\$1,460	2	7	7	\$70	\$70	\$70						
2	Upper Blue Stewardship	Sec.347	White River NF																		
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF	8265	918	918															
2	Wingier Ridge	Sec.347	Arapaho-Roosevelt NF								1444	1444		\$11,970	\$11,970						
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF																		
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF																		
3	Grand Canyon Stewardship Project	Sec.347	Cocconino NF	17800	5,954	18617				12000	6282	18735						900			
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF																		
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF	524	474	524	\$5,240	\$4,740	\$5,240	2028	1674	2028	\$676								
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF	853	225	725	\$26,000	\$6,858	\$22,100	721	110	540	\$526								
3	Schoolhouse Thinning	Sec. 338	Prescott NF																		
3	Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF	83	83	83	\$602	\$602	\$602												
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF																		
4	Duck Creek Village	Sec. 332	Dixie NF																		
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF																		
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF																		
4	Recap Density Management	Sec. 332	Dixie NF																		
4	Small Wood Utilization and Sustainable Community	Sec. 332	Boise NF																		
4	Warm Ridge Glide	Sec. 338	Boise NF	12,493.00	9385	12,997	\$300,830	\$484,577	\$547,172	2640	660	840	\$8,800	\$6,235	\$7,885						
5	Granite Watershed *	n/a	Stanislaus NF																		

Report not filed
Project cancelled

Indicates no answer furnished
Rolled into programmatic monitoring

Region	Project Name	Pilot Initiation	Administrative Unit	Sawlogs						Product other than Log						Other (firewood, post/poles, etc.)					
				Appraised volume (ccf)	Removed in FY2004 (ccf)	Removed to date (ccf)	Appraised Value	Removed in FY2004 (value)	Removed to date (value)	Appraised volume (tons)	Removed in FY2004 (tons)	Removed to date (tons)	Appraised Value	Removed in FY2004 (value)	Removed to date (value)	Appraised volume (tons)	Removed in FY2004 (tons)	Removed to date (tons)	Appraised Value	Removed in FY2004 (value)	Removed to date (value)
5	Grassy Flats	Sec.347	Shasta - Trinity NF																		
5	Maidu Stewardship	Sec. 338	Plumas NF	182.00	182	182	\$18,081	\$2,090	\$2,090	432	432	432	\$50	\$50	\$50						
5	Pilot Creek	Sec.347	Six Rivers NF	800.00																	
6	Antelope Pilot Project	Sec. 347	Winema NF	2,880.00		3,101	\$78,030		\$78,030	209		10191	\$5,095		\$5,095						
6	Baker City Watershed	Sec.347	Wallowa - Whitman NF			2,400		\$585,000				2000			0			450			1500
6	Buck Vegetation Management Project	Sec. 338	Wallowa - Whitman NF	7,418.00	905	7,339	\$248,014	\$30,267	\$245,355									1600			
6	Foggy Eden	Sec. 332	Siskiyou NF																		
6	Hungry Hunter Ecosystem Restoration Project	Sec. 338	Okanogan NF	14.60	0	0				4.2	0	0									
6	Littlehorn Wild Sheep Habitat Restoration	Sec.347	Colville NF	831.00		829	\$108,191		\$161,881			15									
6	McKenzie Stewardship Project	Sec. 332	Willamette NF																		
6	Metolius Basin Fuels Mgt. Project	Sec. 332	Deschutes NF																		
6	Oh Deer Stewardship Project	Sec. 338	Okanogan & Wenatchee NFs																		
6	Siuslaw Basin Rehabilitation Project	Sec. 332	Siuslaw NF	27,682.00	6,650.00	17,334.00	\$3,118,464	\$679,910	\$1,479,620												
6	Sprinkle Restoration Project	Sec. 338	Wallowa - Whitman NF	10,413.00	860	989	\$668,308	\$62,793	\$62,793		2034	6102		\$448	\$448						
6	Upper Glade/Little Applegate	Sec.347	Rogue River NF									36	\$960					904 poles	904 poles		
8	Burns Creek Swing Contract Logging	Sec.347	GW - Jefferson NF	388.00	388	388	\$69,000			1,218.00	1218	1218	\$22,740								
8	Elk & Bison Prairie Habitat Stewardship	Sec. 338	Land Between the Lakes																		
8	First Loblolly Pine Thinning Project	Sec. 332	Francis Marion & Sumter NFs	3,788.00	363	363	\$76,681	12,384.00	\$12,384	84,584.00	4465	4465	\$323,550	\$22,368	\$22,368						
8	Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF	774			\$32,904														
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Alabama	2,559	88	1,879	\$329,385	11,880	\$184,045	18,273	87	3876	\$61,454	\$334	\$63,942						
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Florida	1,499			\$127,715			13,866			\$27,732								
8	Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)																		
8	Nolichucky-Unaka Stewardship	Sec.347	Cherokee NF																		
8	RCW Habitat Improvement	Sec. 332	Oconee NF	10,410			\$1,249,200			21,000			\$50,400								
8	Sand Mountain Contract Logging Services	Sec. 332	NFs in NC (Pisgah)	735	79	79	\$64,000	\$7,956	\$7,956	612	170	170	\$12,240	\$3,558	\$3,558						
8	Southern Pine Beetle Supression Project	Sec. 338	Francis Marion & Sumter NFs	355	0	355	\$17,620	\$4	\$17,624	3159	2.04	3159	\$10,758	\$7	\$10,765						
8	Wayah Contract Logging Stewardship Project	Sec.347	NFS in NC	411	476	476	\$55,000	\$80,839	\$80,839	595	578	578	\$12,000	\$10,901	\$10,901	6	6	6	\$65	\$65	\$65
9	Fernow Experimental Forest Stewardship Project	Sec. 338	Monongahela NF		914	775 MBF					194.4	337.8									
9	Forest Discovery Trail	Sec.347	White Mountain	80		80	\$425		\$425	435.00		435.00	\$145		\$145						
9	Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF	16,658	8,300	13,300	\$506,812	253,500.00	\$405,500												
9	North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF																		
9	Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF																		
9	White River Riparian Buffer	Sec. 338	Green Mountain NF																		

APPENDIX J: COOPERATOR INVOLVEMENT

	Report not filed		Indicates no answer furnished
	Project cancelled		Rolled into programmatic monitoring

Region	Project Name	Pilot Initiation	Administrative Unit	Monitoring Team	Cooperators												Example Cooperators
				Date Formed	Federal Agencies	State Agencies	Municipal Agencies	Tribal Governments	Universities/Schools	Conservation Groups	Community-based Groups	Commodity Interests/Groups	Sport/Recreation Groups	Wildlife Groups	Community Member	Other	
1	Alice Cr/Nev- Dalton	Sec. 338	Helena NF														
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF														
1	Butte South	Sec.332	Beaverhead/Deerlodge NF														
1	Clancy-Unionville Project	Sec. 332	Helena NF														
1	Clearwater Stewardship	Sec.347	Lolo NF	Jun-01							•		•		•	•	National Wildlife Federation, National Forest Foundation, Trout Unlimited, Univ. MT Forestry School, Boy Scouts
1	Condon Fuels Project	Sec. 332	Flathead NF	Jan-03	•	•				•	•	•			•	•	Swan Ecosystem Center, Flathead Audubon, Montana Wilderness Association, Montana Logging Association.
1	Dry Fork Project	Sec. 332	Lewis & Clark NF														
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF	Aug-01		•					•	•	•		•	•	Great Falls Trailbike Riders, Judith River Sawmills, Contractors, Community members, Montana Dept. Fish, Wildlife & Parks
1	Frenchtown Face	Sec. 332	Lolo NF														
1	Game Range	Sec. 338	Lolo NF	Aug-03		•				•	•				•		Montana DNRC, Montana Wilderness Assoc., local landowners, local fire departments.
1	Iron Honey	Sec. 338	Idaho Panhandle NF	Jul-02	•	•	•			•		•	•	•			County representatives, Soil Conservation Districts, RC&D, Intermountain Forest Association, recreation industry, Nature Conservancy.
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF	Apr-02											•	•	Community member, newspaper representatives.
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF		•				•	•		•			•		University of Montana, Soil Conservation District, Sierra Club, Tri-Con Timber, local citizen, subcontractors.
1	Main Boulder Project	Sec. 332	Gallatin NF														
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF	Dec-03	•	•		•			•				•		Local landowners, Steawrds of the Nez Perce, Idaho Fish and Game, NOAA-fisheries, Nez Perce Tribe.
1	North Elkhorns	Sec. 332	Helena NF														
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF														
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF	Aug-01							•	•			•		Community members, Plum Creek, FEPC, FFP, Montana Logging Association, Flathead Common Ground
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF	Oct-01		•	•			•	•	•	•		•	•	Community members, Forest Community Connection, Chambers of Commerce, Priest River Development Corporation, timber industry, environmental interests.
1	Red River Watershed Project	Sec. 332	Nez Perce NF														
1	Sheafman Restoration	Sec. 338	Bitterroot NF														
1	Three Mile Restoration Project	Sec.347	Custer NF														
1	Tobacco Roots	Sec. 338	Beaverhead/Deerlodge NF														
1	Treasure Interface	Sec. 338	Kootenai NF	Mar-01	•						•	•			•		Community members, RC&D, SAF, contractors, RAC, other federal agencies, local landowners.
1	West Glacier Fuels Project	Sec. 332	Flathead NF														
1	Westface	Sec. 338	Beaverhead/Deerlodge NF	Mar-02			•		•	•	•	•			•		Summit Log Products, county commissioners, watershed committees, Wilke Brothers Logging, county economic development committees, local business owners, high school principal, Rowe Excavation, wood product manufacturer.
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF	Mar-03						•	•				•		Community members (Yaak Stewardship Steering Committee), Yaak Valley Forest Council.
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF	May-99	•	•	•			•	•				•		Community members, San Juan Citizen Alliance, Colorado State Forest Service, Montezuma County, Four Corners Sustainable Forests Partnership.
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF														
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF														
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF	Aug-01	•	•							•		•		Colorado State FS, Colorado State University, community members, Rocky Mountain Research Station (USFS)
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF	1999		•	•		•	•					•		San Juan Citizens Alliance, community members, Colorado State Forest Service, Montezuma County
2	Upper Blue Stewardship	Sec.347	White River NF														
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF	Apr-00	•	•					•		•		•		Colorado State Forest Service, Denver Water, USFWS, Coalition for the Upper South Platte, Trout Unlimited.

Region	Project Name	Pilot Initiation	Administrative Unit	Monitoring Team	Cooperators											Example Cooperators	
				Date Formed	Federal Agencies	State Agencies	Municipal Agencies	Tribal Governments	Universities/Schools	Conservation Groups	Community-based Groups	Commodity Interests/Groups	Sport/Recreation Groups	Wildlife Groups	Community Member	Other	
2	Winiger Ridge	Sec.347	Arapaho-Roosevelt NF	Mar-01		•				•	•				•		Colorado State Forest Service, Forest Watch Campaign, PUMA Neighborhood Group, Wilderness Society, University of Colorado, USFS.
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF	•		•				•		•					Contractor, White Mountain Conservation League, AZ Game and Fish Department.
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF														
3	Grand Canyon Stewardship Project	Sec.347	Coconino NF	Oct-00	•	•	•		•	•		•			•		Arizona Public Services, Arizona G&F, Arizona State Land Dept., City of Flagstaff, Coconino County, Coconino NRCDD, N. Arizona Conservation Corps, Cocopai RC&D, Ecological Restoration Institute, Flagstaff Chamber of Commerce, Flagstaff Native Plant and Seed, Grand Canyon Trust, Highlands Fire Department, Indigenous Community Enterprises, N. Arizona University, Perkins Timber Harvesting, Practical Mycology, SAF, TNC, USFWS.
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF														
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF	Aug-03			•			•	•				•		Volunteer fire departments, Habitat Partnership Committee, local residents.
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF	Aug-03			•			•	•						Volunteer fire departments, Habitat Partnership Committee, local residents.
3	Schoolhouse Thinning	Sec. 338	Prescott NF														
3	Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF	Dec-01				•		•	•					•	Four Corners Sustainable Initiative, Community of Zuni, Pueblo of Zuni, SW Community Forestry Center, A shiwi A-Wan.
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF														
4	Duck Creek Village	Sec. 332	Dixie NF														
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF		•	•	•		•	•	•	•		•			Six County Association of Governments, County Commissions, Siz County Economic Development Council, Confluence, S. Utah Forest Products Associ, Stoltze Aspen Mills, UT DWR, UT DoF, Sevier County Wildlife Federation, Farm Bureau Federation, Rocky Moutain Elk Foundation, Mule Deer Foundation, Utah State Univ.
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF														
4	Recap Density Management	Sec. 332	Dixie NF														
4	Small Wood Utilization and Sustainable Communities	Sec. 332	Boise NF														
4	Warm Ridge Glide	Sec. 338	Boise NF	Aug-02	•					•					•		Community members, Idaho Conservation League, BLM.
5	Granite Watershed *	n/a	Stanislaus NF	Feb-02			•	•	•	•		•			•		Me-Wuk representative, University of California (FPL), Environ. Resource Center, Sierra Pacific Industries, Tuolumne County Supervisor, community members.
5	Grassy Flats	Sec.347	Shasta - Trinity NF														
5	Maidu Stewardship	Sec. 338	Plumas NF	2001	•			•	•		•						USFS, NRCS, UC Berkeley Ext., NASU, Feather River College, United Maidu Nation, Susanville Rancheria, Greenville Rancheria, Plumas County Indians, Inc., Roundhouse Council IEC, Stivers Indian Cemetery Associ, Tasmam Koyom Cultural Fdcn., Forest Community Research.
5	Pilot Creek	Sec.347	Six Rivers NF							•	•	•					Humboldt Recreation Alliance.local businesses
6	Antelope Pilot Project	Sec.347	Winema NF	Mar-98						•	•						Concerned Friends of the Winema, local contractor
6	Baker City Watershed	Sec.347	Wallowa - Whitman NF	1990	•		•				•					•	City of Baker City, Baker City Watershed Committee, PNW Seattle
6	Buck Vegetation Management Project	Sec. 338	Wallowa - Whitman NF	2004	•	•	•			•	•	•					Wallowa County NRAC, USFS, Oregon Dept. of Forestry, Hells Canyon Preservation Council, Wallowa Resources
6	Foggy Eden	Sec. 332	Siskiyou NF	Jun-03	•	•		•	•		•	•		•			Powers School District, Powers Action Team, local businesses, Coquille Tribe, USFWS, Oregon State University, OR DFW, Coos Regional Trails Partnership (equestrian), Rocky Mountain Elk Foundation, Klamath Bird Observatory, Wild Fish of OR, Coos County RAC, Coos Bay Districts BLM.

Region	Project Name	Pilot Initiation	Administrative Unit	Monitoring Team	Cooperators											Example Cooperators	
				Date Formed	Federal Agencies	State Agencies	Municipal Agencies	Tribal Governments	Universities/Schools	Conservation Groups	Community-based Groups	Commodity Interests/Groups	Sport/Recreation Groups	Wildlife Groups	Community Member	Other	
6	Hungry Hunter Ecosystem Restoration Project	Sec. 338	Okanogan NF	Jun-01	•	•		•		•	•	•			•		Partnership for a Sustainable Methow, USFWS, Yakama Nation, Meathow Forest Watch, Weyerhaeuser Company, Longview Fibre, Okanogan Communities Development Council, NW Ecosystem Alliance.
6	Littlehorn Wild Sheep Habitat Restoration	Sec.347	Colville NF				•			•		•				•	Logging contractor, Kettle Range Conservation Group, Ferry County Noxious Weed Control Board, Ferry County Natural Resource Board, planting and tree thinning contractor.
6	McKenzie Stewardship Project	Sec. 332	Willamette NF														
6	Metolius Basin Fuels Mgt. Project	Sec. 332	Deschutes NF	Apr-03	•	•		•		•	•	•			•		Northwest Forest Plan PAC, Clean Air Committee, Warm Springs Forest Products Industries, Friends of the Metolius, Blue Mtn. Biodiversity Project, Confederated Tribes of Warm Springs, TNC, local community members.
6	Oh Deer Stewardship Project	Sec 338															
6	Siuslaw Basin Rehabilitation Project	Sec. 332	Siuslaw NF	Sep-02	•	•	•			•	•	•			•		Siuslaw Watershed council, City of Florence, Siuslaw Soil and Water Conservation District, OR NRC, Siuslaw Institute, Cascade Pacific RC&D, Watershed Research and Training Center.
6	Sprinkle Restoration Project	Sec. 338	Wallowa - Whitman NF	Mar-02	•	•	•	•		•	•	•			•		OR Department of Forestry, Confederated Tribes of the Umatilla, Hells Canyon Preservation Council, Boise Forest Products, community members, OR DRW, NMFS, Union County Commissioner.
6	Upper Glade/Little Applegate	Sec.347	Rogue River NF	May-02							•	•			•		Community members, Applegate River Watershed Council, Local Woods contractor.
8	Burns Creek Swing Contract Logging	Sec.347	GW - Jefferson NF	Jan-01	•	•			•	•							Virginia Department of Forestry, Virginia Tech, The Nature Conservancy
8	Elk & Bison Prairie Habitat Stewardship	Sec. 338	Land Between the Lakes														
8	First Loblolly Pine Thinning Project	Sec. 332	Francis Marion & Sumter NFs														
8	Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF	Feb-03		•			•	•					•		The Nature Conservancy, KY Dept Fish and Wildlife, KY Dept of Forestry, community members, University of Kentucky.
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Florida	Jul-03			•		•	•	•	•					The Nature Conservancy, Florida State University, FL Forestry Assoc., Liberty County Commission, Liberty County Chamber of Commerce.
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Alabama	Feb-02		•				•		•				•	Alabama Dept.of Wildlife and Fisheries, Wildlaw, Longleaf Alliance, Gulf Coastal Plain Ecosystem Partnership.
8	Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)														
8	Nolichucky-Unaka Stewardship	Sec.347	Cherokee NF			•							•	•			Ruffed Grouse Society, National Wild Turkey Federation, Tennessee Wildlife Resources Agency, Backcountry Horseman, Buckmasters
8	RCW Habitat Improvement	Sec. 332	Oconee NF	Sep-02	•	•				•	•			•			Georgia Forest Watch, Nature Conservancy, USFWS, Georgia Dept. of NR, Quail Unlimited, Nat. Wild Turkey Federation
8	Sand Mountain Contract Logging Services	Sec. 332	NFs in NC (Pisgah)								•			•		•	Ruffed Grouse Society, SAMUC, and SFS (research).
8	Southern Pine Beetle Supression Project	Sec. 338	Francis Marion & Sumter NFs														
8	Wayah Contract Logging Stewardship Project	Sec.347	NFS in NC	Apr-02							•			•		•	Southern Forest Station (research), Ruffed Grouse Society, Souther Appalachian Multiple Use Council
9	Fernow Experimental Forest Stewardship Project	Sec. 338	Monongahela NF	Apr-01			•					•					Mead-Westvaco, Wood Products and Global Hardwoods, Tucker County Commission, various USFS offices
9	Forest Discovery Trail	Sec.347	White Mountain	Jan-02	•	•			•	•		•	•			•	American Forest Foundation, Northland Forest Products, various foundations, Hull Forest Products, Conway Scenic Railroad, American Forest & Paper Association, Monadnock Paper Mill, HHP Inc., Tubbs Snowshoe Company, Bear Paw Lumber, Holt & Bugbee Co., Northeastern Lumber, Hancock Timber Resources, Fisher Scientific, North Country RC&D, University of NH
9	Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF	Aug-02	•	•									•	•	USFWS, MI DNR, Bahamas Dept of Agri., community volunteers
9	North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF														
9	Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF	Aug-02		•					•		•				Michigan DNR, Gogebic Area Chamber of Commerce
9	White River Riparian Buffer	Sec. 338	Green Mountain NF		•					•							National Wildlife Federation, White River Partnership, NRCS, USFWS.

APPENDIX K: COOPERATOR CONTRIBUTIONS AND OUTREACH ACTIVITIES

Indicates not answered in report														
Reflected into programmatic monitoring														
Limited Involvement														
Active/Strong Involvement														
Region	Project Name	Pilot Initiative	Administrative Unit	Cooperator Contributions										Outreach
				Public Outreach/Outreach Activities	Public Design Reviews	Public Meetings	Public Consultations	Public Education	Public Training	Public Information	Public Meetings	Public Education	Public Training	
				Public Outreach/Outreach Activities	Public Design Reviews	Public Meetings	Public Consultations	Public Education	Public Training	Public Information	Public Meetings	Public Education	Public Training	Additional Notes
1	Alice Creek-Epilon	Sec 338	Holston NF											
1	Blinnwood Natural Area Restoration	Sec 338	Blinnwood NF											
1	Butte South	Sec 332	Beaverhead/Deerledge NF											
1	Chaco Canyon Site Project	Sec 332	Holston NF											
1	Chamater Stewardship	Sec 347	Lulu NF											Compressed trees
1	Condon Creek Project	Sec 332	Farland NF											
1	Dry Fork Project	Sec 347	Leslie & Clark NF											
1	Dry Wolf Stewardship Project	Sec 347	Leslie & Clark NF											Regional news articles and media visits
1	Frenchtown East	Sec 332	Lulu NF											
1	Game Range	Sec 338	Lulu NF											
1	Gene Jones	Sec 338	Malheur/Parahula NF											
1	Health Vegetation & Range Restoration	Sec 338	Leslie & Clark NF											Regional news articles and media visits
1	Knox-Brink Stewardship Project	Sec 347	Lulu NF											
1	Man Insular Project	Sec 332	Gallatin NF											
1	Meadow Face Stewardship Project	Sec 347	Nev. Price NF											
1	North Elkmore	Sec 332	Holston NF											
1	North Fork Big Game Habitat Restoration	Sec 347	Charwater NF											
1	Plant Lines Stewardship Initiative	Sec 347	Farland NF											Newsprint articles
1	Prison Pond Offsite Land Stewardship	Sec 347	Malheur/Parahula NF											
1	Red River Watershed Project	Sec 332	Nev. Price NF											
1	Shoshone Restoration	Sec 338	Blinnwood NF											
1	Three Mile Restoration Project	Sec 347	Custer NF											
1	Tribune Range	Sec 338	Beaverhead/Deerledge NF											
1	Treasure Interface	Sec 338	Kootenai NF											Newsprint and journal articles
1	West Glacier Park Project	Sec 332	Farland NF											
1	Westgate	Sec 338	Beaverhead/Deerledge NF											Phone calls
1	Yank Community Stewardship Contracting	Sec 347	Kootenai NF											
2	Brayer Meadows Restoration	Sec 347	San Juan/Rio Grande NF											
2	Mc. Evans Collaborative Stewardship	Sec 347	Aspen/Rosevelt NF											
2	Reynolds Park Ten Mile	Sec 338	Medicine Bow-Coat NF											
2	Sevier Mile	Sec 338	Aspen/Rosevelt NF											Website
2	Southwest Ecosystem Stewardship	Sec 347	San Juan/Rio Grande NF											
2	Upper Blue Stewardship	Sec 347	White River NF											
2	Upper South Plate Watershed Project	Sec 338	Pine-San Isabel NF											Forest protection and newspaper articles
2	Winger Ridge	Sec 347	Aspen/Rosevelt NF											International book and website
3	Continued Sandown Watershed Project	Sec 347	Apache - Sitgreaves NF											
3	East Rim Vegetation Mgt. Project	Sec 338	Katahdin NF											
3	Frank Canyon Stewardship Project	Sec 347	Cocoma NF											
3	Geopline Elm Human Utilization Project	Sec 332	Apache - Sitgreaves NF											
3	Monticello House Thinning and Fuel Reduction	Sec 338	Apache - Sitgreaves NF											
3	Brush Box	Sec 338	Apache - Sitgreaves NF											
3	Schlosshouse Thinning	Sec 338	Prescott NF											
3	Zuni-Four Corners Sustainable Forestry Initiative	Sec 338	Cibola NF											
4	Alabama South Fuel Reduction Project	Sec 332	Boone NF											
4	Black Creek Village	Sec 332	Dodge NF											
4	Monticello Mountain Ecosystem Restoration	Sec 347	Fallbrook NF											Open house
4	North Kennedy-Cottonwood Forest Health Project	Sec 347	Boone NF											
4	Reap Density Management	Sec 332	Dodge NF											
4	Small Wood Utilization and Sustainable Commu	Sec 332	Boone NF											
4	Warm Ridge Glade	Sec 338	Boone NF											
5	Granite Watershed	Sec 338	Stamblau NF											
5	Grassy Park	Sec 347	Shasta - Trinity NF											
5	Maidu Stewardship	Sec 338	Plumas NF											
5	Pilot Creek	Sec 347	Six Rivers NF											
6	Antelope Pilot Project	Sec 347	Winema NF											
6	Baker City Watershed	Sec 347	Wallawa - Whitman NF											
6	Black Vegetation Management Project	Sec 338	Wallawa - Whitman NF											
6	Forest Edge	Sec 332	Siskiyou NF											
6	Flungy Hunter Ecosystem Restoration Project	Sec 338	Chugach NF											
6	Indians Wild Sheep Habitat Restoration	Sec 347	Colville NF											
6	McKenzie Stewardship Project	Sec 332	Willamette NF											
6	Medias Basin Fuel Mgt. Project	Sec 332	Deschutes NF											
6	On Deer Stewardship Project	Sec 338	Okanogan & Wenatchee NFs											
6	Shoshone Basin Rehabilitation Project	Sec 332	Shoshone NF											
6	Spirit Lake Restoration Project	Sec 338	Wallawa - Whitman NF											
6	Upper Snake/Elk Site Application	Sec 347	Boone River NF											
8	Burns Creek Swing Contract Logging	Sec 347	GW - Jefferson NF											
8	Elk & Bison Prairie Habitat Stewardship	Sec 338	Land Between the Lakes											
8	First Lady's Pine Thinning Project	Sec 332	Francis Marion & Sumner NFs											
8	Forest Branch Milling Resource Improvement	Sec 332	Forest Branch NF											
8	Longleaf Ecosystem Restoration Project	Sec 338	NF in Alabama											
8	Longleaf Ecosystem Restoration Project	Sec 338	NF in Florida											
8	Medbury Removal in NCW Habitat	Sec 332	NFS in NC (Greenville)											
8	Pollchuckey-Clarks Stewardship	Sec 347	Cherokee NF											
8	RCW Habitat Improvement	Sec 332	Ocoee NF											
8	Seed Mountain Contract Logging Services	Sec 332	NF in NC (Franklin)											
8	Southwest Pine Beetle Suppression Project	Sec 338	Francis Marion & Sumner NFs											
8	Wayah Contract Logging Stewardship Project	Sec 347	NFS in NC											
9	Fernow Experimental Forest Stewardship Project	Sec 338	Monongahela NF											
9	Forest Discovery Trail	Sec 347	White Mountain											
9	Kerrland's Warbler Recovery	Sec 332	Jerome-Monroe NF											
9	North Monongahela Nat. Mtn. Project	Sec 332	Onondaga NF											
9	North Monongahela Trail 13 Route	Sec 332	Onondaga NF											
9	Onondaga River Riparian Trail	Sec 338	Onondaga Mountain NF											

APPENDIX L: Local Employment Enhancement

	Report not filed		Indicates no answer furnished	
	Project cancelled	n/a	Not applicable due to project phase	0.66666667

18

Region	Project Name	Pilot Initiation	Administrative Unit	Bidder Information							Local Employment Enhancement				Additional Notes	
				Local Contractors Given Preference	Used Local Contractor	Define local.	Business size			Business Type	Were subcontracts utilized?	Est. number of people on project	Number of people from local area	Avg. worker days	Avg. hourly wage	
							< 25	25-500	>500							
1	Alice Cr/Nev- Dalton	Sec. 338	Helena NF													
1	Bitterroot Burned Area Restoration	Sec. 338	Bitterroot NF													
1	Butte South	Sec.332	Beaverhead/Deerlodge NF													
1	Clancy-Unionville Project	Sec. 332	Helena NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
1	Clearwater Stewardship	Sec.347	Lolo NF	●	●	Within state of Montana.	●			Forest products.	●	50	50	1100	\$14.50	
1	Condon Fuels Project	Sec. 332	Flathead NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
1	Dry Fork Project	Sec. 332	Lewis & Clark NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
1	Dry Wolf Stewardship Project	Sec.347	Lewis & Clark NF	●	●	Judith Basin County.	●			Logging, post-pole manufacturing.		2	2	150	\$14.00	
1	Frenchtown Face	Sec. 332	Lolo NF													
1	Game Range	Sec. 338	Lolo NF	●	●	In Sanders or Mineral counties.	●			Forest products.	●					
1	Iron Honey	Sec. 338	Idaho Panhandle NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
1	Judith Vegetation & Range Restoration	Sec. 338	Lewis & Clark NF	●	●	Judith Basin County.	●			Logging, post-pole manufacturing.		2	2	200	\$15.00	
1	Knox-Brooks Stewardship Project	Sec.347	Lolo NF	●	●	Sanders or Mineral counties.	●			Forest products.		40	40	40	\$18.50	
1	Main Boulder Project	Sec. 332	Gallatin NF													
1	Meadow Face Stewardship Project	Sec.347	Nez Perce NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
1	North Elkhorns	Sec. 332	Helena NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
1	North Fork Big Game Habitat Restoration	Sec.347	Clearwater NF													
1	Paint Emery Stewardship Demonstration	Sec.347	Flathead NF		●	Within 50 mi of Flathead Valley.	●	●	●	Road construction; wood product manufacturing	●	16	13	450	\$15.00	Information for Service contract and delivered log contract.
1	Priest Pend Oreille Land Stewardship	Sec.347	Idaho Panhandle NF	●	●	Neighboring counties.	●			Non-profit, economic diversification	●	30	2	12500	\$18.00	28 subcontractors are working on project at different times.
1	Red River Watershed Project	Sec. 332	Nez Perce NF													
1	Sheafman Restoration	Sec. 338	Bitterroot NF													
1	Three Mile Restoration Project	Sec.347	Custer NF													
1	Tobacco Roads	Sec. 338	Beaverhead/Deerlodge NF													
1	Treasure Interface	Sec. 338	Kootenai NF	●	●	Within 60 mi of project.	●		●	Logging and forest products.	●	8	8	1120	15	Hours have been combined for both contracts.
1	West Glacier Fuels Project	Sec. 332	Flathead NF													
1	Westface	Sec. 338	Beaverhead/Deerlodge NF	●	●	Within 100 mi of project.		●	●	Logging and forest products.	●	15	15	264	\$18.50	Hours for subcontracts: 58. Wage for subcontracts: \$33.50/hr.
1	Yaak Community Stewardship Contracting	Sec.347	Kootenai NF	●	●	Within Yaak Valley, Troy Area or Lincoln County.	●			Logging.	●	8	7	8648	\$19.50	
2	Beaver Meadows Restoration	Sec.347	San Juan/Rio Grande NF	●	●		●			Thinning, fire rehab, fuels.						
2	Mt. Evans Collaborative Stewardship	Sec.347	Arapaho-Roosevelt NF													
2	Ryan Park/Ten Mile	Sec. 338	Medicine Bow-Routt NF	●	●	Within the county.	●			Family-owned lumber mill and logging operation.	●	10 woods workers, 15 mill workers	3 woods workers; 15 mill workers	1500		
2	Seven Mile	Sec. 338	Arapaho-Roosevelt NF	●	●		●			Logging.	●	4	4	500	\$12.00	
2	Southwest Ecosystem Stewardship	Sec.347	San Juan/Rio Grande NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
2	Upper Blue Stewardship	Sec.347	White River NF													
2	Upper South Platte Watershed Project	Sec. 338	Pike-San Isabel NF		●		●			Thinning, logging.	●	13	1	1000		
2	Winiger Ridge	Sec.347	Arapaho-Roosevelt NF	●	●	Within 100mi. of project.	●			Small product, post/pole.		5	5	150	\$18.00	
3	Cottonwood/Sundown Watershed Project	Sec.347	Apache - Sitgreaves NF	●	●	Within 100 mi of project.	●			Logging.						
3	East Rim Vegetation Mgt. Project	Sec. 338	Kaibab NF													
3	Grand Canyon Stewardship Project	Sec.347	Coconino NF		●	Within 30 mi of project.	●				●	10	10		\$19.00	
3	Mogollon Rim Biomass Utilization Project	Sec. 332	Apache - Sitgreaves NF													
3	Montlure/Benne Thinning and Fuels Reduction	Sec. 338	Apache - Sitgreaves NF		●	Within 50 mi of project.	●	●		Thinning, reforestation, WUI treatments, SDU.	●	25	14	700	\$12.50	

Region	Project Name	Pilot Initiation	Administrative Unit	Bidder Information							Local Employment Enhancement				Additional Notes	
				Local Contractors Given Preference	Used Local Contractor	Define local.	Business size			Business Type	Were subcontracts utilized?	Est. number of people on project	Number of people from local area	Avg. worker days	Avg. hourly wage	
3	Ranch Iris	Sec. 338	Apache - Sitgreaves NF		●	Within 60 mi of project.	●	●		Thinning, reforestation.		20	9	820	\$12.50	For two contracts.
3	Schoolhouse Thinning	Sec. 338	Prescott NF													
3	Zuni- Four Corners Sustainable Forestry Initiative	Sec. 338	Cibola NF	●	●		●			Logging, SDU		10	10	496	\$9.77	
4	Atlanta South Fuel Reduction Project	Sec. 332	Boise NF													
4	Duck Creek Village	Sec. 332	Dixie NF													
4	Monroe Mountain Ecosystem Restoration	Sec.347	Fishlake NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
4	North Kennedy/Cottonwood Forest Health Project	Sec.347	Boise NF													
4	Recap Density Management	Sec. 332	Dixie NF													
4	Small Wood Utilization and Sustainable Commu	Sec. 332	Boise NF													
4	Warm Ridge Glide	Sec. 338	Boise NF		●	Residents of SW Idaho.		●	Wood product manufacturing.	●	192	137	408	\$13		Hourly wages differ depending on task. Includes average from thinning crews to log hauling, to helicopter removal.
5	Granite Watershed *	n/a	Stanislaus NF		●		●	●		Reforestation, thinning, shredding, excavation, and construction.	●	16	n/a	320	\$20; \$14.50	Estimates are for mechanical shredding and noxious weed control. Road decommissioning #s haven't been determined. Subcontracts for timber removal.
5	Grassy Flats	Sec.347	Shasta - Trinity NF													
5	Maidu Stewardship	Sec. 338	Plumas NF	●	●	Members of the Maidu Cultural & Development Group.	●			Non-profit.	●	2	2	40	\$15.00	Project awarded to native-American non-profit.
5	Pilot Creek	Sec.347	Six Rivers NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
6	Antelope Pilot Project	Sec.347	Winema NF		●	Within 100mi of project.	●			Logging, road building, construction.		7	7	2434	\$12.50	
6	Baker City Watershed	Sec.347	Wallowa - Whitman NF	●	●	From Baker City.	●			Logging.	●	18	18	720	\$22.00	
6	Buck Vegetation Management Project	Sec. 338	Wallowa - Whitman NF	●	●	Area surrounding Forest.	●			Logging, thinning, road bldg.	●	19	19	1140	\$12.00	
6	Foggy Eden	Sec. 332	Siskiyou NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
6	Hungry Hunter Ecosystem Restoration Project	Sec. 338	Okanogan NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
6	Littlehorn Wild Sheep Habitat Restoration	Sec.347	Colville NF		●	Within existing HUB zone.	●			Reforestation, thinning, and noxious weed treatments.	●	36	5	566	\$14.82	
6	McKenzie Stewardship Project	Sec. 332	Willamette NF													
6	Metolius Basin Fuels Mgt. Project	Sec. 332	Deschutes NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
6	Oh Deer Stewardship Project	Sec.338	Okanogan & Wenatchee NFs													
6	Siuslaw Basin Rehabilitation Project	Sec. 332	Siuslaw NF	●	●	Within Siuslaw basin.	●	●	Forest products manufacturing, contract logging.	●	25; 8; 2; 25; 12	12; 8; 0; 15; 12	15,600; 1,600; 88; 20,800; 11,700	\$18; \$15; \$15; \$15; \$15		Estimates are for (in order): Green Thin (forest products); Eichle Mechanical Thinning (contract logging); Eichler Thin Decks (forest products); Divide Thin (forest products); Misery Thin (forest products)
6	Sprinkle Restoration Project	Sec. 338	Wallowa - Whitman NF	●	●	Within Blue Mtns region		●	Logging and wood product mfg.	●	81	81	4,295	\$16.23		
6	Upper Glade/Little Applegate	Sec.347	Rogue River NF	●	●	Within 3-mi of project.	●					6	6	250	\$12.00	
8	Burns Creek Swing Contract Logging	Sec.347	GW - Jefferson NF		●	<100 mi	●	●		Logging/Sawmilling	●	11	11	285	\$15	Three contractors involved: logging and logsales.
8	Elk & Bison Prarie Habitat Stewardship	Sec. 338	Land Between the Lakes													
8	First Loblolly Pine Thinning Project	Sec. 332	Francis Marion & Sumter NFs		●		●	●		Thinning.		50	50	120	\$10, \$12	Two separate contractors.
8	Fugate Branch Multiple Resource Improvement	Sec. 332	Daniel Boone NF	●	●	Resident of eastern KY by pre-established county list.	●			Logging and road reconstruction.		8	8	8	\$16	
8	Longleaf Ecosysytem Restoration Project	Sec. 338	NFs in Florida		●		●			Logging.	●	10	10	3650	\$15	
8	Longleaf Ecosystem Restoration Project	Sec. 338	NFs in Alabama	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
8	Midstory Removal in RCW Habitat	Sec. 332	NFS in MS (Bienville)													
8	Nolichucky-Unaka Stewardship	Sec.347	Cherokee NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
8	RCW Habitat Improvement	Sec. 332	Oconee NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
8	Sand Mountain Contract Logging Services	Sec. 332	NFs in NC (Pisgah)		●	n/a	●			Logging, road building, construction grading.		3	3	360	\$12	
8	Southern Pine Beetle Supression Project	Sec. 338	Francis Marion & Sumter NFs	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
8	Wayah Contract Logging Stewardship Project	Sec.347	NFS in NC		●	Within county	●			Logging	●	4	4	152	\$10	
9	Fernow Experimental Forest Stewardship Project	Sec. 338	Monongahela NF		●	Local office of national corp.		●	Forest products.	●	3	1	300	\$18		Contract to Georgia Pacific Corporation.

Region	Project Name	Pilot Initiation	Administrative Unit	Bidder Information							Local Employment Enhancement				Additional Notes	
				Local Contractors Given Preference	Used Local Contractor	Define local.	Business size			Business Type	Were subcontracts utilized?	Est. number of people on project	Number of people from local area	Avg. worker days	Avg. hourly wage	
9	Forest Discovery Trail	Sec.347	White Mountain		●	Within state		●		Construction	●	12	12	20	\$12	
9	Kirtland's Warbler Recovery	Sec. 332	Huron-Manistee NF	●	Yes/No	Within 10-25 miles	●		●	Logging	No/Yes	15	15	800, 600, 600	\$16	Three contracts, two with small local businesses, third with Weyerhaeuser Co.
9	North Montowibo Veg. Mgt. Project	Sec. 332	Ottawa NF													
9	Snowmobile Trail 13 Reroute	Sec. 332	Ottawa NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
9	White River Riparian Buffer	Sec. 338	Green Mountain NF	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	

APPENDIX M: Authorities Being Tested

	Report not filed	n/a	Not Applicable
	Project cancelled	tbd	To be Determined
	Indicates no answer furnished		Rolled into programmatic monitoring

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

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