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Who Governs the Public Lands: Washington? The West? The Community? (September 28-30)


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9-28-1994

AGENDA: Who Governs the Public Lands: Washington? The West? The Community?

University of Colorado Boulder. Natural Resources Law Center

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**WHO GOVERNS THE PUBLIC LANDS:
WASHINGTON? THE WEST? THE COMMUNITY?**

Wednesday, Sept. 28, 1994

- 8:00 Registration
- 8:30 Welcome
- 8:35 Keynote speaker
The Honorable Bob Armstrong, Assistant Secretary for Land and Minerals Management, Washington, DC
- 9:15 **Decision making and the public lands**
Robert K. Davis, Institute of Behavioral Science, University of Colorado
- 9:55 Break
- 10:15 **Interest group participation in public land planning and decision making processes**
Professor Sally Fairfax, College of Natural Resources, University of California, Berkeley
- 11:00 **Constitutional and Congressional requirements directing public lands decision making**
Professor Joseph M. Feller, Arizona State University, Tempe
- 11:45 Lunch (box lunch provided)
- 12:45 **Lois Schiffer**, Environment & Natural Resources Division, Department of Justice, Washington, DC
- 1:15 **Local and national interests in using public rangelands: The Colorado Grazing Roundtable and Rangeland '94**
Moderator and overview: **Frank Gregg**, Professor Emeritus, University of Arizona, Tucson
- 1:30 **The Colorado Process: a view from inside**
panel:
Tom Collier, Chief of Staff, U.S. Department of the Interior
Maggie Fox, Sierra Club Southwest Regional Representative, Boulder
Ken Spann, Y Bar Ranch, Almont, Colorado
- 3:00 Break
- 3:20 **Rangeland '94**
Mike Penfold, Special Assistant for Western Rangeland, Bureau of Land Management, Billings, Montana

3:50 **Reactions and critique**
 Cathy Carlson, National Wildlife Federation, Washington, DC
 Bill Myers, National Cattlemen's Association, Washington, DC

4:30 **Closing discussion and questions**

5:00 reception

Thursday, Sept. 29, 1994

8:30 **Local and national interests in using public forests**
 Moderator and overview: **Charles Wilkinson**, Professor of Law, University
 of Colorado, Boulder

8:45 **View from the Forest Service**
 Nancy Graybeal, Deputy Regional Forester, U.S. Forest Service, Region 6,
 Portland, Oregon

9:30 **Lessons from the Pacific Northwest I**
 Norm Johnson, School of Forestry, Oregon State University

10:05 Break

10:25 **Lessons from the Pacific Northwest II**
 Margaret Shannon, University of Washington

11:00 **Panel: Local and National Interests in Using Public Forests**
 Andy Kerr, Oregon Natural Resources Council, Portland
 Jim Geisinger, Northwest Forest Resource Council, Portland
 Nadine Bailey, Women in Timber, Hayfork, Calif.

11:45 Lunch (on your own)

1:15 **Local and national interests in using water on public lands**
 Moderator and overview: **David Getches**, Professor of Law, University of
 Colorado

1:30 **Bypass flows in Colorado national forests**
 Panel
 Doug Robotham, Assistant Director, Water Policy, Colorado Department of
 Natural Resources
 Skip Underwood, Forest Supervisor, Arapaho and Roosevelt National
 Forests
 David Harrison, Attorney, Moses, Wittemyer, Harrison & Woodruff,
 Boulder
 Dan Luecke, Regional Director, Environmental Defense Fund, Boulder

3:00 Break

- 3:20 **Local and national interests in establishing wilderness areas: the Utah experience**
Moderator: **Jim Ruch**, former BLM State Director
- Overview:
Jeffrey Appel, Attorney, Appel & Mattson, Salt Lake City
- 4:00 **Panel: The Utah Experience**
Bill Hedden, Vice-Chair, Grand County Council, Utah
Michael Matz, Executive Director, Southern Utah Wilderness Alliance
Hardy Redd, Charles Redd Foundation, La Sal, Utah
- 5:00 End of day

Friday, Sept. 30, 1994

- 8:30 **Searching for integration: some models**
Moderator: **Teresa Rice**, Senior Staff Attorney, Natural Resources Law Center
- Integrating public land and local community planning objectives: the Rocky Mountain National Park experience**
Homer Rouse, Superintendent, Rocky Mountain National Park
- 9:00 **The Canyon Country Partnership**
Bill Hedden, Chairman, The Canyon Country Partnership, Utah
- 9:30 **Community-Public Lands Partnership: The Montezuma County Federal Lands Program**
Michael Preston, Federal Lands Coordinator, Montezuma County, Colorado
- 10:00 Break
- 10:20 **Regional Habitat Conservation Planning: The California Gnatcatcher Example**
Marc Ebbin, Special Assistant, Office of the Secretary of the Interior
- 10:50 **Panel: Searching for Integration**
Speakers above
- 11:45 Lunch (on your own)
- 1:15 **Putting It Together: Implications and Directions**
Moderator: **Judith Jacobsen**, Associate Director, Natural Resources Law Center
Speaker: **Ed Marston**, Publisher, High Country News

1:45

Panel

Phil Burgess, Director, Center for the New West, Denver

Maggie Fox, Sierra Club Southwest Regional Representative, Boulder

Stewart Udall, former Secretary of the Interior (invited)

3:00

End of Program

**WHO GOVERNS THE PUBLIC LANDS:
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September 28-30, 1994

NATURAL RESOURCES LAW CENTER

CONFERENCE ORGANIZERS

DAVID H. GETCHES (A.B. Occidental College, 1964; J.D. University of Southern California, 1967) is Professor of Law at the University of Colorado School of Law, teaching environmental, water, public land, and Indian law. He has published seven books, including Controlling Water Use: The Unfinished Business of Water Quality Control, with MacDonnell and Rice (1991), Water Law in a Nutshell (1990), and Water Resource Management, with Meyers, Tarlock and Corbridge (1993). He served as Executive Director of the Colorado Department of Natural Resources from 1983-86. He was the founding Executive Director of the Native American Rights Fund (NARF) in Boulder and has litigated Indian water law cases. He serves on the boards of the Grand Canyon Trust, the Land and Water Fund of the Rockies (LAW Fund), and the Rocky Mountain Mineral Law Foundation. He spent the academic year 1989-90 living and working in Costa Rica under a Ford Foundation grant, providing assistance to non-profit organizations dedicated to the pursuit of sustainable use of natural resources, and helping to establish CEDARENA, a center for natural resources and environmental law.

JUDITH JACOBSEN (J.D. Marshall-Wythe School of Law, William and Mary, '78; Ph.D. Geography, University of Colorado, '89) became Associate Director of the Natural Resources Law Center on March 15. She has taught in the Environmental Policy and Management Program at the University of Denver, and was for four years an Assistant Professor at the University of Wyoming, teaching Political Geography, Natural Hazards and Society, Management of Major River Basins, and Indian Water Rights in the American West (1989-93). In 1992-93 with a grant from the Environmental Protection Agency, she developed and taught an interactive video course segment "Introduction to Environmental Management," to Native American students on the Devil's Lake Sioux Indian Reservation in North Dakota. She served as a consultant to the U.S. Agency for International Development with the American Embassy in Lagos, Nigeria, in the summers of 1984 and 1985, and as a Senior Researcher with the Worldwatch Institute in Washington, D.C. in 1982-83. She has published and spoken widely on such subjects as "Population Growth and Environmental Degradation: What are the Connections?" and "The Navajo Indian Irrigation Project and Quantification of Navajo Winters Rights."

LAWRENCE J. MacDONNELL (B.A. 1966, Univ. of Michigan; J.D. 1972, Univ. of Denver, Ph.D. 1975, Colorado School of Mines) is Director of the Natural Resources Law Center and an adjunct professor at the University of Colorado School of Law. He has taught at the Colorado School of Mines and the University of Denver and has been a research economist at the Denver Research Institute. He is co-editor of Natural Resources Policy and Law: Trends and Directions (Island Press, 1993), and author of two chapters: "Rethinking Resources: Reflections on a New Generation of Natural Resources Policy and Law," (with Sarah Bates) and "Mineral Law in the United States: A Study in Legal Change." He is also co-author of the Island Press book, Searching Out the Headwaters: Change and Rediscovery in Western Water Policy.

TERESA RICE (J.D. University of Colorado, '85) has been a Senior Staff Attorney, Natural Resources Law Center, University of Colorado School of Law, since 1988. She was in private law practice in Denver from 1985-88. She has published articles on water resource protection strategies for federal lands and trends in state land management, among other publications. She is currently working on several natural resource management research projects. She is also working on a book (with two Center co-authors) on water and community in the West.

CHARLES F. WILKINSON (B.A. Denison University; LL.B. Stanford University) joined the faculty at the University of Colorado School of Law in June 1987. He was formerly Professor of Law at the University of Oregon School of Law and Visiting Professor of Law at Michigan and Minnesota. A former staff attorney with the Native American Rights Fund, his books include Federal Public Land and Resources Law, 3rd ed. (1993) (with Coggins and Leshy); Cases and Materials on Federal Indian Law, 3rd ed. (1994) (with Getches and Williams); Land and Resource Planning in the National Forests (1987) (with Anderson); American Indians, Time and the Law - Native Societies in a Modern Constitutional Democracy (1987); The American West - a Narrative Bibliography and a Study in Regionalism (1989), The Eagle Bird - Mapping A New West (1992) and Crossing the Next Meridian - Land, Water and the Future of the West (1992). He has received teaching awards from students at Colorado, Michigan, and Oregon. He received the University of Oregon's Faculty Excellence Award in 1986 and the University of Colorado's Overall Faculty Excellence Award in 1988. The National Wildlife Federation awarded him its 1990 National conservation Achievement Award for outstanding contributions to the wise use and management of the nation's natural resources.

CONFERENCE FACULTY

JEFFREY W. APPEL (B.S. Geology and Environmental Studies, St. Lawrence University, '77; J.D. University of Utah College of Law, '81) practices western water law, compliance oriented environmental and natural resources law, local government law and civil litigation at the Salt Lake City firm of Appel & Madsen. He was a member of the 1991 Utah Legislative Instream Flow Task Force that produced the current Utah Instream Flow Law and was the prime negotiator for the Utah outdoor groups concerning reauthorization of the Central Utah Project. Recently he served as Executive Director of the Utah Outdoor Interests Coordinating Council, a committee of eight outdoor groups charged with monitoring and participating in the CUP Completion Act. While in law school, he was Editor in Chief of the Journal of Energy Law and Policy and chairman of the Natural Resources Law Forum.

BOB ARMSTRONG (B.S. '58; L.L.B. University of Texas) was confirmed by the U.S. Senate in May 1993 to serve as Assistant Secretary for Land and Minerals Management at the U.S. Department of the Interior, where he exercises Secretarial direction and supervision over the Bureau of Land Management, the Minerals Management Service, and the Office of Surface Mining Reclamation and Enforcement. Key programs include: total management of over 270 million acres of public land; operations management for minerals on the Outer Continental Shelf to the outer limits of the United States' economic jurisdiction; and overseeing and regulating mining and reclamation activities. Formerly Armstrong was a member of the Texas House of Representatives, and, as one of the state's early environmental legislators and created the Interagency Council on Natural Resources and the Environment, the first effort of its kind in the state. He has served on the Texas Parks and Wildlife Commission and for two years as Natural Resources and Energy Advisor to Texas Governor Ann Richards. His experience with conservation includes: the Sierra Club Austin Chapter, the Western States Land Commissioners Association, the Texas Nature Conservancy, and the Trust for Public Land, among others.

NADINE BAILEY, daughter of a third-generation logger and married to a timber faller, was frustrated by the effects of the Northern Spotted Owl situation on her company and community and decided to become involved. She started a group called Concerned Citizens of Trinity County, which includes local business people and a cross-section of the community. They have filed a lawsuit against the U.S. Fish & Wildlife Service on behalf of several small businesses. She has traveled all over the state helping other grassroots groups organize. She works as a field representative for the California Forestry Association, and is vice chair of California Women in Timber. Vice President Quayle met with her during a visit to Northern California in February 1993. In April she participated in the "Timber Summit." She has met with the President's Council on Competitiveness to discuss forest products issues and survival of timber-dependent communities.

PHILIP M. BURGESS (B.A. Knox College, Illinois; Ph.D. American University) is president of the Center for the New West, an independent, nonprofit policy research institute in Denver. He is also special assistant to the chairman and CEO of U.S. West, Inc. Previously he taught public policy, management and resource economics at Ohio State, the University of Colorado, and Colorado School of Mines. He has also served as executive director of the Federation of Rocky Mountain States, president of the Western Governors' Policy Office, and as a member of the U.S. Dept. of State European Advisory Council. He writes a weekly syndicated column on politics and business for the Rocky Mountain News, and is a frequent commentator on television and radio.

CATHY CARLSON (B.S. Humboldt State University) is the Legislative Representative for the National Wildlife Federation's Fish & Wildlife Resources Division, specializing in mineral development and natural resource issues on public lands in the west, with extensive expertise in livestock grazing, hard rock and coal mining, oil and gas leasing and development, and fisheries and wildlife habitat conservation. Recent publications include "Big Profits at a Big Price," on livestock permittees using BLM grazing lands; and "The Last Free Lunch on the Old Frontier - Hard Rock Mining and Reform of the 1872 Mining Law." She has been with NWF since 1986 and worked previously at the Office of Technology Assessment, including on the 1986 Biological Diversity assessment.

TOM COLLIER (B.A. University of Virginia, '72; J.D. University of Mississippi, '75) is Chief of Staff for the Department of Interior, assisting the Secretary in formulating Departmental priorities and in organizing the Department to accomplish those priorities. Until earlier this year he was partner at Steptoe & Johnson in Washington, DC, specializing in government procurement law and white collar criminal defense work. His practice concentrated on large protracted litigation in: insurance defense, antitrust, communications, environmental and government contracts. From 1979-81 he served in the Department of Housing and Urban Development, where he became a Deputy Assistant Secretary.

ROBERT K. DAVIS (B.S. '50 and M.Sc. '51, Ohio State University; M.P.A. '57 and Ph.D. '63, Harvard) came to the Institute of Behavioral Science at the University of Colorado in 1988 after 25 years as a researcher, teacher, and policy analyst in and out of government in the Washington, DC area. He served for over three years in East Africa with the Ford and Rockefeller foundations; has taught at Johns Hopkins and George Washington universities; and was at Resources for the Future for five years. His career has alternated between water resource and wildlife issues. His current work involves issues relating to the provision of wildlife-oriented recreation through private and public means, particularly in western Colorado, with its complex intermixture of public and private lands and its large herds of elk and deer.

MARC J. EBBIN is a Special Assistant in the Office of the Secretary, U.S. Department of the Interior, Washington, DC. He handles issues primarily concerning wildlife conservation and ecosystem planning. He is also responsible for assisting in the development and implementation of Departmental policies on such matters as the administration and reauthorization of the Endangered Species Act, the impact of regulation on property rights, and the relationship between the Federal Government and the States in carrying out conservation objectives. Prior to his position at Interior, he practiced law in San Francisco. He has also worked for both the U.S. Congress and the Federal Judiciary.

SALLY FAIRFAX (B.A. Hood College, '65; M.A. New York University, '69; M.A. in Forestry, and Ph.D. Political Science and Public Administration, Duke University, '73) is Professor of Natural Resources Law and Policy in the Department of Forestry and Resource Management and in the Department of Environmental Planning at the University of California at Berkeley, and Associate Dean of the College of Natural Resources. She is a student of public resource administration, focusing primarily on federal/state relations as they affect federal land management. Her most recent work explores state school trust lands, an antidote to vacuous concepts dominating public resource debates. She is co-author, with Carolyn Yale, of The Federal Lands (Island Press) She is also an underwater photographer of great enthusiasm and very little renown.

JOSEPH M. FELLER (Ph.D. Physics, University of California-Berkeley; law degree, Harvard Law, '84) has been since 1988 a Professor of Law at Arizona State University, teaching Environmental, Natural Resources, Public Lands, Water, and Property Law. His primary research is in western public lands management. He is currently on sabbatical working with the Land & Water Fund in Boulder. Before studying law he was an Assistant Professor of Physics at Columbia University. Later he was an attorney with the U.S. EPA in Washington, DC. For the last six years he has been an active participant in BLM range management in the southwest. He was party to a recent administrative decision that prohibits cattle grazing in five canyons on the BLM's Comb Wash Allotment in southeastern Utah unless and until the BLM complies with environmental laws.

MARGARET L. FOX has been the Sierra Club Southwest Regional Representative with an office in Boulder since 1983. In 1982 she was a Legal Intern with the National Wildlife Federation Clinic at the University of Colorado School of Law, and she interned with the Native American Rights Fund in 1982. She has a B.A. (English Literature) from the University of North Carolina, '71; a Teaching Certification and Graduate Work in Teaching English as a Second Language from Northern Arizona University, '75; a Masters in Education, University of Colorado, '76; and a J.D. with Environmental Law Specialty, Lewis & Clark Law School, '82.

JAMES C. GEISINGER (B.S. Forest Management, '75; M.B.A. '76, Oregon State University) has over 18 years experience working for forest industry trade associations in both staff and management positions. In 1976 he became Executive Director of the Southern Oregon based Douglas Timber Operators. From 1981-87 he held several positions with the Western Forest Industries Association including Vice President and General Manger, and now is President of the Northwest Forestry Association, which represents a merger of two trade groups: the Industrial Forestry Association and Northwest Pine Association. He was selected by the Oregon Congressional delegation to be one of three timber industry representatives at the June 1989 "Timber Summit." Most recently he represented NFA and its members at President Clinton's Forest Conference to resolve the debate over northwest forest lands.

NANCY GRAYBEAL (B.A. Stanford University, '70; M.S. Forest Ecology, Colorado State University, '73) became Deputy Regional Forester, Pacific Northwest Region in 1991. A third generation Oregonian, she entered Federal service as a temporary forestry technician on the Siskiyou National Forest in 1974, and has held field assignments on seven National Forests in Washington, Oregon and California, specializing in silviculture, young stand management, and forest planning. Most recently she was District Ranger on the Alsea Ranger District of the Siuslaw National Forest and Deputy Forest Supervisor on the Gifford Pinchot National Forest in Vancouver. She serves on the Committee on Accreditation of the Society of American Foresters, responsible for accrediting education programs in the United States that lead to a professional degree in forestry.

FRANK GREGG has been a Professor in the School of Renewable Natural Resources at the University of Arizona since 1981 and was Director of the School from 1983-87. He has also been an Adjunct Professor of Political Science. He served as Director of the U.S. Bureau of Land Management in the Carter Administration, and as Chairman of the New England River Basins Commission, a federal-interstate water resources planning agency, from 1967-78. He has also been Executive Director of the Izaak Walton League of America, a citizen environmental group; staff assistant to Interior Secretary Stewart Udall; lobbyist on environmental legislation; and Vice President of the Conservation Foundation. He is a 1949 graduate of the University of Colorado in journalism and began his work in natural resources as editor of Colorado Outdoors magazine for the Colorado Game and Fish Department.

DAVID L. HARRISON (B.S. Civil Engineering, Hydraulics, '68; J.D. '71, University of Colorado) is president and shareholder of the firm of Moses, Wittemyer, Harrison & Woodruff, specializing in water resource law, principally in the Rocky Mountain west. He has represented municipalities, agricultural users and industrial users in water resource problem solving since 1971. He has focused extensively on problems of instream flow protection working with The Nature Conservancy and with private clients concerning water rights for instream flow under the western system of appropriative water rights. He was appointed by the governor to the Colorado Water Conservation Board in 1989. He was on the Board of The Nature Conservancy from 1980-90, and continues to consult with the Conservancy on strategic planning for many of the Conservancy's conservation programs.

BILL HEDDEN left a career in neurobiology in the 1970s and moved with his wife to an isolated valley in southeastern Utah's canyonlands, where they built a home and small farm which they continue to work. He has supported his family by building furniture in a workshop in the back yard. In the late 1970s he served on Governor Matheson's nuclear waste task force on the Energy Department's proposal to locate a high level nuclear waste repository near Canyonlands National Park. That led to work as an environmental conflict mediator with The Institute for Resource Management and with The Keystone Center, working on such issues as National Forest planning and Oregon wild and scenic rivers. He was Utah's representative on the Board of High Country News and acted as Chair of the Board of Canyonlands Field Institute. He is on the Grand County Council, and helped to form the Canyon Country Partnership to address problems he was encountering in county government.

K. NORMAN JOHNSON (B.S. Forestry, University of California at Berkeley; Ph.D. Forest Economics, Oregon State University) is Professor of Forest Resources in the College of Forestry, Oregon State University. He is coauthor of the "Beuter Report," an influential assessment of timber availability in Oregon and principal author of FORPLAN, the forest planning model used by the National Forests. He is coauthor of Forest Management (3rd edition), the most widely used forest management textbook in North America. In the late 1980s he was Forestry Advisor to the Governor of Oregon, and is senior author of the Gang-of-Four Report, a Congressionally mandated study of alternatives for the management of the old growth forests of the Pacific Northwest. He recently led the estimation of sustainable harvest levels and short term sale levels as a member of FEMAT, the science assessment underlying the President's plan for federal forests of the Pacific Northwest.

ANDY KERR is Executive Director for the Oregon Natural Resources Council, a coalition of over 50 sports, conservation, recreation, commercial, and educational groups, and over 6000 individual members. He has worked for ONRC since 1976, working with both the Oregon Legislature and the U.S. Congress seeking legislative protection for Oregon's natural resources, including the Oregon Forest Wilderness Act, the Crater Lake National Park Expansion Act, the Endangered American Wilderness Act, the federal Omnibus Oregon Wild and Scenic Rivers Act, and Geothermal Steam Act Amendments. He attended Oregon State University, and has lectured on natural resource issues at Oregon colleges and universities and also at Harvard. He is on the editorial board of Wild Forest Review and participated, by invitation of President Clinton, in the Northwest Forest Conference in Portland, for which Willamette Week gave him a "No Surrender Award." TIME reporter David Seideman described him as the "Ralph Nader of the old-growth-preservation movement," and the Oregonian's Northwest Magazine characterized him as the timber industry's "most hated man in Oregon."

DANIEL F. LUECKE (B.S. Notre Dame, '61; M.A. '69; Ph.D. '71 Harvard) has been Senior Staff Scientist and Director of the Rocky Mountain regional office, Environmental Defense Fund in Boulder since 1980. Previously he was a Senior Environmental Engineer, Meta Systems, Inc. in Cambridge, Mass. He serves on the Colorado State University Environment and Natural Resources Policy Institute External Advisory Board and is president of the Board of Colorado Conservation Foundation. Publications include "Water Agencies Shift as Attitudes Change," Forum for Applied Research and Public Policy, Winter 1993, Vol. 8, No. 4, University of Tennessee, Knoxville, and "The Challenge of the Mississippi Flood," in Environment, December 1993, Vol. 35, No. 10.

ED MARSTON (B.S. City College of New York; Ph.D. Experimental Physics State University of New York at Stony Brook, '68) taught physics at Queens College of the City University of New York and Ramapo College of New Jersey from 1968-74. Since 1974 he and his wife Betsy have lived in Paonia, Colorado, a coal-mining and fruit-growing town, where they founded and ran the weekly North Fork Times (1975-80) and a regional biweekly (1982-83). Since 1983 he has been publisher of High Country News, a regional bi-weekly newspaper covering public land issues in the western United States. He has written or edited three books: The Dynamic Environment (John Wiley and Sons, 1975); Western Water Made Simple (Island Press, 1987), and Reopening the Western Frontier (Island Press, 1989). He is on the board of the Pacific Rivers Council, and on the Advisory Council of the Rocky Mountain Office of the Environmental Defense Fund.

MIKE MATZ (Carleton College, '82) has been since September 1993 Executive Director of the Southern Utah Wilderness Alliance, an environmental organization with 10,000 members and eleven staff in three offices. For the six years previous he was public lands director of the Sierra Club in Washington, D.C., and chairman of the Alaska Coalition during the period when a threat to the Arctic National Wildlife Refuge from oil and gas development was quelled. He moved to Washington from Alaska ostensibly for a six-month stint, and when he realized he had lived in Washington longer than he had been in Alaska, he knew it was time to go west again. In Alaska, from 1983-87, he worked variously for the Sierra Club, the Northern Alaska Environmental Center, and as a seasonal volunteer counting ducks for the Fish & Wildlife Service. He currently lives in the shadow of the Wasatch Mountains.

WILLIAM G. (BILL) MYERS, III (B.A. College of William & Mary; J.D. from the University of Denver College of Law) is director of federal lands for the National Cattlemen's Association and also executive director of the Public Lands Council, which represents the 31,000 ranchers who graze cattle and sheep on federal lands in the 14 western states. The PLC also coordinates public land policy issues for NCA, the American Sheep Industry Association and the Association of National Grasslands. Myers has detailed experience with natural resources issues. Prior to joining PLC and NCA he served as a deputy general counsel at the U.S. Department of Energy, and was Assistant to the Attorney General in the Bush Administration, dealing with natural resource issues, including wetlands reform. He served as legislative counsel to Senator Alan Simpson (R-Wyo) addressing federal lands and judicial issues, and was an attorney with Burgess, Davis & Cannon in Sheridan, Wyoming.

MICHAEL PENFOLD (B.S. Forestry, Colorado State University) is Special Assistant for Western Rangelands for the BLM in Billings. Previously he served the BLM as Assistant Director for Land and Renewable Resources, responsible for evaluating and developing national policy for the BLM in the program areas of wildlife, rangeland, recreation, wilderness, cultural resources, forestry and other natural resource programs, including the development of an eco-system focus in the management of the public lands. He has also served as State Director of Alaska (1984-89), and as State Director of Montana, North Dakota and South Dakota (1979-84). Before that he worked with the Council on Environmental Quality and was Supervisor of the Jefferson National Forest (1970-78), U.S. Forest Service in Roanoke, Virginia. He has received both the Presidential and the Secretarial Award for Meritorious Service, and the Director's Award for Outstanding Contribution to Historically Black Colleges.

MICHAEL PRESTON (M.A. Urban and Regional Planning, University of Colorado at Denver) is Associate Director of the Office of Community Services at Fort Lewis College in Durango, working with the counties, towns and tribes in Southwest Colorado. He recently completed an Economic Development Action Plan for five counties in the Southwest Colorado Region 9 Economic Development District. He is also coordinator of the Montezuma County Federal Lands Program intended to maximize local involvement in Federal Land planning and management. He is a Permanent Observer to the Colorado Rangeland Reform Working Group, which held eight working sessions with Governor Romer and Secretary Babbitt in 1993. He coordinates public involvement in a joint Montezuma County/San Juan National Forest/ Colorado Timber Industry Association project intended to combine restoration of second growth Ponderosa Pine forests with new forest products within the parameters of ecosystem management. And he also works with representatives of the U.S. Forest Service, the BLM, and local communities to develop the "Community-Public Lands Partnership."

HARDY REDD is a native of Utah. Since 1961, he has been a rancher in La Sal, Utah. Before settling down to ranching, he served as a missionary with the Church of Jesus Christ of Latter Day Saints in Uruguay. He is a trustee of the Charles Redd Foundation and a member of the KUED TV Friends Board. He has been a delegate for the Republican National Convention, and was a member of the Utah House of Representatives from 1979 to 1984. In 1982, he was honored as the Utah Rancher of the Year.

HOMER L. ROUSE (B.S. Forest Recreation, Colorado State University) became Superintendent of Rocky Mountain National Park in January, 1993. He began his Park Service career in 1959 as a seasonal ranger, and went on to work as a ranger in many parks, including Yellowstone, Theodore Roosevelt National Park (North Dakota), Sequoia-Kings Canyon National Park (California), Blue Ridge Parkway (North Carolina-Virginia). He has been superintendent of Scotts Bluff National Monument (Nebraska), Agate Fossil Bed National Monument (Nebraska), Joshua Tree National Monument (California) and Bighorn Canyon National Recreation Area (Montana-Wyoming). From 1971-73 he served at NPS headquarters in Washington, DC, working on legislative proposals that resulted in the establishment of the Golden Gate National Recreation

Area in San Francisco, and the Hohokam Pima National Monument in Arizona. He has served as Associate Regional Director for Park Operations in the Mid-Atlantic Regional Office in Philadelphia, and as Associate Regional Director for Park Operations at the Rocky Mountain Regional Office in Denver.

JIM RUCH, (B.A. Colorado College; M.P.A. University of Colorado) has served in numerous capacities on natural resource management issues in the American West. As California State Director of the U.S. Bureau of Land Management, he was responsible for the development of perhaps the most extensive land management plan in the nation, the California Desert Plan. While Director of the Colorado Division of Wildlife he was a delegate to the First U.S.-Soviet International Scientific Conference on Sportfishing, and served as president of both the Western and Midwestern Associations of Fish & Wildlife Agencies. As Special Assistant to the Assistant Secretary of the Interior for Fish, Wildlife and Parks in the early '70s, he played an important role in a multitude of issues ranging from the Alaska D2 land selections to the Presidential Executive Order on predator control. He has produced hundreds of articles, reports, features and columns over the years. Most recently he served as Executive Vice President of the Grand Canyon Trust, from which he is currently semi-retired and living in California.

LOIS J. SCHIFFER (B.S. Radcliffe, '66; Harvard Law, '69) is Acting Attorney General for the Environmental and Natural Resources Division at the Department of Justice, with broad experience in environmental law, litigation, negotiation, and management. During her 25 years of legal practice she has worked for the government, private law firms, and non-profit organizations. She served previously in the Justice Department under both the Carter and Reagan Administrations. She was Chief of the General Litigation Section from 1978-81, overseeing the Section's handling of cases such as arose under the Surface Mining Act, National Environmental Policy Act, Federal Land Policy Management Act, as well as statutes relating to Alaska, mining and mineral leasing, and forest management. Later as Special Litigation Counsel in Lands Division she litigated complex Superfund cases. Before rejoining Justice in 1993, she was a partner at Nussbaum & Wald, a Washington, DC law firm. She also taught environmental law as an adjunct professor at Georgetown University Law Center and was from 1984-89 General Counsel at National Public Radio. She has also worked at the Center for Law and Social Policy. She received the Department of Justice Outstanding Performance Rating (1979-83).

MARGARET SHANNON (B.S. University of Montana, '73; M.S. '77 and Ph.D. '89 in Wildland Resource Science, University of California at Berkeley) joined the faculty at the College of Forest Resources at the University of Washington in 1992. The first recipient of the Corkery Family Endowed Chair in Forest Resources, she is a natural resource social scientist whose research focuses on governance institutions and citizen participation in inter-jurisdictional contexts; the formation of policy communities for effective policy design and implementation; administrative leadership in public agencies; sociology of forest-based economies; and coordination of federal and state geographic information. Prior to her current position, she was on the Forest Faculty at SUNY/ESF (1986-92); President of Resource Policy Analysis in Buffalo, NY (1982-86) and a Senior Fellow in the Natural Resources Law Institute at Lewis & Clark Law School in Portland (1979-82).

KEN SPANN (B.S. Animal Sciences, Colorado State University; J.D. University of Colorado School of Law) lives with his family on the Y Bar Ranch above Almont, Colorado, the 5th generation of a Western Slope cattle ranching family. During 1982 he worked for Mountain States Legal Foundation, a public interest law firm in Denver, on issues of national forest management, farm credit policy and fundamental constitutional rights. Since returning to the family ranch (with operations in Gunnison, Crested Butte, and Delta - highlighted in Jim Carrier's Denver Post feature "West of the Divide"), he served five years as Chairman of the Federal Lands Committee of the Colorado Cattlemen's Association, and three years as one of 5 appointed livestock permittees statewide on the CCA Forest Service Liaison Committee. Largely as a consequence of his proactive efforts and forward thinking in the area of grazing reform, he was appointed in January 1994 Chairman of the Federal Lands committee of the National Cattlemen's Association. In 1994 he served on the selection committee for the NCA's prestigious National Environmental Stewardship Award. He is a frequent speaker, and most recently participated in direct negotiations for over two months with Secretary of Interior Babbitt on grazing reform at the request of Governor Romer.

M. M. "SKIP" UNDERWOOD, JR. (B.S. Forestry and Wildlife, Virginia Polytechnic Institute and State University, '67) has been Forest Supervisor of the Arapaho and Roosevelt National Forests and Pawnee National Grassland since 1989. He was born and raised in Virginia, and after graduation worked as assistant district forester for the North Carolina Division of Forestry before entering active duty with the U.S. Army in 1968. Following three years with the Army in Alaska, he returned to civilian life and resumed his forestry pursuit with the Forest Service in May 1971. His 23 year Forest Service career includes assignments on six National Forests in three Forest Service Regions in Washington, Georgia, Virginia, Kentucky, and Colorado. He has also worked in the Forest Service Rocky Mountain Regional Office.