



Committee Reports

PORTLAND
CONFERENCE

ON WINDTHROWN TIMBER
October 30-31, 1962 • Portland, Oregon

Sponsored by:

*U. S. Department of the Interior
U. S. Department of Commerce
U. S. Department of Agriculture*

PORTLAND CONFERENCE ON WINDTHROWN TIMBER
OCTOBER 30-31, 1962

On Columbus Day, October 12, 1962, a mighty windstorm hit the West Coast of the United States, cutting a wide swath of destruction in northern California, Oregon and Washington.

The storm's hurricane-force winds knocked down billions of board feet of timber on the public and private forest lands of the three states. Almost immediately after the vicious winds had died down it was clear that the forests of the West Coast had suffered a major disaster. Reacting quickly to the situation, President Kennedy directed the Departments of Agriculture, Commerce and Interior to hold an emergency technical conference in Portland, Oregon, October 30-31 to plan the best salvage harvest of trees felled by the storm. Invited to the conference were the Governors and other State and local officials and Congressional delegations of the affected areas of the three states and representatives of the forest products industries. Canadian officials were asked to participate as observers.

Under the Chairmanship of Assistant Secretary of the Interior John A. Carver, Jr. some 250 representatives of private industry and the Federal and State agencies involved convened in Portland.

The conferees assessed the damage, the rehabilitation measures necessary and the economic impact of the rehabilitation. They divided into four subcommittees -- each assigned a specific phase of the problem -- and prepared four reports recommending a course of action to deal with the situation. These four reports are included in this publication.

We believe the conference was highly successful and is a significant stride forward in a coordinated program aimed at minimizing as much as possible the damaging effect of the Columbus Day storm of 1962.

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Commendation to the
Northwest Forest Pest Action Council

The Departments of Interior and Agriculture desire that the record of this meeting show the joint commendation of the two Departments for the timely and highly effective work of the Northwest Forest Pest Action Council in responding to the emergency resulting from the Columbus Day storm. This volunteer, cooperative group of private associations and individuals and public agencies promptly recognized the gravity of this blowdown problem and its potential for a later serious insect outbreak. It organized prompt informal surveys of damage by the various classes of landowners, drew public attention to the widespread and serious nature of the emergency, and has served as a coordinating point and clearing house for the assembly of forest-related storm damage information. It has played and continues to play a vital role in coordinating efforts and in pushing for needed action to effect proper long-term solutions for this blowdown salvage problem.

For this effective work in the public interest, the Departments of Interior and Agriculture commend the Northwest Forest Pest Action Council.

/s/ John A. Carver, Jr.
Chairman

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SUMMARY OF DISCUSSION BY WORKING
GROUP CONSIDERING INTERNATIONAL ASPECTS
OF PACIFIC NORTHWEST STORM DAMAGE

The hope was expressed that the Pacific Northwest storm damage conference has served to break some trails which will prove useful to the U.S. - Canadian ad hoc working group. One such specification is that an early activity of this group should be a thorough study of potential Canadian expansion of lumber production (with special emphasis on British Columbia) and the expected results of this production in terms of probable lumber exports to the U. S.

Based upon the assumption that U. S. lumber consumption will be relatively stable and that conservation needs for handling the blowdown problem will result in increased log production in Western Oregon and Washington of from one billion to two billion board feet annually for the next three years, it was felt that an accomodation should be worked out between U. S. and Canadian producers to share this impact over the next three years. For the long term it was agreed that there should be cooperative trade promotion in overseas markets by Canadian and U. S. producers with appropriate governmental backing.

It was urged that an early definitive determination be made by the appropriate government agency on the applicability of Sec. 22 of the Agricultural Adjustment Act of 1937 for control of softwood lumber imports in connection with the increase in log production necessary to meet the conservation problems developing from the October 12 storm.

It was recognized that Japan may be one market to absorb a portion of the increased production resulting from conservation needs to salvage windthrown timber. In the development of this market, emphasis should be placed on promotion of lumber sales.

John A. Carver, Jr.
Chairman

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REPORT OF THE COMMITTEE ON IMPACT OF THE SALVAGE PROGRAM
ON THE LOG AND LUMBER MARKET

It is the consensus of the Committee that:

1. The domestic market cannot absorb additional quantities of softwood lumber at this time at present prices.
2. Softwood lumber consumption is not expected to rise substantially during the next two years at present prices.
3. For conservation reasons, down timber must be removed, even though it produces an impact on the market.
4. At the present and foreseeable level of softwood lumber consumption, imports and exports, the probable excess production generated by the blow-down, as currently estimated, would cause a significant price decline, with a resultant impact on the economy of the industry.

A. D. McKellar
Chairman
October 30, 1962

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Report of the Working Group to Consider the Forest
Practice Aspects of the 1962 Blowdown Salvage Problem

October 31, 1962

The following report summarizes the conclusions of a lively discussion by the 50 participants in the working group meeting from 7:00 to 10:15 p.m. on October 30, 1962.

1. Size of the salvage job ahead

The most recent figures available from all categories of land ownership, as compiled by the Northwest Forest Pest Action Council, show that the estimated volumes of concentrated blowdown are as follows:

| | | | | |
|------------|------------------------|---|---|---|
| California | 291 million board feet | | | |
| Oregon | 2,893 | " | " | " |
| Washington | <u>1,810</u> | " | " | " |
| | 4,994 | " | " | " |

It is known that a large volume of scattered blowdown exists, also that in the salvaging of blown down timber some volume of green standing timber must, inevitably, be included in the volumes to be in salvage operations. Some reporting units included an estimate of scattered volume in their totals; others did not. The working group recommends that for purposes of considering the size of the salvage job ahead, the volume of scattered blowdown and green timber necessarily to be removed in salvage logging be considered equal to the volume of concentrated volume. On this basis, the total logging job ahead to salvage the blowdown and prevent a major insect outbreak is 10 billion board feet in the three states. This figure does not include the reported 2 billion board feet of insect-kill in the Sierras of California, some 20% of which is estimated to be salvageable.

2. How much time do we have?

The working group accepts the recommendations of the Northwest Forest Pest Action Council on this question, which are:

Douglas-fir

The Douglas-fir beetle will attack the down and broken trees in the spring of 1963, develop broods in them during the 1963 growing season, and emerge, ready to attack standing trees, in the spring of 1964. Salvage as a preventive measure should be completed by May of 1964. (After that date, buildup in beetle population may be expected.)

Ponderosa Pine

(This is not as significant a problem in the current blowdown as is the Douglas-fir.)

Down trees will probably serve as a breeding ground for western pine beetle throughout the 1963 growing season. Insects which emerge from these trees will be on the wing by mid-August of 1963. Salvage or other preventive measures should be taken by that time.

Lodgepole Pine

Experience indicates that a mountain pine beetle outbreak does not necessarily follow a blowdown. Hence stands of lodgepole pine need to be kept under surveillance and counter action planned, should there be evidence of outbreaks.

Other Species

Wherever blowdown of Engelmann spruce occurs in merchantable quantity, it should be salvaged. Hemlock, true firs, cedar, and larch have no history of a bark beetle threat developing from blowdown.

3. Does good conservation practice require prompt salvage in a determined effort to meet these due dates? Definitely yes.

4. From the above information, is it possible to forecast the volumes in excess of normal log consumption which will have to come on the market to do this salvage job? The group was sharply divided on this point. Here the key question is how rapidly and how completely logging operations can be shifted to the cutting of blowdown. As a gross over-simplification of a complex question, the group was willing to accept a judgment that for the next three years the potential for additional volume available to be thrown on the market over and above recent trends of normal log consumption is at least a billion board feet a year. Some of the group feel that if the market will absorb it, this figure could be larger.

5. Other recommendations and major comments

a. The working group unqualifiedly supports the need for the cooperative survey of 20,000,000 acres now under way by the various associations and agencies which comprise the Northwest Forest Pest Action Council. This is a vital step and should be fully supported by all concerned agencies of Government, as we understand it is.

b. The group concurs in the recommendations of the Forest Pest Action Council concerning needed public agency action, and commends the eight points developed by the Council for critical attention and favorable action to the greatest extent possible. These are:

Recommended Public Agency Action

- (1) Extend current timber sales to permit immediate switch to salvage on public or private lands.
- (2) Modify current sales with significant blowdown in recognition of additional cost and risks and losses in volume and quality.
- (3) Streamline appraisal and sale procedures to expedite salvage.
- (4) Modify road policies to expedite salvage.
- (5) Adopt temporary road standards to expedite salvage.
- (6) Shift emphasis from green timber to salvage sales in areas of heavy blowdown.
- (7) Shift timber access road construction to give high priority to concentrations of blowdown without interfering with offering of full allowable cut in other areas.
- (8) Those responsible for protection of county, state and national parks and other such reserved lands are urged to minimize both insect and fire hazard resulting from blowdown by removing blowdown from their areas so as to protect the scenic values of the surrounding park forests and adjacent commercial forests.

The above eight points were not discussed in detail for they cover, in total, a segment of this problem containing many points of policy and operating procedure. Discussion by the group especially highlighted the following:

The need for effective procedures to extend existing contracts for operators who would shift to logging of blowdown timber;

The need for recognition of emergency conditions in the application of right-of-way policies;

The need for adapting appraisal and sale preparation procedures to this emergency situation, including making needed changes in order to get faster action on salvage.

c. Fire Protection Measures. Increased fire hazard resulting from the blowdown has not yet been adequately assessed. This needs to be done and appropriate plans of action determined. Land-managing agencies should be prompt to use closures to restrict non-essential travel in high-risk areas during periods of high hazard.

d. Road Funds. It is the consensus of the working group that additional funds are needed for the BLM and the Forest Service for urgent current road maintenance and for road construction requirements brought on by the blowdown emergency. There are urgent current maintenance needs which are being only partly met.

e. Salvage Action on Private Land Ownerships. The working group endorses the recommendations of the Northwest Forest Pest Action Council concerning action for private landowners. These recommendations are:

Recommended Action for Private Landowners - Through landowner and trade associations and State Forestry Departments:

- (1) Urge all private landowners to survey and report on location and intensity of blowdown and plans for salvage to Timber Disaster Committee.
- (2) Urge all private landowners to salvage blowdown as rapidly as possible.
- (3) Urge all private landowners with significant blowdown to switch production immediately into salvage.
- (4) Assist all private landowners in locating markets for salvage.

/s/ A. W. Greeley

A. W. GREELEY, Chairman
Working Group on
Forest Practices Aspects

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REPORT OF COMMITTEE ON CREDIT AND FINANCIAL ASSISTANCE FOR SMALL
NON-INDUSTRIAL WOODLOT OPERATORS

The committee, which consisted of 24 members, met as directed and considered the credit and financial needs of small woodlot operators. It was reported that there are approximately 68,000 small non-industrial woodlot operators in the storm affected counties of Oregon and Washington. These operators have a total of 6,000,000 acres in woodlots. It was reported also that these 68,000 operators are divided into two categories with 40,000 owning 3,000,000 acres classified also having farming operations and 28,000 non-farm woodlot operators owning 3,000,000 acres.

It was the consensus of the group that a vast majority of these operators had significant damage to their woodlots. It was also the opinion of the group that many will need credit, in connection with their woodlots, which they will not be able to obtain from responsible local sources.

Representatives of the Farmers Home Administration explained that loans for authorized forestry purposes are available under that agency's emergency loan program to eligible farmers who also have woodlot operations. Authorized loan purposes under this program may include:

1. Salvaging and marketing damaged timber and other timber intermingled with the damaged timber.
2. Clearing debris from woodlots, woodlot roads, and streams.
3. Carrying out approved or required pest control and fire protection practices.

Attached as a part of this report is a statement concerning loans which are available through the Farmers Home Administration. Since loans for forestry purposes may not be made to woodlot operators who are not farmers, it was pointed out that there are 28,000 small woodlot operators in the storm areas of Oregon and Washington who are automatically disqualified for loans because they are not considered as farmers within the meaning and intent of the Farmers Home Administration loan making authorities. The Committee considered this as an inequity which could be corrected by appropriate interpretations

of the production of forestry products as the production of agricultural products as is done with many of the other programs administered by other agencies of the Department of Agriculture. It is the definite position of the Committee that it is inconsistent and confusing to the public for different agencies within the Department of Agriculture to operate under different interpretations as to whether non-commercial woodlot operators are farmers within the meaning and intent of the loans administered by these agencies. Therefore, the Committee recommended with emphasis and a great deal of personal zeal that:

1. The interpretations which classify operators having only woodlot operations as non-farmers be reconsidered immediately with the view of classifying such operators as farmers.
2. If the reconsideration results in a continued interpretation that operators having only woodlot operations are not farmers, the Small Business Administration should be requested to consider the matter of whether it is authorized to make loans to such operators.

The Chairman of the Committee agreed to place these recommendations in the proper channels for early decisions on his return to Washington.

Moving from the subject of credit, the Committee next considered the matter of financial assistance which may be available to small non-industrial woodlot owners in stream clearance and other emergency conservation practices through cost sharing programs of the Department of Agriculture. It was explained that these programs may be activated only in areas designated for these purposes by the Secretary of Agriculture upon the recommendation of the appropriate County and State USDA Disaster Committees. Therefore, this Committee recommended that each County USDA Disaster Committee in the storm areas review the situation immediately with the view of recommending the designation of a disaster area if there is justification for this action, and that the State USDA Disaster Committees follow through with recommendations to Washington on recommendations made by the County Committees. It is the understanding of the Committee that representatives of the ASCS will follow through on this recommendation with local and State Committees.

In addition to its assigned responsibility with regard to credit and financial assistance for small woodlot owners, the Committee expressed itself on related subjects, as follows:

1. The Committee expressed an interest in small woodlot operators having the full benefit of technical assistance as provided by Farm Foresters. It was recognized that the impact of the storm will greatly increase the activity of Farm Foresters and the Committee urged that adequate funds and personnel be provided for this important work.
2. The Committee expressed an interest in small woodlot owners having the services of the County Technical Action Panel, made of FHA, SCS and ASCS, and other State, Federal and County agencies, in relation to their individual problems resulting from the storm. The Committee also urged that the local offices of the FHA, SCS, and ASCS serve as information centers for small woodlot owners in this regard.
3. The Committee was unanimous in its opinion that small woodlot owners are confronted with a serious problem with regard to marketing a volume of approximately one-half billion board feet of timber in their salvage and clean-up operations.
4. Although not directly related to individual woodlot owners, the Committee was interested in programs of assistance which are available through the Area Development Administration of the Department of Commerce. The Committee was informed by a representative of this Agency that assistance on a local Government cost-sharing basis is available in connection with certain types of storm damage to resources and resource management structures. Examples of the situations in which assistance may be granted are stream channel clearance, access road building or rebuilding, and soil and water conservation structures.
5. In addition to discussing the problems related to emergency salvage and marketing of blown-down timber; the Committee recognized the immediate problem of fire, insect damage, flood and disease associated with blow down. It was the consensus that normal high water could result in a disaster as bad as the present if the debris clogging the stream channels and drainage areas is not removed. The potential of beetle infestation attacking the remaining timber in the area was also pointed out.

In some of the counties having storm damage, grants of 50% are available under the accelerated Public Works Bill to local Government bodies, including various types of improvement district bodies. These counties are:

California - Mendocino, Humboldt, Del Norte, Trinity and Siskiyou.

Oregon - Coos, Josephine, Douglas, Klamath, Yamhill, Columbia, Clatsop and Lincoln.

Washington - Pacific, Lewis, Grays Harbor, Jefferson, Clallam, Skagit, Whatcom, Okanogan, Chelan, Douglas, Kittatas, and Yakima.

Where a local Government body can provide 50% of the cost of a public project, application for the 50% grant can be made. The local offices of the Farmers Home Administration, ASCS, or Soil Conservation Service can advise on making application. Also, the Area Redevelopment Administration field coordinator in each State will assist.

A list of the members of this Committee is attached. The Chairman wishes to state that this report represents the combined unanimous effort of all members. The Chairman wishes, also, to commend the members of the Committee for their sincere interest in small woodlot owners and to assure them that it was a genuine personal pleasure to have had the opportunity of serving as moderator for their discussions.

/S/ Jack Frost
Jack Frost, Chairman
(Director, Emergency Loan Division,
Farmers Home Administration)

/S/ Arthur E. Garton
Arthur E. Garton, Secretary
(FHA State Director for Washington)

| NAME | AGENCY | ADDRESS |
|-------------------|---------------------------------|--|
| Arthur E. Garton | FHA | Wenatchee |
| Murphy L. Barnes | ASCS | Washington, D. C. |
| Walt Thomson | USFS | Portland, Oregon |
| George E. Bradley | ORAD | Washington, D. C. |
| James Wylie | Wn. ASC Comm. | Mt. Vernon, Wn. |
| Poly Schedeen | Ore. ASCS | Gresham, Ore. |
| Tom Current | ARA | Portland, Oregon |
| Ed Gilden | UC Ag. Ext. | Berkeley, Calif. |
| Arnold N. Bodtker | ASCS - Oregon | Portland, Oregon |
| Joe Buhaly | WSU Agr. Ext. Ser. | West Wn. Exp. Sta. Puyallup, Wash. |
| Harry Reising | REA | Portland, Oregon |
| Robert V. Pierce | Farmers Home Adm. | Portland, Oregon |
| T. P. Helseth | SCS | Portland, Oregon |
| A. W. Quam | SCS | Seattle, Wash. |
| Oke Eckholm | SCS | Portland, Oregon |
| N. E. Bjorklund | Industrial For. Assn. | Portland, Oregon |
| R. Sheard | SBS | Portland, Oregon |
| M. C. Phelan | SBA | Seattle, Wash. |
| Ernest L. Kolbe | Western Pine Assoc. | Portland, Oregon |
| Walter H. Gavin | BLM | Portland, Oregon |
| John Davenport | WFIA | Portland, Oregon |
| Bert Cole | Olympia Dept. Nat. Resources | Dept. Nat. Resources Olympia, Wash. |
| Mike Bigley | Dept. Nat. Resources | Olympia, Wash. |
| L. C. Van Winkle | Oregon ASCS-State Office | Portland, Oregon |