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Keeping the Commitment to Rural Communities

Hearing Before the
Committee on Energy and Natural Resources
United States Senate
One Hundred Thirteenth Congress
First Session
To Examine
Options for Reauthorizing and Reforming the Secure Rural Schools and Community Self-
Determination Act and Payments in Lieu of Taxes

March 19, 2013

INTRODUCTION

Chairman Wyden, Ranking Member Murkowski, members of the committee and staff, it is a great honor to be here today. My name is Jay O’Laughlin. I live in Moscow, Idaho, where I am professor of forestry & policy sciences at the University of Idaho and for 23 years, full-time director of a policy analysis research unit created by the Idaho Legislature in 1989 and continuously funded since then. Our mandate is to provide objective analysis of resource and land-use issues Idahoans care about. We care about the federal lands that make up almost 64 percent of the state’s land base, a percentage exceeded only by Nevada and Utah. Almost 39 percent of Idaho is in the National Forest System; Oregon at 25 percent ranks a distant second.

Congress enacted the Secure Rural Schools and Community Self-Determination Act of 2000 (SRS) as a temporary, optional program of payments based on historic revenues.¹ These payments compensate counties for the tax-exempt status of federal lands, following a policy dating to 1906 that counties receive a percentage of agency revenues, primarily from timber sales. Since 1989, however, timber sales have declined substantially, by more than 90% in some areas.² On an annual payment basis, Oregon benefits the most from SRS, followed by California, then Washington and Idaho, with Montana not far behind.³ Based on the percent of the county

¹ P.L. 106-393, 114 Stat. 1607 (October 30, 2000)

² Gorte, R.W. (2010). *Reauthorizing the Secure Rural Schools and Community Self-Determination Act of 2000*. Congressional Research Service Report CR41303, Washington, D.C. 14 pp.
http://www.fs.usda.gov/Internet/FSE_DOCUMENTS/stelprdb5260244.pdf

³ *Id.*

revenue for schools and roads that comes from federal payments, many counties in Idaho, Montana, New Mexico, and Oregon depend heavily on these payments.⁴

According to the U.S. Forest Service, the condition of at least 65 million acres of National Forest System lands could be improved with restoration treatments.⁵ The removed woody biomass can be manufactured into useful consumer products and the residuals used to produce energy. It takes people to do this work so in turn forest restoration helps revitalize our rural communities.

My main point is that active forest restoration results in a triple-win: first, improved conditions, including wildfire resiliency; second, consumer products and energy feedstocks, both helping make our nation more self-reliant; and third, jobs in rural communities. The triple win is related to the county payments programs because a meaningful federal timber sale program with a continued revenue-sharing policy would greatly reduce the need for federal land payments.

In 2011, I was asked by the University's Research Office to respond to a query from one of our two members of the U.S. House of Representatives (Raúl Labrador) for information about the Secure Rural Schools Act and the trust land management model used to manage school trust lands granted to Idaho, and many other states, to support public education. These were not new issues for me,⁶ so I assembled an Issue Brief report for the congressman's staff and walked them through it.⁷ Updated and more detailed portions of it follow.

I begin with a **Problem Statement**, then identify and describe **Three Options** for providing funds to counties: 1) rejuvenate the program for federal **Timber Sales and Revenue-Sharing**, 2) create a **Property Tax Equivalency** system for federal lands, and 3) test the **Trust Land Management** model with pilot projects in some selected areas. My **Conclusion** is that some kind of action, including temporary extension of SRS until something else is developed, is better than no action.

⁴ Headwaters Economics (2010). *County Payments, Jobs, and Forest Health: Ideas for Reforming the Secure Rural Schools and Community Self-Determination Act (SRS) and Payments in Lieu of Taxes (PILT)*. Headwaters Economics, Bozeman, MT. 96 pp. http://headwaterseconomics.org/wphw/wp-content/uploads/Reform_County_Payments_WhitePaper_LowRes.pdf

⁵ U.S. Forest Service (2012). *Increasing the Pace of Restoration and Job Creation on Our National Forests*. Unnumbered publication, Washington, DC. 8 pp. <http://www.fs.fed.us/publications/restoration/restoration.pdf>

⁶ O'Laughlin, J., W.R. Hundrup & P.S. Cook. (1998). *History and Analysis of Federally Administered Lands in Idaho*. PAG Report 16, University of Idaho, Moscow, 125 pp. <http://www.uidaho.edu/~media/Files/orgs/CNR/PAG/Reports/PAGReport16>

⁷ O'Laughlin, J. (2011). *Secure Rural Schools Program Reauthorization, U.S. Forest Service Timber Sale Program, and Trust Land Management*. Issue Brief No. 14, Policy Analysis Group, College of Natural Resources, University of Idaho. 16 pp. http://www.uidaho.edu/~media/Files/orgs/CNR/PAG/Reports/PAG_IB-14_8-14-11

PROBLEM STATEMENT

Unless reauthorized by Congress, payments to the counties under the SRS and Payments in Lieu of Taxes (PILT) programs are history and would have consequences. Some counties will be hard pressed to maintain local roads and schools without some form of payment to compensate for tax-exempt federal lands.

The economic impact of losing the SRS county payments program was presented in a 2010 consultant's report prepared for the Partnership for Rural America:

The loss of [SRS] money has annual losses for the counties and schools currently funded. The losses are not simply to local construction, education and conservation services and their allied industries. The industries affected by these changes are far and wide based on how construction workers, educators and conservation services employees spend their money and how these rural economies work. The reduction of [SRS] funding not only reduces jobs in these directly-affected industries, but also affects industries such as medical and dental offices, banking, auto repair, grocery and other retail stores, restaurants and bars, and many others. The loss of \$467 million of this funding leads to various businesses throughout the United States losing almost \$1.459 billion in revenues, government at all levels losing over \$225 million in tax receipts, and over 11,460 people losing their job.⁸

Also facing its demise is the SRS feature embodied in the collaborative efforts of Resource Advisory Councils (RACs) to use SRS Title II funding for a wide variety of projects that might not otherwise be funded. Although timber projects can be approved under Title II, very few have been.⁹ Social scientists who have studied RACs in northern California report that most of the Title II funds were used to improve roads, wildlife habitat, and reduce invasive weeds.¹⁰

The RACs do good work in Idaho, and could do much more. The collaboration between seemingly disparate interests working towards a common interest has proven to be a valuable model that could lead to more good things. We wanted to use the RAC concept on a larger scale in Idaho and in 2004 a subcommittee of this committee held a hearing on our proposal.¹¹ It

⁸ Eyler, R. (2010). *Rural Policy: Secure Rural Schools Act Economic Impact Analysis*. Economic Forensics and Analytics, Petaluma, CA. 6 pp. (Dr. Eyler is Chair, Economics Dept., Sonoma State University, CA.) http://www.partnershipforruralamerica.org/pdf/Economic_Impact_Analysis.pdf

⁹ GAO (2010). Update on the status of the merchantable timber contracting pilot program [under SRS Title II]. Letter of Anu K. Mittal to congressional committees, Government Accountability Office, Washington, DC. March 4, 10 pp. <http://www.gao.gov/new.items/d10379r.pdf>

¹⁰ Kusel, J., et al. (2006). *Assessment of the Secure Rural Schools and Community Self-Determination Act*. Sierra Institute for Community and Environment, Taylorsville, California. 235 pp. http://www.sierrainstitute.us/archives/COMPLETE_REPORT.pdf

¹¹ Hearing before the Subcommittee on Public Lands and Forests, Committee on Energy and Natural Resources, U.S. Senate, on S. 433, "A Bill to provide for Enhanced Collaborative Forest Stewardship

developed from a state task force charged by the legislature to develop cooperative arrangements with federal managers. After considerable time and effort, bills were introduced in the U.S. House and Senate. Had the Clearwater Basin Project Act passed, 2.7 million acres of National Forest System lands in north central Idaho now would be a pilot project in which a committee patterned after the RACs would work with federal managers on all forest activities, not just special projects under SRS Title II.¹²

THREE OPTIONS

If there is no congressional action this year, some counties have warned that they will face whatever one might call the local government equivalent of bankruptcy. The 25% revenue-sharing provisions in law since 1908 would remain in place, however.

Some western state politicians are calling for changing ownership of portions of federal land holdings. In 2012 several states took action. Utah passed a law promising that if the federal government does not “extinguish title” to a large portion of the federal lands and give them to the state, the matter will be pursued via litigation. Similar legislation in Arizona was vetoed by the governor. The Wyoming legislature debated the issues and created a study commission; at this writing Idaho is poised to do the same.

I want to talk about changing the rules, not changing ownership. Unless the rules are changed, ownership change would not make much difference. Federal managers must follow many rules, and some could be improved, especially the National Environmental Policy Act and National Forest Management Act.¹³

I address three ideas for generating more revenue that the current system does: 1) rejuvenating the federal timber sale program; 2) replacing SRS and PILT with a property tax equivalency payment system; and 3) testing the trust land management model with pilot projects.

1. TIMBER SALES AND REVENUE-SHARING

After World War II, returning veterans wanted and deserved the American dream—a home of their own. National Forest System lands provided a substantial portion of the timber necessary to do that. Building roads and mills to access and process timber strengthened rural communities. After Congress passed laws in the 1970s requiring Forest Service managers to involve the public

Management of the Clearwater and Nez Perce National Forests in Idaho,” Washington, D.C. (March 24, 2004). <http://www.gpo.gov/fdsys/pkg/CHRG-108shrg94830/pdf/CHRG-108shrg94830.pdf>

¹² Idaho State Board of Land Commissioners (2013). “About the Federal Lands Task Force” webpage. Idaho Department of Lands, Boise, ID. <http://www.idl.idaho.gov/LandBoard/fltf.htm>

¹³ According to one estimate, “it is taking about 70% of the Forest Service’s land management budget to comply with planning and environmental review for projects, leaving only 30% for implementation and work on the ground.” Partin, Tom, “Subcommittee to review NEPA cost.” American Forest Resource Council newsletter, Portland, Oregon, January 23, 2013. http://www.amforest.org/newsletters/browse/afrc_news_-_january_23

and analyze environmental impacts, the decision process was opened to judicial scrutiny. In response to advocacy demands and court decisions, in 1990 the federal timber sale program was ratcheted down (**Figure 1**). In the 40 years prior to that, between 1950 and 1989, an average of 9.5 billion board feet (BBF) per year were harvested from national forests. Between 1990 and 2012, the average dropped by almost two-thirds, to 3.5 BBF per year. The current administration wants to increase from the current level of 2.5 BBF to 3 BBF per year.¹⁴

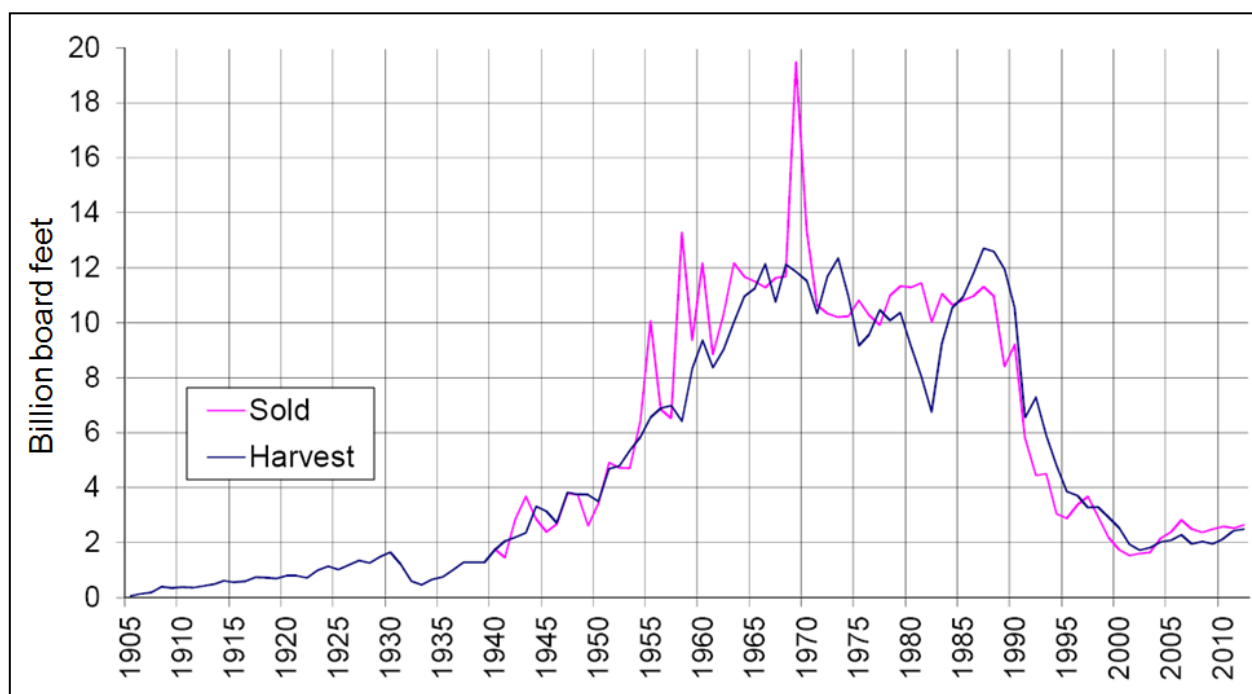


Figure 1. National forest timber sold and harvested, 1905-2012 (sold data not available before 1940).¹⁵

Coincidentally, after 1990 the number of acres burned by wildfires in the western states increased (**Figure 2**). In the 40 years between 1950 and 1989, an average of 800,000 acres per year burned. Between 1990 and 2012, the average increased by a factor of 3.7 to 3 million acres burned per year. This includes a modern record of 7.4 million acres burned in 2012. The increase results from the combined effects of accumulated fuels and longer, dryer fire seasons.

—blank space is intentional—

¹⁴ U.S. Forest Service, *Increasing the Pace of Restoration and Job Creation* (2012, *supra* note 5).

¹⁵ Source: U.S. Forest Service (note: timber sold data before 1940 are not available).

http://www.fs.fed.us/forestmanagement/documents/sold-harvest/documents/1905-2012_Natl_Summary_Graph.pdf

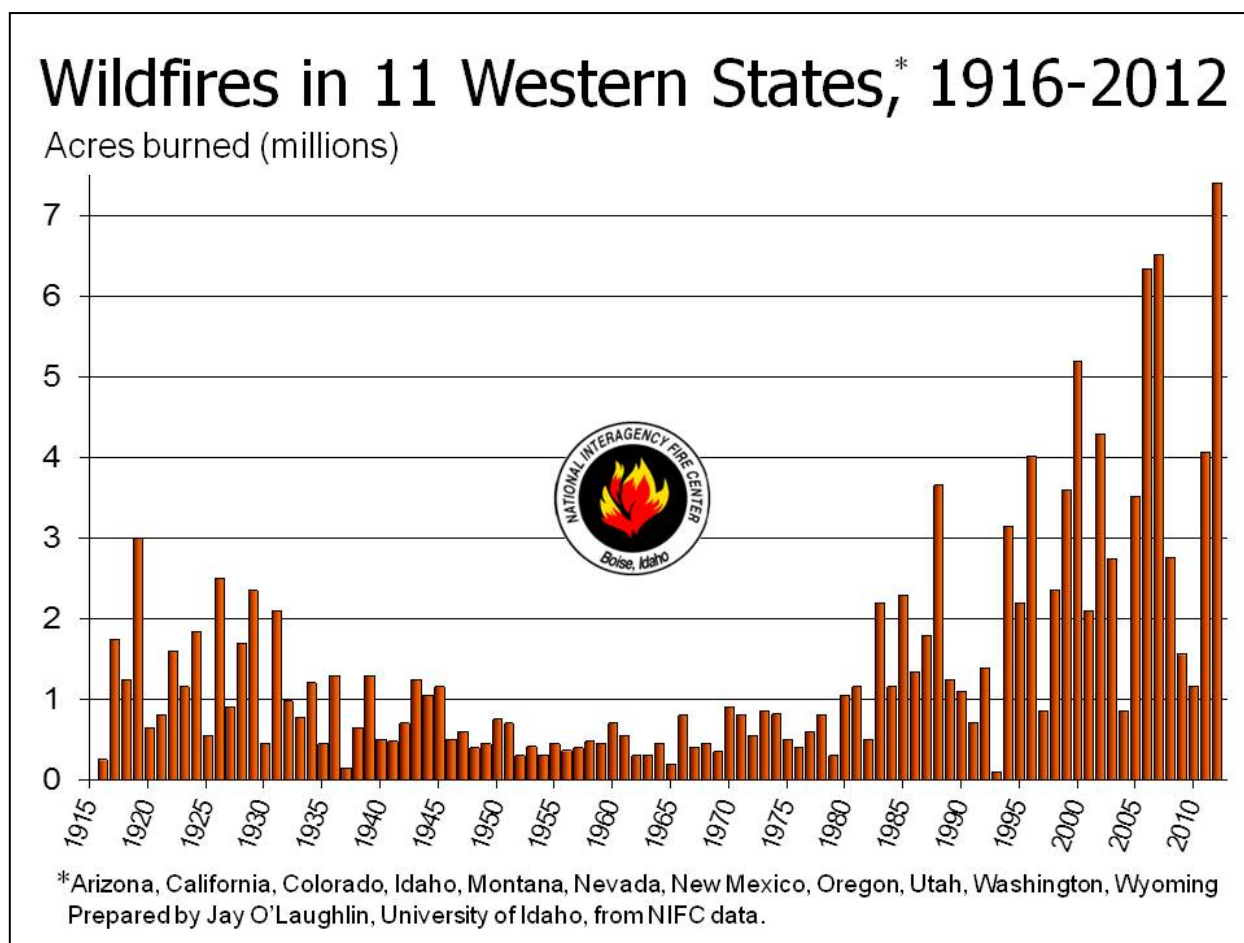


Figure 2. Acres burned by wildfires in 11 western States, 1916-2012.¹⁶

We cannot do much about the weather, but we can reduce fuels in areas that pose high risks to the things people value. Western national forests have an over-accumulation of vegetation that fuels destructive wildfires.¹⁷ As Forest Service Chief Emeritus Dale Bosworth put it, “We have some 73 million acres of national forest land at risk from wildland fires that could compromise human safety and ecosystem integrity. . . . The situation is simply not sustainable—not socially, not economically, not ecologically.”¹⁸

Restoration treatments that improve forest conditions by reducing wildfire hazards provide a triple win. As U.S. Forest Service scientists put it, “Implementation of any significant fuel reduction effort will generate large volumes of biomass and require the development of

¹⁶ Source data from National Interagency Fire Center, Boise, Idaho.

¹⁷ GAO (1999). *Western National Forests: A Cohesive Strategy is Needed to Address Catastrophic Wildfire Threats*. Report no. GAO-RCED-99-65. Washington, DC: U.S. Government Accountability Office, Washington, D.C. 60 pp. www.gao.gov/archive/1999/rc99065.pdf

¹⁸ Bosworth, D. (2003). “Fires and forest health: our future is at stake.” *Fire Management Today* 63(2): 4-11. http://www.fs.fed.us/fire/fmt/fmt_pdfs/fmt63-2.pdf#firesandforesthealthourfutureisatstake

additional workforce and operations capacity in western forests.”¹⁹

As noted before, there are at least 65 million acres of National Forests System lands that could be improved by restoration treatments. The Forest Service relies primarily on fire as its tool, treating 3.5 to 4 million acres per year. However, 12.5 million acres need to be thinned with logging equipment before fire can be safely restored. In 2011, approximately 200,000 acres were mechanically treated; timber removals amounted to 2.4 BBF of timber. In 2012 that increased to 2.5 BBF, and the agency wants to increase the pace of restoration removals to 3 BBF feet per year.²⁰

At the current harvest level, the Forest Service is removing about 6 percent of the annual growth. Mortality takes 6 times that, or 36 percent of annual growth.²¹ So each year a large amount of additional wood fiber, some green, and a lot of it dead, is added to the forest fire fuel complex. Compare this to the late 1980s, when national forest timber harvests peaked at 12 BBF per year. Those harvests were equivalent to half of the annual growth, and mortality was one-fourth. The forest accumulated a substantial amount of additional timber volume, but not as much in more recent years because of reduced harvests.

How much timber harvest would be needed to provide revenues equivalent to SRS payments?²² The reply depends mostly on timber prices, and the answer is, not too surprisingly, about 12 BBF. In the late 1980s, national forest timber in the west sold for an average of \$107 per thousand board feet (or MBF). Adjusted for inflation, that is about \$206 per MBF in today’s dollars. The most recent price data for national forest timber sales in the west averages about \$50 per MBF. By comparison, in 2012 the average stumpage price for sawlogs from Idaho state lands was \$196 per MBF, an indicator that perhaps the Forest Service could attain revenues capable of providing SRS payments with 12 BBF per year by rejuvenating a timber sale program.

Many interest groups support federal timber sales, including the Society of American Foresters.²³ This is the path to the triple win. Some analysts believe that 12 BBF per year from the national

¹⁹ U.S. Forest Service (2005). *A Strategic Assessment of Forest Biomass and Fuel Reduction Treatments in Western States*. General Technical Report RMRS-GTR-149, U.S. Department of Agriculture, Forest Service, Rocky Mountain Research Station, Fort Collins, CO. 17 pp. http://www.fs.fed.us/rm/pubs/rmrs_gtr149.pdf

²⁰ U.S. Forest Service, *Increasing the Pace of Restoration and Job Creation* (2012, *supra* note 5).

²¹ Source data: Smith, B., et al. (2009). *Forest Resources of the United States, 2007*. General Technical Report WO-78, U.S. Department of Agriculture, Forest Service, Washoington Office, Washington, D.C. 336 pp. http://www.fs.fed.us/nrs/pubs/gtr/gtr_wo78.pdf

²² See O’Laughlin, J. (2007). “Q4. What quantity of timber harvest would match the Craig-Wyden payments?” Pp. 3-4, in, *Timber Harvests and Receipts from National Forest System Lands in Idaho*. PAG Issue Brief No. 10, Univ. of Idaho, Moscow. 13 pp. http://www.uidaho.edu/~media/Files/orgs/CNR/PAG/Issue%20Briefs/PAG_IB10_natl-forest-timber-sales.ashx

²³ SAF (2012). *Timber Harvesting on Federal, State, and Other Public Lands*. Position Statement, Society of American Foresters, Bethesda, Maryland. 4 pp. http://www.eforester.org/fp/documents/timber_harvesting.pdf

forests is sustainable.²⁴ The growth to removals ratio of 2:1 in the late 1980s was consistent with sustainability standards. There is more annual growth today, which can be an asset or liability, depending on how forests are managed. Although a revamped timber sale program at 12 BBF per year could eliminate the need for SRS payments, other issues remain. The social acceptability aspects of sustainable forest management are perhaps a more difficult barrier to overcome than physical sustained yield and economic viability.

Because of record-setting wildfires in many parts of the West during the past decade, some groups are advocating forest restoration via large-scale vegetation treatments, including the Western Governors' Association.²⁵ Professional foresters in Idaho, Nevada, Utah, eastern Washington, and western Wyoming support this approach.²⁶ As noted earlier, fuel treatments on the scale necessary to reduce hazardous fuels will generate large volumes of woody biomass and substantial additions to the workforce.²⁷ This is the path towards the triple win.

2. PROPERTY TAX EQUIVALENCY

The idea of replacing SRS and PILT payments with a tax equivalency system would make federal payments to counties equivalent to what they would be paid in property taxes if the land were privately owned. This is not a novel idea. According to a Congressional Research Service analyst, this approach “may be very difficult if not impossible.”²⁸

Consider, however, that the states tax timberlands and it is not particularly difficult. In Idaho, there are 3.1 million acres of private timberlands, taxed somewhere between two dollars and seven dollars per acre, averaging out at five dollars per acre.²⁹ At that rate, the twelve million acres of National Forest timberlands in Idaho, minus about 6 million acres of roadless area timberlands that will never be harvested, would provide roughly \$35 million to the counties, and BLM's half-million acres of timberlands another \$2.5 million. Idaho receives \$27.4 million under SRS. Spread across 20.4 million acres of NFS lands, this is \$1.34 per acre, but spread across the productive 6 million acres of timberlands, it is about \$4.50 per acre.

²⁴ E.g., Fedkiw, J. (1998). *Managing Multiple Uses on National Forests, 1905-1995: A 90-year learning experience and it isn't finished yet*. U.S. Dept. of Agriculture, Forest Service, Washington, DC. 284 pp.

²⁵ WGA (2011). *Large Scale Forest Restoration*. Policy Resolution 11-01, Western Governors' Association, Denver, CO. 4 pp. http://www.westgov.org/policies/doc_download/1390-11-0

²⁶ Society of American Foresters (2011). *Restoring and Maintaining Resilient Landscapes via Active Vegetation Management at Large Scales Helps Create Fire-Adapted Communities and Improve Responses to Wildfires*. Inland Empire SAF and Intermountain SAF Joint Position Statement, commenting on the Western Region component of the National Cohesive Wildland Fire Management Strategy being prepared in response to a requirement of the FLAME Act of 2009. 9 pp. <http://www.usu.edu/saf/position-11-0803.pdf>

²⁷ U.S. Forest Service, *Biomass from Fuel Treatments in Western States* (2005, *supra* note 19).

²⁸ Gorte, *Reauthorizing SRS* (2010, *supra* note 2, p. 4).

²⁹ Cook, P.S. & J. O'Laughlin. 2001. *Taxing Forest Property: Analysis of Alternative Methods and Impacts in Idaho*. PAG Report No. 20, University of Idaho, Moscow, 35 pp. <http://www.uidaho.edu/~media/Files/orgs/CNR/PAG/Reports/PAGReport20>

Idaho ranks fourth in revenue-sharing payments, behind Oregon, California, and Washington. In 1989, the 25% revenue-sharing payments for the entire National Forest System peaked at \$361 million, and about \$339 million of that came from timber production activities. Spread across the 98 million acres of National Forest System timberlands, minus 50 million acres of roadless areas for a net 48 million acres of operable timberlands, that is a payment averaging about \$7 per acre. But of course, roadless areas, rangelands, and other areas not producing timber would need to pay their way at some rate under this system.

The states have competent property tax assessors and administrators. If they were not taxing forest properties fairly, political outcry and subsequent adjustment would surely follow. Given the task, these professionals could devise a fair and workable system for the federal lands. Some differences between states would need to be ironed out by an oversight commission.

3. TRUST LAND MANAGEMENT

School trust lands came as grants from the public domain at statehood; part of a bargain that states would not tax federal lands within their boundaries. States were to generate revenues for supporting public schools, either by selling the lands, or retaining ownership and selling commodities from the land, such as timber, forage, and minerals.

Trusts work, and “Trust land management is our nation’s most ancient and durable resource policy.”³⁰ In the contiguous 48 states, 45 million acres of land grants to the states are managed under this model. These lands provide billions of dollars for education and other public purposes.³¹ Several solid principles serve as general guides for managing land under the trust concept: clarity, accountability, enforceability, perpetuity, and prudence.³² Two leading examples of states that retained and now manage timberlands for revenue production are in the State of Washington and also Idaho.³³ Recently some interest has been expressed in applying the trust land management model to selected federal lands. I support that.

The trust land management model is flexible and could be adapted to promote biological diversity as a trust mission.³⁴ It is not difficult, as portions of revenue from commodity sales

³⁰ Souder, J.A. & S.K. Fairfax (1996). *State Trust Lands: History, Management and Sustainable Use*. University of Kansas Press, Lawrence, KS. 360 pp.

³¹ To be exact, \$4.5 billion annually in the early 1990s, according to Souder & Fairfax, *State Trust Lands* (1996, *supra* note 30).

³² Fairfax, S.K. (1999). *Lessons for the Forest Service from State Trust Land Management Experience*. Discussion Paper 99-16, Resources for the Future, Washington, D.C.; see also Souder & Fairfax, *State Trust Lands* (1996, *supra* note 30).

³³ O’Laughlin, J., S.F. Hamilton & P.S. Cook (2011). *Idaho’s Endowment Lands: A Matter of Sacred Trust*, second edition. PAG Report No. 1, 2d ed., University of Idaho, Moscow, 35 pp.
<http://www.uidaho.edu/~media/Files/orgs/CNR/PAG/Reports/Endowment%20Lands%20Report%208-7-11>

³⁴ O’Laughlin, J. (2000). *Trust Concepts Applied to the Federal Public Lands: A New Approach for Sustaining Human Communities and Biological Diversity*. Paper presented to the Idaho State Board of Land Commissioners' Federal Lands Task Force Working Group, Boise, Idaho. 11 pp.

could be directed into special funds. Ten years ago I was asked by the Society of American Foresters to testify before Congress about the Idaho Federal Lands Task Force, and specifically about adapting the trust land management model for National Forest System lands.³⁵ Information from these earlier writings is as relevant today as a decade ago.

Dr. Marion Clawson is an inspiration to forest policy specialists. He had a long and distinguished career before his passing in 1998. In the 1950s he was BLM director. He was a prolific and insightful scholar in residence at Resources for the Future, a pre-eminent think tank in the nation's capital, and he served as RFF's president. He wrote *Forests for Whom and for What?*—still my favorite.³⁶ During the Sagebrush Rebellion era of the mid-1980s, Clawson wrote,

I reject any idea that we today are less imaginative and resourceful than men and women who pressed for the establishment of the national forests, national parks, and grazing districts. ***We too can innovate; let us try.***³⁷

What should we try? Trusts work. More than a decade ago two parcels of federal land were set up as trusts—Valles Caldera Trust on National Forest System lands in New Mexico and Presidio Trust in California. Please let us put more trusts to work for our rural communities and schools.

CONCLUSION

As our task force learned and documented in Idaho 15 years ago, the federal land management system is broken and needs to be fixed.³⁸ Extension of SRS and PILT is appropriate for fulfilling past promises until a more permanent system can be developed, tested and implemented.

Rejuvenating a timber sale program provides many societal benefits. Given appropriate policy direction, our resource managers can and will work with their fellow citizens to figure out what sustainable forest management looks like on the land, a better place to do that than in court. For lands that do not produce timber, some form of payment from a property tax equivalency system seems a reasonable approach to help alleviate some current fairness problems. Last, but not least, trust land management is our oldest and most durable model, and worth testing in several places.

http://www.uidaho.edu/~media/Files/orgs/CNR/PAG/other%20pubs/New/2000_trust-land-mgmt-concepts

³⁵ O'Laughlin, J. (2002). *Community-Based Land Management and Charter Forests*. Testimony for the Society of American Foresters to Oversight Hearing before the Subcommittee on Forests and Forest Health, Committee on Resources, U.S. House of Representatives, Washington, D.C. (April 25, 2002). Published as Committee on Resources Serial No. 107-108, U.S. Government Printing Office. 11 pp. http://www.uidaho.edu/~media/Files/orgs/CNR/PAG/other%20pubs/New/2002_testimony-for-SAF_fed-land-mgmt-models

³⁶ Clawson, M. (1975). *Forests for Whom and for What?* Resources for the Future, Washington, D.C. 175 pp.

³⁷ Clawson, M. (1984). "Major Alternatives for the Future Management of Federal Lands." Pp. 195-234, in, *Rethinking the Public Lands*, S. Brubaker, ed. Resources for the Future, Washington, D.C. (Emphasis added.)

³⁸ Idaho State Board of Land Commissioners, "About the Federal Lands Task Force" (*supra* note 20).