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# Tributes to Arnold Bolle

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# TRIBUTES TO ARNOLD BOLLE

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The essential qualities of Arnold Bolle were his courage and his integrity. Charles Wilkinson, in 1988, suggested an award "for the most courageous, inspiring, and enduring performance toward protection of the nation's environment by a former forestry dean," making clear that anywhere in the country it would be Arnold Bolle who was the recipient of such an award.

Arnold's courage and integrity served all of us well in his long involvement with government: he was willing to exercise discipline and contribute the time needed to be a part of America's system for ruling ourselves.

Throughout his career as an educator, as a public administrator, as a researcher in natural resources, he made his knowledge and perceptions available to all who sought them. Two people who frequently sought his advice were Montana Senators, Mike Mansfield and Lee Metcalf. In 1969 when fierce controversy blew up in the Bitterroot over the Forest Service's use of clear-cutting as a timber harvesting tool, Senator Metcalf's files filled with communications seeking congressional action. He needed information that reached beyond customary channels and that was objective and honest. He turned to Arnold.

With six other professors schooled and experienced in public resource matters, Arnold considered the request. They were guarded; their first concern was that any response should be constructive and have merit. They did months of preliminary review before concluding that it would be appropriate to write an analysis of Forest Service policy as it was applied in the Bitterroot. They became a select committee of the University of Montana.

The story of the subsequent report has become well known. For Montanans, there is still a great pride in the landmark document that became known as the Bolle Report. It has become a key reference in the continuing examination of national forest management. It is a durable part of public land history.

The Report's sustaining force derived from Washington's high regard

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* After her husband, Senator Lee Metcalf, died in 1978, the western environmental community encouraged Donna to continue her husband's advocacy for public lands. During the Carter administration, Donna served on the National Public Lands Advisory Commission. Donna is presently on the Board of Directors of the Forever Wild Endowment, the National Board of Directors of the Ruth Mott Fund and has been a long-time member of the Montana Wilderness Association. She was also a close friend of Arnold Bolle's.

for Arnold's integrity and the similar respect in which his fellow Committee members were held. Arnold's peers at Harvard, Yale, Northwestern, and the National Academy of Science knew him as a colleague and recognized that his Committee's report would have validity.

When the Report was published, the clear-cutting controversy proved not to be isolated to the Bitterroot. Availability of a responsible report opened a national flood of citizens' anger at the short shrift their observations were receiving from federal agencies. Headlines and stories, both pro and con, appeared all across the country.

Though the members of the Committee were startled to find themselves the focus of national scrutiny, they were secure in the careful work they had invested in the Report. From the day they first considered the assignment there had been nothing casual about the process. "We knew courage was required," Arnold once recalled. "A recommendation for further study would not do."

Courage prevailed when Montana's senators, its governor, the President of the University of Montana, and the Committee itself held the line against arrogant pressures and assaults. They knew they were dealing with a reasonable analysis. The Committee had done its work carefully and its members were forthright in their responses to challenges and testing.

By becoming involved in the Bitterroot, Arnold and his Committee members became involved in most of the public land controversy that followed. They showed the way for a continuing examination of Forest Service policies.

When Senator Frank Church's Subcommittee on Public Lands held hearings on clear-cutting, Arnold was invited to testify and did so, presenting a supplemental report from his Committee. In his testimony to Congress, he decried the lack of public involvement in land decisions; he challenged Congress to pay better attention to public land management; and he challenged the Forest Service's unrealistic assumptions for intensive forest management.

Arnold never ceased working for the things he cared about. In 1982 he was instrumental in the formation of the Forever Wild Endowment. It was organized to raise a capital base, the earnings from which could be used to foster and protect Montana's wild places and wild waters. From the beginning, he was a member of that close-knit family we called the Board.

When in a rotation of office it was time for a new chairman, though he was fighting the disease that claimed his life, Arnold was there for us with his leadership and his credibility and accepted the role. This singular act of courage deeply affected those of us who had the honor of serving and associating with him. James Posewitz, the present Chairman of the Forever Wild Endowment, has written, "Arnold Bolle stepped forward knowing the limit of his time. He knew how much of himself there was left

to give—and he gave a generous portion to us. It was a gift we value beyond any descriptive power of our expression."

To those of us who worked closely with Arnold, he was the Prince. He loved his world and he ruled it nobly.

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David H. Jackson**

> So you young ones, there will always be a battle going on. Get used to it, never give up, never lose your energy, your devotion, or your sense of humor.[1]

For those of us who knew Arnie Bolle as an academic colleague, those words are particularly challenging. They represent his closing sentiments on the Bitterroot National Forest management controversy, a controversy that in many ways defined Arnie Bolle's career and role in the American conservation community. He recommended that all of us get involved in advocating change in the institutions and policies which dictate the management of national forests.

Arnie Bolle's challenge to get involved is closely tied in word choice to what Gifford Pinchot called the "fight for conservation." It represents a contrast between the ivory tower academic scholar and the more involved academic who "professes" solutions to societal problems. This dichotomy of roles has been debated in forestry circles in terms of whether faculty members should be analysts or advocates. It raises the question of what responsibility, if any, academics have to translate knowledge into action.

Like most scholars who have devoted their productive lives to a particular subject area, Arnie Bolle's views, interests, and indeed his ideologies evolved as events and circumstances around him changed. One of his earliest research efforts involved the notion that he could develop a "model which can be used in analyzing" conflicts between multiple uses.[2] The study was to become the basis for his doctoral dissertation in Public Administration at Harvard University. What Bolle undertook was a case study of the North Fork of the Flathead Valley. In part, he was concerned

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1. Arnold W. Bolle, *The Bitterroot Revisited: A University Re-View of the Forest Service*, 10 PUB. LAND L. REV. 1, 18 (1989).

2. Arnold W. Bolle, The Cooperative Study of Multiple-Use of Natural Resources in the North Fork of the Flathead Valley (1960) (Montana Forest and Conservation Experiment Station, Montana State University).

with the development of recreation-oriented roads on the national forests adjacent to Glacier National Park where there had only been timber roads before. He saw the potential for an immense expansion of tourism-based outdoor recreation, and recognized that the conflicts were not only between uses and users but between agencies with different management ideologies. Bolle stated that:

> Conflicts in use are imminent. These might lead to reductions in use for either timber or recreation or for both. Careful planning may be able to resolve the conflicts. The alternatives must be explored to determine the nature and extent of the investment required from the various agencies and its possible consequences in order to arrive at an optimum solution to the problem as now understood.[3]

But he offered only the following tantalizing sentences as a clue to the right approach to careful planning.

> The objective of public management is to maximize returns to society over time. The solution involves a complicated interplay of physical, social, economic, and political forces involving different time preferences and facing different degrees of uncertainty. Therefore, the answer lies not in establishing a static equilibrium but rather in setting in motion a procedure for continuing decision-making.[4]

Bolle then summed up his 1960 paper by referring to the multiple-use problem as an investment problem. "The multiple-use problem thus becomes the problem of scheduling investment to produce the flow of goods, services and satisfaction required to meet society's changing needs over time."[5] Some ten years following the publication of Bolle's multiple-use ideas concerning the North Fork, he and several faculty colleagues authored the widely known report concerning management of the Bitterroot National Forest (popularly known as the Bolle Report). By Senate Resolution, Senator Lee Metcalf, who had requested the Report, initiated its publication as a Senate Document.[6]

The faculty authors of the Report seldom talked openly about whose ideas were responsible for its various parts. Yet, somewhere early in my career at the University of Montana Forestry School, I came to realize that Arnie Bolle was responsible for the first finding, "Multiple-Use management in fact does not exist as a governing principle on the Bitterroot

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3. *Id.*
4. *Id.*
5. *Id.*
6. S. Doc. No. 115, 91st Cong., 2d Sess (1970) [hereinafter BOLLE REPORT].

National Forest."[7] In many ways this statement was the most damning characterization of management on the Bitterroot National Forest. However, for Arnie, given his earlier ideas on multiple-use, the statement was simply one of fact. For others like myself, at least at that time, it was a statement that could not be substantiated. I saw multiple-use as a bureaucratic ideology. It was a short-cut explanation of what the agency did and was devoid of any objective criteria. Bolle, no doubt, saw Bitterroot National Forest management as lacking an appropriate procedure for continual decision-making. The Bolle Report itself recommended a new approach — the advent of interdisciplinary decision-making with teams of specialized experts.

> Multiple-use planning must precede management commitment of land to known or expected production goals. Multiple-use planning of public lands is a very special kind of planning, which must include effective public participation. Such special planning requires the availability and direct participation in the planning of well-qualified specialists in all relevant resource fields. Unless such specialists are a part of the planning process, they are not in a position to influence the management decisions that must be made.[8]

Hence, multiple-use was as much a result of the way governments work with citizens and gather facts as it was with nature itself.

Of course, the National Forest Management Act of 1976 did make significant changes in national policy concerning multiple-use management and planning. For instance, Section 1604(b) states:

> In the development and maintenance of land management plans for units of the National Forest System, the Secretary shall use a systematic interdisciplinary approach to achieve integrated consideration of physical, biological, economic and other sciences.[9]

Furthermore, Section 1604(d) of the National Forest Management Act directly references public participation in land management planning.

> The Secretary shall provide for public participation in the development, review and revision of land management plans including, but not limited to, making plans or revisions available to the public at convenient locations in the vicinity of the affected unit for a period of at least three months before final adoption, during which period the Secretary shall publicize and hold public

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7. BOLLE REPORT, *supra* note 6, at 13.
8. BOLLE REPORT, *supra* note 6, at 19.
9. Pub. L. No. 93-378, 88 Stat. 476 (codified as amended at 16 U.S.C. §§ 1600-1614 (1976)).

> meetings or comparable processes at locations that foster public participation in the review of such plans or revisions.[10]

It would be far more difficult to attribute these specific provisions in the law simply to the work of the Bolle Committee. Citizen involvement became a major element in public life both during the Vietnam War and then in a far more institutional way through President Johnson's War on Poverty and associated Community Action Programs. Yet, certainly when Arnie Bolle was writing about multiple-use planning in the 1960s, he recognized the need for both a scientific base for public land management and a process of legitimizing public management action through close, effective work with the complex interests concerned with public lands.

In 1989, some nineteen years after the publication of the Bolle Report and thirteen years after the passage of the National Forest Management Act, Bolle saw substantial progress both in terms of public involvement and the scientific basis for managerial decisions.

> One of the greatest benefits of NFMA and related legislation is that they required, and caused to be generated and used, a far higher level of scientific knowledge in the planning and management of the national forests. Another benefit is the requirement for a far higher level of public involvement in forest planning and management.[11]

However, Arnie Bolle by this time had obviously concluded that scientific management coupled with broad public involvement were not sufficient by themselves to assure "sound forestry and resource stewardship [because] the Forest Service is saddled with an annual output goal for timber that makes sound management of our national forests impossible."[12] He felt that the output goal was too high because of political decisions in the Office of Management and Budget and the Congressional Budget Office. "Politics have kept the RPA [Resources Planning Act], NFMA and other laws ineffective."[13] Thus, the solution to the "political problems" is countervailing political activism. That represented the basis for his call for the young to join the battle.

Arnold Bolle's views of the best means of achieving good multiple-use management evolved substantially during his career as an academic and conservationist. In the early 1960s he saw the problem as a problem in political economy with the need for a public involvement process to assure the maximal returns on societal resources within the biological confines

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10. 16 U.S.C. § 1604(d).
11. Bolle, *supra* note 1, at 17.
12. Bolle, *supra* note 1, at 17.
13. Bolle, *supra* note 1, at 18.

imposed by nature. Later in his career, after many of the ideas he articulated were established in national legislation, he still saw the national forests as characterized by timber dominance instead of multiple-use. This necessitated a redefinition of the causes of the problems as being more acutely associated with power and interests. Through political change, "sound, intelligent forestry will succeed in this country in spite of the power and ingenuity of private greed."[14]

Noteworthy of Arnie's later views of multiple-use management is the greater emphasis on the role of citizen activism and a diminished importance of the problem as one requiring the right stream of investments and related flow of goods and services. Thus, in spite of his desire to include economics as a relevant multiple-use land management science throughout much of his career, Arnie Bolle finally saw the problem as struggle between the ingenuity of private greed and sound intelligent forestry. Perhaps stated more simply, Arnie redefined the multiple-use problem toward the end of his life as a democratic struggle between right and wrong.

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Robert M. Knight***

I met Arnold Bolle in the fall of 1972. The Big Blackfoot River was a candidate for federal Wild and Scenic River designation. Dean Bolle felt that the close proximity of the University of Montana's Lubrecht Forest made the Forestry School a natural and necessary participant. Together with other local landowners, he strongly recommended that there be a local protection plan and made himself and Lubrecht facilities and personnel available for that purpose. Two years later, with a lot of hard work, the Montana Conservation Easement Act emerged as an outgrowth of that process. The conservation easement program implemented on the Blackfoot corridor became a national model for private protection of a major river.

I have often reflected upon my experience working with Arnie on the Blackfoot project. From my perspective, that project clearly demonstrated the character and style of the man who was to leave his lasting mark upon his friends, associates, and our community and state. Like most of our

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14. Bolle, *supra* note 1, at 18.

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mutual endeavors, the Blackfoot project involved issues pertaining to the preservation of land having significant scenic, ecological, or aesthetic attributes. This type of project was of particular interest to Arnie, who sincerely believed that we were in a race to preserve the last of what was best in our surroundings. His unwavering attitude was undoubtedly the byproduct of a number of factors. Certainly Arnie's avid lifetime interest in hiking and ornithology, enjoyed daily in his beloved Greenough Park, shaped his vision. Certainly, his skill at enticing a wily trout to rise to a fly on tiny Snowshoe Creek, or hunting pheasants in the Flathead with one of his Golden Retrievers, influenced his attitude about recreational access.

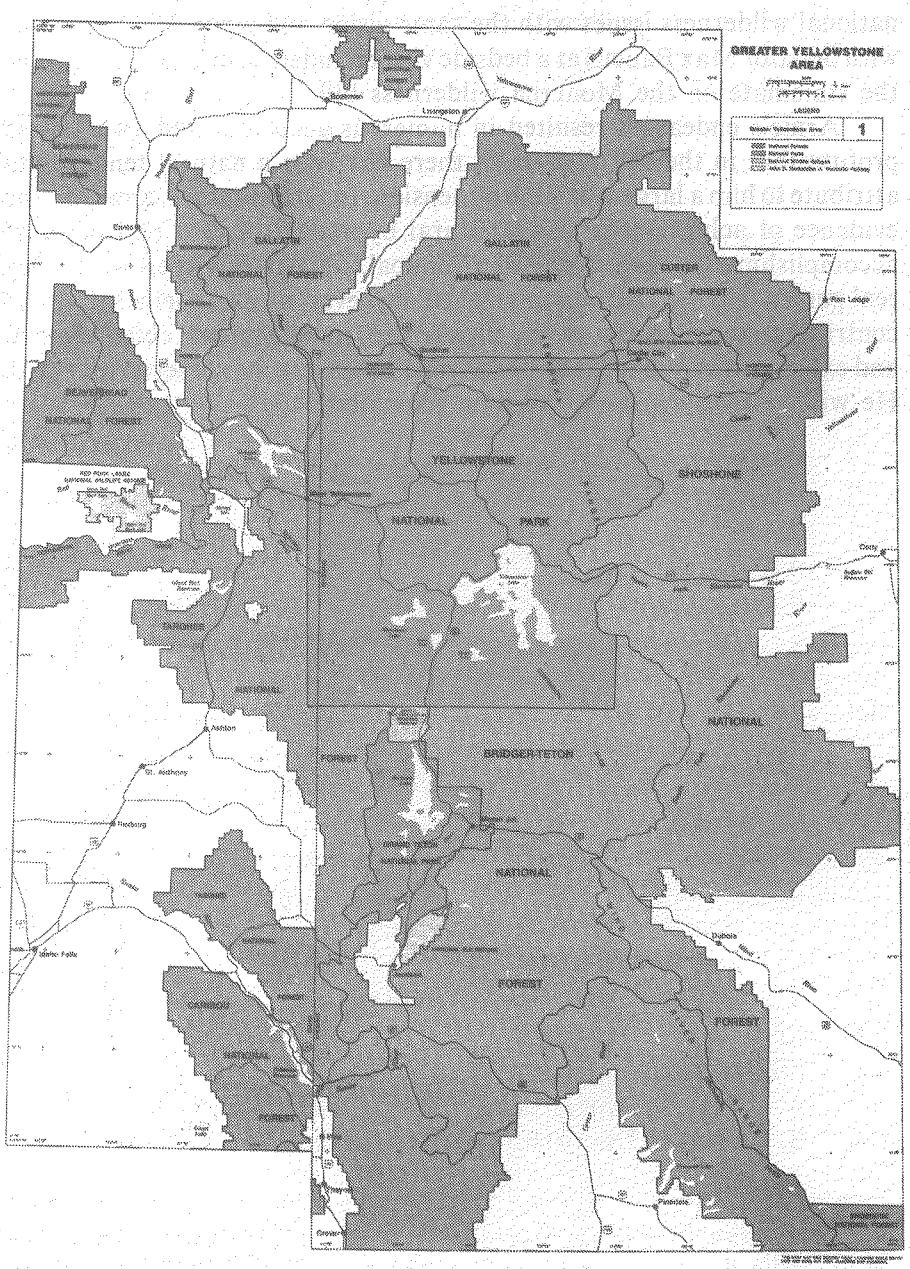
Most important, however, was Arnie's deep personal commitment to the treatment of natural resources on a multi-dimensional, interdisciplinary basis. This commitment was evidenced during his tenure as dean of the Forestry School by his development of a forestry curriculum ranging from wildlife management to law, public policy, and economics, spearheaded by a nationally recognized faculty. That personal commitment accounted for Arnie's firm belief that the School of Forestry was an important element of Montana's flagship liberal arts institution. He wanted his foresters to be well-rounded, thoughtful professionals, who, acting as private citizens or in their professional roles, would have a perspective far beyond the mere growth, harvest, and regeneration of trees. A review at any time of Arnie's current reading list, publication credits, or correspondence with conservation and political leaders, revealed that Arnie practiced what he preached.

Direct involvement in the political process to develop long-term resource management tools and policies was a perfectly natural adjunct of Arnie's leadership at the School of Forestry. The Blackfoot project came on the heels of the famous Bolle Report, chastising the Forest Service for its clear-cutting policies in the Bitterroot National Forest. Both events firmly established that Arnie was a natural leader, consummate politician, and advocate for using democratic principles and procedures in developing land use policy.

Arnie put his skills to use in a variety of comparable Montana undertakings. For over twenty years, he served as a director and officer of the Five Valleys Land Trust, an organization he helped found. The Missoula Urban River Park System emerged, attributable substantially to that organization's efforts. The last significant acquisition tied the Urban River Park corridor to another of Arnie's pet projects and major accomplishments, the Rattlesnake Wilderness/Recreation Area. Though ill and often in extreme pain, Arnie never missed a meeting of the Land Trust's acquisition committee in order to complete that project. He was determined to fulfill Five Valleys' Rattlesnake agenda. As always, Arnie was convinced that the public's interest would prevail, and his enthusiasm and

sincere commitment were infectious. He approached his work on local and national wilderness issues with the same vision and vigor. His last words with Senator Max Baucus at a bedside visit included an offer to help resolve the stalemate on the Montana wilderness bill.

Arnie's endeavors resulted in numerous accolades and awards—so profuse that in the last few years, there has been a natural tendency to attribute to him a larger than life dimension. In each instance, however, the evidence of achievement was a natural byproduct of very real personal accomplishments, never a sought after goal. The Arnie I knew was a very real person. He was truly distinguished, however, by his unselfish desire to contribute meaningfully to the proper use, management, enhancement, and expansion of public lands. By anyone's measure, he achieved that goal. He will be sorely missed, but long remembered.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