



FPFO

FORESTRY
PROGRAM
for OREGON

OREGON BOARD OF FORESTRY
OREGON DEPARTMENT OF FORESTRY

FPFO

Forestry Program for Oregon

1995 Edition

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Board of Forestry
and
The Oregon
Department of Forestry



"STEWARDSHIP IN FORESTRY"

Janet McLennan
Chair, Oregon Board
of Forestry

James E. Brown
State Forester

The Oregon Board of
Forestry extends its
thanks to the many
people who helped guide
and develop this edition
of the *Forestry Program
for Oregon*.



Welcome to the 1995
edition of the *Forestry Program For
Oregon*, the Oregon Board of Forestry's
strategic planning document. This
publication is more than a list of
objectives for the board, it is a picture of
Oregon's forests through the eyes of

people who sincerely wish to see this state's forests remain healthy and
productive forever.

Since the last *Forestry Program for Oregon* was published in 1990, forest
management has become increasingly complex. Two forest-dwelling birds
and one species of salmon have been listed by the U.S. Fish and Wildlife
Service as endangered; other fish and wildlife species are under
consideration for such listing, as well. Serious challenges to the integrity of
Oregon's forest land base threatens to further reduce the amount of timber
available for harvest, thus adding increased uncertainty for this important
segment of Oregon's economy. Forest lands in eastern and southern Oregon
that have been damaged by insects, disease and drought are now extremely
vulnerable to destructive wildfire, a threat which could have far-reaching
implications if the danger is not thwarted. And the continued encroachment
of homes into forested areas — places known by land managers as the
wildland/urban interface — has added a new dimension to the danger
posed by destructive wildfire. Not only are valuable timber resources at risk
from fire, but lives, homes and private property face a threat which is
continually on the rise.

With your help, the Oregon Board of Forestry and the Oregon
Department of Forestry are meeting these challenges head-on. We invite you
to carefully read this *Forestry Program for Oregon*, review the issues that face
today's forests, study the board's recommended actions, and then ask
yourself how you may become involved in the on-going effort to preserve,
protect and produce the forests that are vital to all Oregonians, today and in
the future.

Janet McLennan
Chair, Oregon Board of Forestry

James E. Brown
State Forester

Dick Baldwin

Barte Starker

Richard E. Roy

David E. Gilbert

Y. Sherry Sheng

Wayne Krieger

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Front Cover: Waterfall on Fern Rock Creek, Tillamook State Forest. Photograph by Ric Balfour, Oregon Department of Forestry.

Back Cover: Sun Creek Canyon, Sun Pass State Forest. ODF photo.





Introduction

Forests have long defined Oregon's natural, economic and cultural landscape. Oregonians look to forests as a source of timber, recreation, clean air and water, and fish and wildlife habitat.

As Oregon becomes more populated, as its economic base changes and as its cultural values shift, the relationship Oregonians have with forests becomes increasingly complex. Seeing through that complexity to a more complete understanding of issues and forest conditions is critical to making informed choices about the future of Oregon's forest landscape.

Defining a strategic path to address the needs and opportunities facing Oregon's forests and forest managers is perhaps even more important. This is the focus of this document, the *Forestry Program for Oregon*, also known as the FPFO.

The FPFO describes the Oregon Board of Forestry's guidance to the state forester, legislature, governor and to the citizens of Oregon on matters of forest policy that the board considers important. It guides the actions of both the board and the Oregon Department of Forestry (ODF) as they work with the forestry community and the public in implementing sound forest policy. The FPFO will be evaluated against Oregon Statute, Oregon Benchmarks and ODF performance measures to ensure objectives are met. With more than 40 percent of Oregon's land base occupied with forests, the successful implementation of this vision can profoundly affect the lives of all Oregonians.

This introductory chapter will acquaint you with the FPFO and introduce you to the board, which has developed this strategic document and is responsible for leading our forests into the next century.

The board spells out in these pages the actions and policies required to achieve healthy, sustainable forests. The board challenges both private and public forest managers to join in assessing the status of Oregon's forests, and in developing objectives, policies and programs to reach this goal.

What is the Oregon Board of Forestry?

The Oregon Board of Forestry has been empowered by the Oregon legislature to supervise all matters of forest policy within the jurisdiction of the state of Oregon. Additionally, the board appoints the state forester, adopts rules regulating forest practices, and provides general supervision of the state forester's duties in managing the Oregon Department of Forestry.

The board is a seven-member citizen board appointed by the governor and confirmed by the Senate. No more than three members of the board may receive any significant portion of their income from the forest products industry. At least one member must reside in each of the three major forest regions of the state. The term of office is four years and

- The *Forestry Program for Oregon* (FPFO) as a tool to plan for the future of Oregon's forests
- Background on the Oregon Board of Forestry
- Elements of the 1995 FPFO
- How to read the 1995 FPFO

Seven Elements of the FPFO

Mission

Establishes the overall goal of the Oregon Board of Forestry, as defined in statute.

Vision

Identifies what the board wants to accomplish through its eight objectives (20-year vision).

Values

Identifies what board values are related to forestry.

Objectives

The board's eight objectives make explicit what the board and the Oregon Department of Forestry will seek to achieve over the next five years, and represent the short-range plan within the FPFO. The objectives provide the framework for establishing policies, designing programs and assigning priorities.

Issues

These identify current problems, opportunities for constructive action, and matters requiring public understanding and decisions.

Policies

Ways to address the issues.

Programs

Actions needed to implement the policies.



no member of the board can serve more than two consecutive full terms.

The board doesn't limit its scope to just state or private forest lands. Its policies and leadership are designed to have a positive influence over all of Oregon's 27.8-million-acre forest.

The Evolving *FORESTRY PROGRAM FOR OREGON*

Since the first version was published in 1977, the *Forestry Program for Oregon*, or FPFO, has served as the key policy document for the Oregon Board of Forestry. Earlier editions published in 1977 and 1982 mainly addressed public concerns related to sustaining the state's timber supply.

Legislation passed in 1987 downsized and reorganized the board. The newly appointed board published the third edition of the FPFO in 1990, and this document addressed other forest values and their management needs.

This 1995 edition of the FPFO expands the scope once more. It reflects emerging scientific understanding, changing public attitudes about Oregon's forests, fish and wildlife listings under the Endangered Species Act, and Oregon legislative direction to examine the cumulative effects of forest practices.

To lay the groundwork for the 1995 revision, the board melded input information it received into a series of objective statements that built upon those in the previous FPFO. The information input came from a survey of Oregon forestry leaders, from a retreat held with a wide range of interested parties, and from recent public opinion polls. Concurrent with those efforts, the board reexamined and updated its own mission statement, and developed vision and value statements, all of which are included in this chapter.

During the summer of 1994, the Board of Forestry used Oregon Ed-Net to conduct six concurrent, televised town hall meetings on the draft FPFO and gather public comment. The board also invited and received public comment on the draft FPFO at a special meeting held in December, 1994.

This open and deliberate process has resulted in a document that reflects input from a wide range of scientific, public interest and forest landowner groups, and addresses current needs, opportunities and concerns.

Elements of the 1995 *FORESTRY PROGRAM FOR OREGON*

The Board of Forestry has developed seven key elements of this 1995 FPFO (*page 4*). Of these, the mission and vision statements are aimed at longer-time horizons, while the objectives, issues, policies and program elements focus on a five-year planning cycle.

This edition of the Forestry Program for Oregon (FPFO) reflects emerging scientific understanding, changing public attitudes about Oregon's forests, fish and wildlife listings under the Endangered Species Act, and Oregon legislative direction to examine the cumulative effects of forest practices

Oregon Board of Forestry Mission Statement

Oregon's forests are dynamic ecosystems that make vital contributions to all Oregonians. They provide: (1) life-sustaining elements such as air, water, soil, and habitat for diverse plant and animal species; (2) economic benefits by providing products, jobs, tax base; and (3) recreational opportunities.

The Oregon Board of Forestry will provide aggressive leadership in developing forest policy and programs that ensure the application of enlightened management to all public and private forest lands in Oregon. These policies and programs will:

1. Promote healthy diverse forest ecosystems throughout Oregon that provide abundant timber and other forest products, habitat to support healthy populations of native plants and animals, productive soil, clean air and water, open space and recreational opportunities.
2. Use aggressive but careful management to minimize adverse effects from insects, disease and wildfire, and assure healthy ecosystems.
3. Recognize that Oregon's forests are diverse, dynamic and resilient, and that most forest uses are compatible over time.
4. Recognize, and build upon, the wide range of management objectives across public and private forests.
5. Promote the use of incentives, the collection and sharing of information, and appropriate regulations to foster a climate for good stewardship.
6. Use the processes of ecosystem assessment to define our resource goals, monitor our actions and appropriately adjust our policies and programs.

Oregon Board of Forestry Vision Statements

These are conditions that will prevail if the *Forestry Program for Oregon* is implemented successfully. Oregon will have:

1. Healthy forests providing a sustainable flow of goods, services, and values such as water, fish, air, wildlife and products.
2. Landowners willingly making investments to sustain healthy forests (public and private).
3. Broad, statewide coordinated forest resource policy among Oregon's natural resource agencies.
4. A Board of Forestry recognized as an impartial deliberative body operating in an open process in the public interest.
5. Adequate funding for the Oregon Department of Forestry to efficiently and cost-effectively accomplish the mission and objectives of the board. Department personnel policies that encourage and recognize employees, and which allow them to meet their full potential in providing excellent public service.

Underlying all elements of this FPFO are several important statements the board has made about its mission, its vision and its values. Board members developed these three key elements as tools to help create and implement forest policy.

The board's mission statement (*page 8*) describes the long-range accomplishments the board seeks to achieve through the FPFO.

The board's vision statement (*page 8*), new to the FPFO, helps the reader understand what the board hopes for the future of forestry in Oregon. The vision is presumed to have a focus 20 years in the future.

The board's declared value statements (*below*), also new to the FPFO, help the reader understand why the board has the mission and objectives it does, reflecting what the board values about forestry in Oregon. These consensus statements are the values that will guide the board's choices.

The mission, vision and values give rise to four other FPFO elements: objectives, issues, policies and programs. These elements provide the strategic details necessary in the near term to achieve the long-range mission and vision.

The Board of Forestry's mission statement describes the long-range accomplishments the board seeks to achieve

The vision statement illustrates what the board hopes for the future of forestry in Oregon

The declared value statements reflect what the board values about forestry in Oregon

Oregon Board of Forestry Declared Value Statements

1. We value healthy, diverse, resilient ecosystems at a landscape scale.
2. We value broad-based, informed public participation as essential to develop and implement policies for sustainable forest resources.
3. We are committed to the practical application of continuous learning.
4. We are committed to the long-term protection of Oregon's forest land base.
5. We value good stewardship that helps achieve Oregon's environmental and economic goals.
6. We believe rural Oregon is vital to our quality of life, and can provide a legacy of sound natural resource management.

Oregon Board of Forestry Objectives

Objective 1: Forest Land Base

Preserve the forest land base of Oregon.

Objective 2: Research and Monitoring

Use research and monitoring of the forest condition to understand the effectiveness of forest regulatory and management strategies, and incorporate the knowledge gained into policies and programs.

Objective 3: Ecosystem Health and Sustainability

Promote cooperative land management strategies among the public and private forest landowners, on a larger geographic scale and over a longer timeframe, to perpetuate and magnify the benefits of Oregon's diverse forests.

Objective 4: Timber Growth and Harvest

Promote healthy and productive forests to provide a maximum, sustainable supply of timber.

Objective 5: Stewardship Through Regulation of Forest Practices

Assure practical and appropriate forest practices that conserve and protect soil productivity, fish and wildlife habitat, and air and water quality.

Objective 6: Voluntary Stewardship of Forest Values and Resources

Develop incentives and foster the collection and sharing of information to spur voluntary management initiatives beyond regulatory standards; to assist in the recovery of threatened and endangered species and prevent further listings; and to encourage appropriate opportunities for such activities as fish and wildlife enhancement, fishing, hunting, wildlife observation, grazing, and recreation and scenic values.

Objective 7: Forest Protection

Devise and use environmentally responsible and economically efficient strategies to protect Oregon's forests from unacceptable effects from wildfire, insects and disease.

Objective 8: Public Education and Involvement

Assure increased understanding and informed decision-making by Oregonians about the role and function of Oregon's forests, and the connection between Oregon's forests and people's choices.

What's New in the 1995 FPFO

Beyond the revised mission statement and the inclusion of the new vision and values statements, there are four notable changes in scope and emphasis to the 1995 FPFO.

1. Research and Monitoring

Research and monitoring are included as a tool to clarify the current condition of Oregon's forests at both large and small scales. Data gained through research and monitoring is factored into assessment and natural resource management decision-making processes.

2. Ecosystem Health and Sustainability

Successful policies and strategies must be based on an assessment of forest ecosystem conditions at a landscape scale to assure the sustainability of natural resource-based economies and the ecological integrity of Oregon's forests.

3. Incentives

Efforts to encourage voluntary management beyond regulatory standards will be paired with regulations to work with private landowners in accomplishing the board's vision. Regulation seeks to protect resource values through the establishment of certain baseline standards. Incentives are supported by underlying principles that embrace voluntary participation, recognition of landowner objectives, public responsibility and a cooperative approach toward change.

4. Public Education

The 1995 FPFO encourages a shift in education emphasis to more urban populations. This is to help this segment of the population better understand the role and function of the forest ecosystem, and to understand how its consumer choices affect the forest environment.



How to Read the 1995 FPFO

The mission, vision and values statements included in this chapter help set the tone for the rest of the document. They describe the essence of what the Oregon Board of Forestry and the Oregon Department of Forestry hope to create for the future.

Beginning with Chapter 2, the 1995 FPFO examines specific opportunities and issues related to our forests and to the board's objectives. Each chapter examines a different topic, providing the background necessary to better understand both the issues and the board's strategies.

*To focus on Oregon
Board of Forestry
policies and actions,
turn directly to the
“Action Plans” section
beginning on page 35*

At the end of each chapter, you will be directed to the back of the FPFO to the “Action Plans” section to see related objectives, policies and programs the board has spelled out for each topic.

After you’ve finished this chapter, a good way to read the 1995 FPFO is to read each chapter for an overview of the issues and opportunities, and then refer back to the associated objectives, policies and programs in the “Action Plans” section.

In this way, you will be able to clearly link the current needs and opportunities facing our forests with an emerging fabric of board and ODF policies and actions that provide for the future.

Or, if you would like to focus solely on board policies and actions, turn directly to the “Action Plans” section and read from topic-to-topic.

Each chapter begins with several headlines that describe key ideas or concepts for each chapter. Along the way, graphics and charts quickly summarize important information and provide useful background material.

However you choose to read the 1995 FPFO, we hope you will find a clear vision and leadership for the future of forestry in Oregon, and useful information about the status of our forest resources.



Oregon's total land area is 62 million acres, almost half of which is covered by forests. These forests provide wood products, watershed protection, fish and wildlife habitat, recreational opportunities and many other benefits.

It seems obvious that the future supply of these benefits will be governed by the amount of forest land available. But in recent years, the total forest land base has felt the pressure of development, with parcels of land being converted from forest uses to commercial, residential or industrial uses. At the same time a growing population has increased the demand for all types of forest uses and products.

The increased demand and decreased supply challenges forest policy makers and land managers to act now to plan for the future.

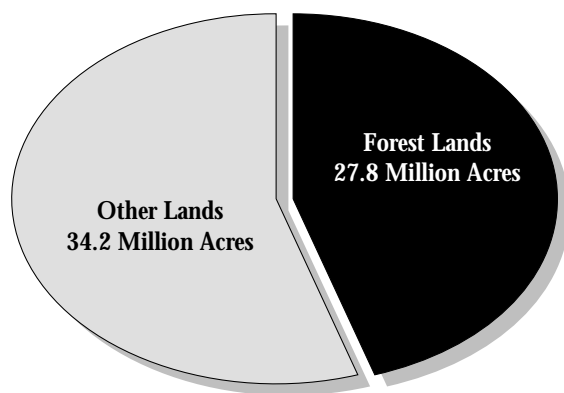
Changes in Forest Area and Use

Oregon had an estimated pre-settlement forest area totaling 30,590,000 acres (*USDA, Kellogg, 1909*). The current forest land base totals about 27,761,000 acres (*ODF, Bourhill, 2/94*). The size of the total forest land base has declined due to the conversion of forest land to agricultural and urban uses.

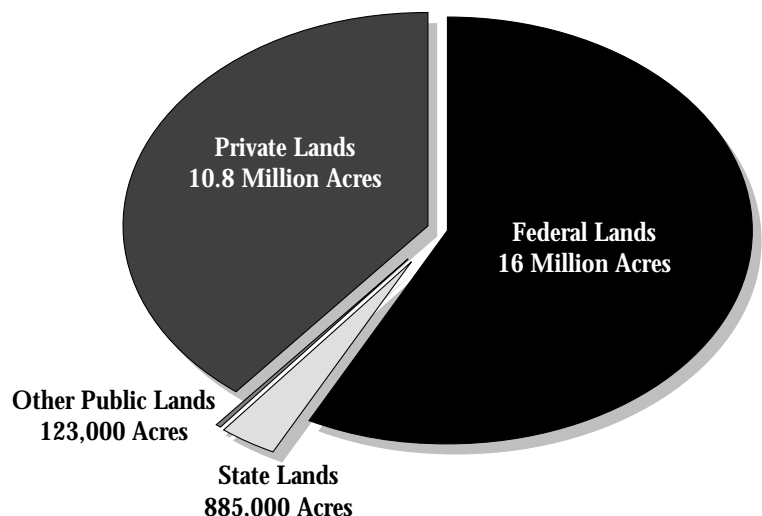
A comprehensive land use planning act was passed by Oregon voters in 1973 to limit further loss of valuable natural resource lands. Land use

- An increasing public demand for forest resources and values confronts a shrinking forest land base
- Private forests are now playing an increased role as timber supplier
- Keys to meeting future demands are proper land use allocation (*Chapter 1*), reduction of consumption and waste (*Chapter 8*) and expanding supply through advances in technology (*Chapter 2*).

Oregon's Land Base 62 Million Acres



Forest Land Base 27.8 Million Acres



planning goals that stem from the act require local governments to zone forest lands in a way that preserves them for their economic and social values, and to protect the quality of life elements that Oregonians value most.

In the next 20 years, Oregon is expected to grow by about a million people. Ideally, such growth would be contained within existing urban growth boundaries; however, many of these new Oregonians will probably be looking for a more rural lifestyle. This influx will increase the pressure to develop forest land for low-density rural residential uses, further depleting the forest land base.

A shift in emphasis on federal lands away from producing values such as timber toward producing other values such as fish and wildlife habitat, scenic, aesthetic, and recreational uses has increased the demand to produce timber from private lands. Private forest lands have assumed a much more important role as Oregon's timber supplier due to harvest limitations placed on federal forest lands. Timber harvest levels on non-industrial forest lands — parcels typically smaller than 5,000 acres and owned by individuals, not corporations — have more than doubled since 1981, and harvest levels on industry-owned forest lands have held steady.

The need for forest products, supplied increasingly by private rather than public forest landowners, can be met in an environmentally responsible manner only if the forest land base is preserved for forest uses, and not encroached upon or hindered by residential development.

Forest Lands Produce Multiple Resources

The board's objective for Oregon's changing forest land base reads as follows:

“Preserve the forest land base of Oregon.”

Public concerns over endangered species, declining fish populations, and increasing demands within the marketplace for wood products are causing public and private land owners and managers to allocate forest land to various dominant uses.

In spite of the land's inherent ability to produce multiple values over time, this public/private split in production emphasis may place an additional limit on our ability to satisfy public demands.

The most efficient solutions for producing public and/or commodity values may be achieved by producing a wider range of values from each type of ownership. Developing methods to produce the variety of goods and values we desire from our forests will become increasingly complex in the future.

The Oregon Board of Forestry's forest land base objective, and the comprehensive plan policies and zoning ordinances of local governments applicable to forest land use, recognize the need to maintain and increase the size of the forest land base in order to provide the multitude of public benefits desired by Oregonians.

For the details, see Action Plan 1.

Sound forest management is based upon decisions that take into account the best available information about all components of the forest — trees, fish and wildlife, soil, air, water and recreation. This requires a commitment to an ongoing research program that is targeted to meet overall objectives.

Research should include clearly articulated priorities and objectives, and should use the best available expertise and technology. Frequently, this will require collaboration with researchers outside of the Oregon Department of Forestry to ensure complementary research efforts, and to maximize the applicability of research results across all land ownerships.

Scientific research is an important part of the process of understanding how to better manage forest lands to meet landowners' and society's objectives. Most current knowledge about natural forest ecosystems is derived from research on federal lands. Additional research is needed on the structure and function of the more-intensively managed forest ecosystems to provide the basis for future decisions. Research is necessary to describe the condition of healthy, managed forest systems, and to help determine sound objectives for forest practice regulations. Research is also important for its role in developing new products that stretch supplies and improve the use of current products.

Ongoing monitoring and assessment of the forest condition is a crucial component as land management actions are implemented. Adaptive management involves taking this new information as it becomes available and modifying current management practices as appropriate.

Monitoring in its simplest form is the process of measuring key characteristics of forest resources to determine the effects of carrying out management strategies. Monitoring helps us answer the question, "Do the implemented management strategies achieve our management goals for resource development and protection?"

Monitoring, in a broader context, keeps track of changes in legal requirements for forest land management, and changes in scientific knowledge about forest resources to see if changes are needed in management goals or strategies. Together with ongoing research, monitoring provides the information needed to support an adaptive management approach to forest management.

Monitoring of diverse forest resources across the landscape requires cooperative partnerships involving forest landowners, state and federal agencies, and other interested parties. The Department of Forestry provides leadership for developing collaborative monitoring approaches. Examples include the development of standardized data collection methods, and the facilitating of local monitoring efforts by providing technical advice and assistance in obtaining funding.

- Research should be ongoing and guided by objectives
- Adaptive management keeps actions on the right track
- Information technologies helps us understand the "big picture"

The board's objective for forest research and monitoring reads as follows:

“Use research and monitoring of the forest condition to understand the effectiveness of forest regulation and management strategies, and incorporate the knowledge gained into policies and programs.”

Most monitoring efforts in the past examined the effects of forest practices at small geographic scales (for example, a single forest operation or a single reach of stream) over short periods of time. Current monitoring efforts place an increased emphasis on pursuing questions and approaches at larger geographic scales (watersheds to regions) over longer periods of time. Monitoring on this scale enables the landowner to assess whether his or her management goals can be met, while allowing the Oregon Department of Forestry to make assessments of ecosystem sustainability.

Approaching monitoring issues at these larger scales requires innovative tools, such as satellite remote sensing and geographic information systems (GIS). The practical availability of GIS to quickly and efficiently utilize available data is rapidly changing the “playing field” of forestry decision-making. Increasingly, Oregon’s federal, state and private forest landowners are acquiring GIS capabilities to aid with their on-the-ground planning and decision-making efforts. In addition to this use, GIS can play a vital part in the development of improved forest policies and programs. A commitment to adaptive management argues for early acquisition of data and preliminary descriptions of conditions and trends.

Through monitoring, research and assessment, the Department of Forestry is beginning an integrated resource assessment to form the basis for the next FPFO, due to be published in the year 2000. Initial work is underway to formulate forest and wildlife habitat relationships, and relationships between forest conditions and recreation potential.

For more details, see Action Plan 2.



Creating and Maintaining Healthy and Sustainable Ecosystems

Chapter 3

In the past 30 years, there has been increased concern on both national and regional levels about the declining condition of natural resources. This concern has led Congress and the Oregon legislature to enact a number of laws to protect specific species and natural resources. These laws seek to protect the soil, the quality of air and water, fish and wildlife habitat, recreation opportunities, and regulate land use, forest practices and mining.

In spite of these laws, ecological conditions on some lands have deteriorated. For example, forest health is a major concern across areas of eastern Oregon. This decline is due in part to the exclusion of fire, the overstocking of forest stands, extended drought and earlier management decisions that favored the introduction of drought-intolerant species, and the inability to coordinate management across land ownership boundaries. Another example is the population declines of many salmon stocks and some other fish stocks. The reasons for declines in some fish stocks, particularly stocks of anadromous fish, are complex. Ill effects can come from both naturally and human-induced influences during all stages of the life cycle.

Concerns about declining forest health and about threatened and endangered species have led some public land managers to believe that historic levels of production of various commodities cannot be sustained while simultaneously achieving the increased emphasis on other public benefits. These concerns have resulted in reduced levels of timber harvests, livestock grazing, recreational activities, fish harvests and other uses as these land managers seek broad insight about sustainable solutions.

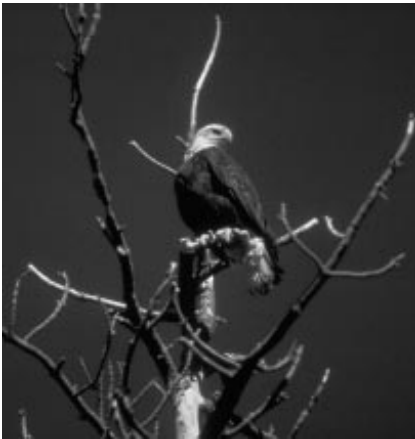
Reduced production levels have had economic and social effects on nearby communities, whose economies are highly dependent on forest resource uses. These effects foster conflicts of opinion over appropriate natural resource management, particularly on federal lands.

Natural resource managers and scientists have found that communities of plants and animals are interdependent and interact with their physical environment. In combination, they form ecosystems that span all ownership boundaries.

Ecosystems are differentiated by particular combinations of biological components, such as plant communities, and physical components including landforms, such as mountains, plains, watersheds and river basins. These structures and components are developed and sustained through the influence of interactive processes, such as climate, nutrient cycles, and animal and plant life cycle patterns, that are characteristic of given ecosystems.

- Ecosystem management is a process to maintain and, where necessary, restore the health, sustainability and biological diversity of ecosystems while supporting sustainable economies and communities
- Regulation, by itself, cannot guarantee healthy, sustainable ecosystems; the use of incentives and education are also needed

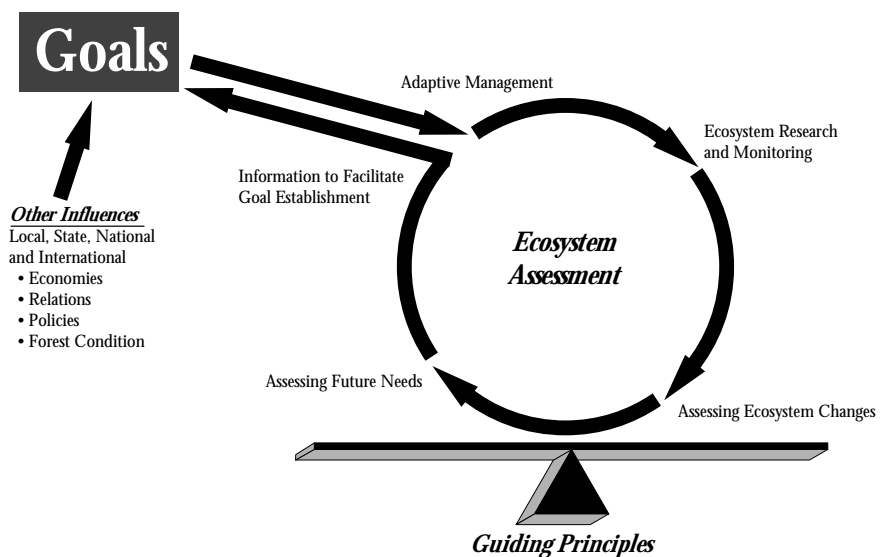
A growing number of scientists, natural resource agency officials and landowners believe that a new, broader approach — referred to as ecosystem management — is needed as a framework for land and natural resource management, and to enable better scientific understanding about natural resource processes and the relationship between those processes, societal objectives and landowner objectives. The goal of ecosystem management is to achieve healthy, sustainable ecosystems and biological diversity while supporting sustainable economies and communities.



The emphasis on restoring and maintaining the health of ecosystems does not, however, necessarily mean returning ecosystems to any particular historic condition. Elements of many ecosystems have been fundamentally altered by human and natural activities, and managing natural resources to meet the needs of humans and other species will require both natural and altered areas.

Ecosystem management is a process, not a product. It relies on ecosystem assessment. In the process of ecosystem assessment, we delineate ecosystems and gain an understanding of them. Research and monitoring of conditions within ecosystems provide information to assess ecosystem changes and future needs. Policy makers and land managers are then able to make informed interpretation of the data and make policy and management choices about how our natural resources should be managed and landowners are able to set realistic management goals for managing their land. Research and monitoring provide additional information on a continuing basis, knowledge evolves, and through adaptive management both public and private policy objectives and management choices are refined (*below*).

Ecosystem Management Process



Fostering and implementing true ecosystem management processes involves the cooperation of many individuals and organizations across large expanses of landscape. With millions of acres of federal forest lands interspersed among private lands, consensus on the following important principles will encourage most landowners and managers to work cooperatively to implement ecosystem management.

1. ***Sustainability.*** The basic resources in the forested ecosystem — soil, air, water, timber, fish and wildlife — must be sustained over time. Since all forested ecosystems are in a constant state of change, sustainability is measured over long periods of time.
2. ***Historical Patterns.*** Because ecosystems are not static, it is not possible to establish with certainty any set pattern as “normal” or “acceptable,” or the range of historic variability with precision, as “the limits” or “goals” for forest management. However, the range of historic variability should be an element considered in the process of developing goals for management.
3. ***Diversity.*** Ecosystem management seeks the maintenance of native diversity and the ecological patterns and processes that support that diversity.
4. ***Landowner Rights.*** Ecosystem management depends on voluntary management decisions by landowners. Their management objectives and choice of action are subject only to compliance with applicable regulatory requirements.
5. ***Production Roles.*** Where either federal or non-federal lands could provide mature forest habitat conditions, that role should be assigned primarily to federal lands, and the production of younger forest habitat conditions should be the primary role of non-federal lands.
6. ***Unit Size (Scale).*** The geographic level at which forest resources are to be sustained is the forest vegetation “province.” All ownerships within that geographic area — perhaps several million acres — would be included, and the differing roles in providing for the various forest-produced goods, services and values would be recognized.
7. ***Decision Making.*** Decisions made today may take decades before their value can be understood. We need to be cautious and determine that changes reflect the level of wisdom and knowledge needed to allow us to make prudent decisions for later generations.

The goal of ecosystem management is to achieve healthy, sustainable ecosystems and biological diversity while supporting sustainable economies and communities

The board's objective for creating and maintaining healthy and sustainable ecosystems reads as follows:

“Promote cooperative land management strategies among the public and private forest landowners, on a larger geographic scale and over a longer timeframe, to maintain the health and integrity of Oregon’s diverse forested ecosystems.”

There are underlying components that form the basis of the process as well:

1. **Data Collection.** Ecosystem management requires more research and data collection, as well as improvements in the use of existing data.
2. **Monitoring.** The results of management decisions must be tracked so that success or failure may be evaluated quantitatively. Monitoring creates an ongoing feedback loop of useful information.
3. **Adaptive Management.** Scientific knowledge is provisional. Adaptive management focuses on management as a learning process where incorporating the results of previous actions allows managers to remain flexible and adapt to uncertainty.

For more details, see Action Plan 3.



Chapter 3 Glossary

Adaptive Resource Management is analogous to human health management where we continually are incorporating previous results or actions in such a way as to remain flexible and adapt to uncertainty.

Biological Diversity is a concept which recognizes that nature is comprised of very complex systems of interaction between the physical components of soil, air and water, and all forms of plant and animal life, including those unseen and seldom understood microorganisms in the soil and decaying organic matter. Biodiversity is not simply the preservation of any single species. Simplification of complex systems generally makes those systems less resistant to failure; therefore, biodiversity calls for maintaining the various components that make up the complex.

Ecosystems are combinations of biological components such as plant communities, and physical components including landforms such as mountains, plains, watersheds and river basins. These structures and components are developed and sustained through the influence of interactive processes like climate, nutrient cycles, and animal and plant life cycle patterns.

Ecosystem Assessment is a process that allows us to better understand ecosystems and assess their changes and our ability to meet current and future needs. This process facilitates decision making within the ecosystem management process. Elements of the cyclical ecosystem assessment process include research and monitoring, ecosystem condition and needs assessment, and applied adaptive management changes.

Ecosystem Management is a process to maintain and where necessary restore the health, sustainability and biological diversity of ecosystems while supporting sustainable economies and communities.

Integrated Management is the bringing together of knowledge of various disciplines (forestry, fisheries, wildlife, water) to understand and promote land management actions that consider effects and benefits to all.

Landscape (scale or basis) refers to a broad area that may cover many acres and more than one ownership. This could include a watershed, or sub-watershed areas.

Sustainable (economies, ecosystems, management, solutions) means to be continuous through time.

Chapter 4

- Managing forests to meet human needs and ecological objectives
- Oregon's commercial forest land base shrinks
- A shift to ecosystem and landscape perspectives

Growing and Harvesting Sustainable Forests

In the last five years, a chain of events has profoundly affected forest land management in Oregon. These events include the listing of the northern spotted owl and marbled murrelet as threatened species, and numerous court injunctions affecting federal forest planning and forest management activities. The listing of owls and murrelets also brought new constraints on the management of non-federal lands through the “take avoidance” requirement of the federal Endangered Species Act.

The last five years have also brought new hope that Oregon's forests can be managed to meet both human needs and ecological objectives. A consensus is slowly building that this can be done by focusing on managing forests as ecosystems rather than as individual resources to be developed or protected.

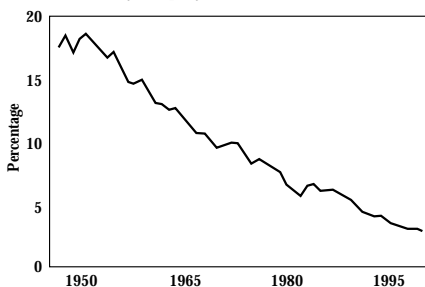
Policy-makers recognize that land management objectives differ by ownership. Public lands are managed based upon the authorizing federal, state or local government legislation. Private lands are managed based upon the objectives of the landowner, with economic factors greatly influencing timber management activities. Harvest operations on both industrial and non-industrial private forest lands are strongly correlated with economic factors, but are constrained by the Oregon Forest Practices Act.

Timber in Oregon's Economy

Oregon's forest products industry is a major provider of income, jobs and funding to schools and local governments. The largest single component of Oregon's 1993 \$65.8 billion gross state product was the forest products industry, which contributed \$4.6 billion. \$3.2 billion of that came from the lumber and wood products sector, and the remainder from the pulp and paper and forest management sectors.

The forest products industry employed over 74,000 Oregonians in 1993, which represents nearly 30 percent of all Oregonians employed in manufacturing, or 6 percent of the state's total employment. With continued growth in Oregon's overall economy and with declines in federal timber sales, the state's dependence on lumber and wood products continues to decline (*Figure 1*). For example, in 1950 almost 20 percent of Oregon's workforce was employed in the lumber and wood products sector; by the year 2000, it is projected that only 3 percent of Oregon's workforce will be employed in this sector. Much of the growth in the state's economy, however, has been concentrated in counties close to urban areas.

Figure 1:
Lumber and Wood Products Employment
as a Percentage of Total Wage
and Salary Employment, 1947-2000



The payroll value of this employment was \$2.2 billion for 1993. In most of eastern Oregon and in Douglas County, more than 12 percent of the work force is employed in the lumber and wood products industry. Remaining counties in southwest Oregon have between 6 and 12 percent of the work force employed in the lumber and wood products industry (Figure 2).

Timber harvests from both public and private forest lands contribute to state and local tax revenues. Federal forestry agencies return portions of their timber harvest receipts to counties. State forests contribute revenues to the Common School Fund, counties and local taxing districts. The private forest sector provides income to the counties through yield, severance and property taxes. Individuals and corporations involved in the growing, harvesting and processing of timber contribute income taxes to the state's General Fund.

Timber Availability

Increasing emphasis on non-timber values, such as the conservation of fish and wildlife, riparian resources and the maintenance of biological diversity, has resulted in a shrinking base of public forest land where timber harvesting is an allowed use. As a result, the public timber inventory available for planned harvest has declined. Increases in timber harvests from private lands in the near term are limited by the lack of a standing timber inventory. Most forest lands managed by private companies in western Oregon are stocked with trees in younger age classes — classes that are usually faster growing, but contain relatively low timber volumes (Figure 3). Non-industrial private owners in western Oregon have already increased their timber harvests, in part due to stumpage price increases. But timber harvests from private lands in eastern Oregon have been limited by declining inventories, a result of prolonged drought, and from budworm and mountain pine beetle infestations.

Need For a Change in Focus

There has been a profound change in societal values in the past 25 years. In response to this change, Congress enacted the Endangered Species Act, the Clean Water Act, the Clean Air Act, the National Environmental Policy Act (NEPA), the National Forest Management Act (NFMA) and the Forest Land Policy and Management Act (FLPMA)¹. All these laws, which are a reflection of public desires, demands, and opinions, affect Oregon's ability to grow and manage its forest resources.

Timber management policy has often been considered on a site-specific basis, without making links to the effects of such management on

Figure 2:
Dependence of Oregon Counties on Lumber and Wood Products Employment, 1993

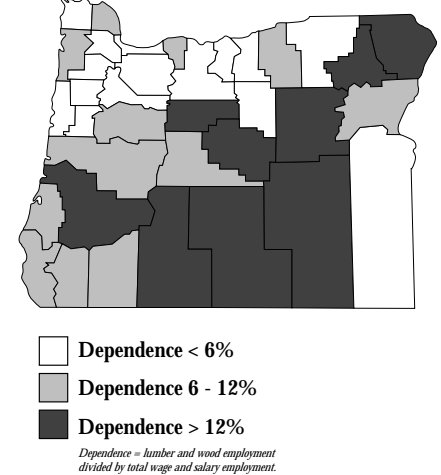
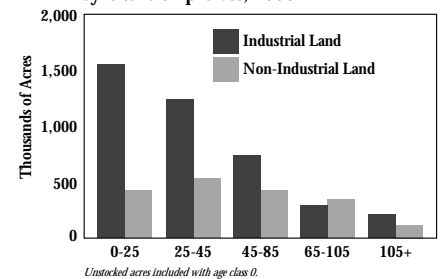


Figure 3:
Age Classes on Private Timber Land in Western Oregon, by Ownership Class, 1990



1. The Forest Land Policy and Management Act governs planning and management on Bureau of Land Management lands.

the forest as a whole — without a “big-picture” or landscape view. Management policies that only stress traditional “intensive management” activities, for instance, have increasingly come into conflict with requirements to protect threatened or endangered species. Efforts to deal with these conflicts have occurred sporadically, until recently. The approach has been to “fix” one problem at a time.

Truly “fixing the problem,” however, requires a broader approach — an approach that considers forests as ecosystems that can be carefully managed to achieve a variety of objectives, rather than a collection of resources that can be managed in isolation.

A Shift to Ecosystems and a Landscape Perspective

Management policies that stress traditional “intensive management” activities conflict with requirements to protect threatened or endangered species

The Oregon Board of Forestry supports the use of both traditional and non-traditional tools in the management of Oregon’s forested ecosystems. The Oregon Forest Practices Act requires the use of some of these tools when clearcut harvesting occurs. Examples include tree planting, snag or green tree retention, and downed wood retention. Most of the other tools, however, are discretionary on the part of the landowner; landowners select the appropriate tools based on their management objectives.

The diversity of landowner objectives in and of itself leads to the diversity of forest types at the landscape level. Federal forests provide habitat for late-successional species through wilderness areas, parks, late-successional reserves for threatened and endangered species, and other administrative withdrawals. Non-federal lands, particularly industrial forest lands, support early and mid-successional species conditions. State, county and many private non-industrial forest lands provide habitat for early and mid-successional species as well, but often have non-timber resource and other value production objectives that retain some older stands.

Several recent planning efforts have used different approaches to ecosystem management, while providing for timber growth and harvest in a sustainable and environmentally responsible manner. Simpson Timber Company in California and Murray Pacific in Washington have worked with the U.S. Fish and Wildlife Service to develop habitat conservation plans that describe how northern spotted owls and other listed species will be protected during harvesting operations.

By statute, Oregon’s state forest lands are managed for the predominant use, not exclusive use, of timber production. The Oregon Department of Forestry has developed a forest management plan for the Elliott State Forest that displays a broader approach to forest management, with strategies developed for management of all forest resources. New plans being developed for state lands in eastern Oregon and northwest Oregon utilize a similar approach.

The newly adopted *Board of Forestry Policy for Practicing Silviculture on State Lands* guides state land forest management, utilizing a mix of traditional and non-traditional tools.

Many of Oregon's private and public landowners are developing new approaches and expanding their horizons to create a future that includes sustainable forests that will produce products and values for generations.

For more details, see Action Plan 4.

***The board's objective
for growing and harvesting
Oregon's forests reads
as follows:***

**“Promote healthy
and productive
forests to provide
a maximum,
sustainable supply
of timber.”**



Chapter 5

- The Forest Practices Act is a key to a healthy forest environment
- The act, one of the best in the nation, evolves through new science and changing public values
- Monitoring and incentives are needed to encourage management actions above regulatory standards

Stewardship Through Regulation of Forest Practices

Maintaining a healthy forest is essential to the economic vitality and environmental quality of life to which Oregonians have become accustomed. One key to achieving and maintaining a healthy forest and a healthy environment is proper forest management practices.

Particular resources that now receive forest practice protection include environmentally sensitive sites, riparian areas and stream corridors, air, soil, and water quality, and fish and wildlife habitat. These protections are included in a family of rules known as the Oregon Forest Practices Act, adopted by the Oregon Board of Forestry and administered by the Oregon Department of Forestry.

Passed in 1971 and most recently amended in 1991, the Forest Practices Act was the first of its kind in the nation, and it continues to be one of the most effective among states with similar regulations. The act applies to all commercial forest operations on state and private forest lands in Oregon.

The act establishes standards for forest practices, including timber harvesting, road building and maintenance, slash disposal, reforestation and use of pesticides. Monitoring shows a high degree of compliance with the act, assuring that trees are being planted for tomorrow's forests and that other forest resources are protected.

The act has evolved over the years, and protection levels have been strengthened primarily in response to federal requirements, but also as new knowledge has become available and as social values have changed.

Evolution of the Oregon Forest Practices Act

Evolving public values have been most evident in the public's desire to have more say in how private lands and forest operations are regulated. This has produced two major revisions of the Oregon Forest Practices Act, one in 1987 and the other in 1991.

The 1987 revision represented a comprehensive effort to resolve some of the major conflicts in forest land use and regulation, and to improve and strengthen the act. It established civil penalties for Forest Practices Act violations. Timely public access was provided to notifications of operations and written plans; this enabled interested third parties to review and comment on proposed operations, and appeal decisions of the Oregon Department of Forestry. The 1987 amendment

Oregon Forest Practices Act

Water Classification and Protection Rules

New rules for the classification and protection of streams, wetlands and lakes under the Oregon Forest Practices Act went into effect September 1, 1994. These new rules replaced existing rules that had been in effect since 1987 on private and non-federal forest lands.

Below is a brief listing of facts to put the new Oregon Forest Practice rules into perspective.

- The rules were developed using available science, monitoring data and field evaluation. With this information, a collaborative process involving landowner representatives together with state agencies and other interested parties was used to design rules that maintain water quality and provide good fish habitat at the least possible cost to affected landowners.
- The range of riparian management area widths under the new rules is 20-100 feet. The maximum width of 100 feet is the same maximum width as under the previous rule.
- The new water classification system includes nine stream classes, which replaces the two-class system. The new water classification system will allow a better match of the physical characteristics and beneficial uses of a water body to appropriate protection measures.
- New vegetation-retention requirements are required within the riparian management areas. For some waters this will result in the need to retain more conifer trees than under the previous rule. For many streams, all trees within the first twenty feet of the stream will need to be retained. Other streams will have increased soil protection, and — where necessary — protection of understory and nonmerchantable vegetation. Incentives are allowed for landowners that conduct stream and stand improvement activities.
- The rules include clear and measurable standards, while allowing flexibility to improve stand and stream condition when needed. Alternatives are provided to address site-specific needs. Stream-crossing structures will need to be built so that both adult and juvenile fish can pass through them.
- Monitoring will be conducted to evaluate how well the rules achieve their purposes.

The New Stream Rules ...

- Do not require riparian management areas wider than 100 feet.
- Do not prohibit all timber management activities within riparian management areas.
- Do not prohibit landowners from conducting timber management on their land.

Although the new rules may alter the way landowners have managed their land in the past, the benefits of maintaining water quality and fish and wildlife habitat will also increase.

To help make the transition to the new rules as smooth as possible, the Oregon Department of Forestry conducted training sessions around the state for landowners and forest operators. This training helped landowners and operators understand what the rules mean and how to apply them.

With the demand for timber from private lands increasing, timber harvests are occurring closer to population centers and in more environmentally sensitive locations

also required that the Oregon Board of Forestry inventory and protect a wide array of sensitive resource sites, including threatened and endangered species sites; sensitive bird nesting, roosting and watering sites; biological sites that are ecologically and scientifically significant; and significant wetlands.

Further amendments by the 1991 Legislature addressed a broad range of forest practices topics. Reforestation and land-use change standards were increased. Limitations were placed upon clearcut size and spacing. Requirements were established for the retention of live green trees, snags and downed wood in clearcuts. Studies of cumulative effects, anadromous fish and Pacific yew were mandated. Protection of scenic buffers along designated highways were required. Additional requirements for written plans and public involvement were identified.

One key element among these changes was the direction to review and improve the regulatory approach to classifying and protecting streams and other riparian areas. After three years of collaborative development, the Board of Forestry adopted Oregon's most comprehensive set of riparian protection rules (*page 27*).

Public Values and Community Livability

With the demand for timber from private lands increasing, timber harvests are occurring closer to population centers and in more environmentally sensitive locations. As timber harvests occur in and around Oregon communities with greater frequency, forest management practices are causing controversy as public values and private ownership interests conflict. The "viewshed" of one rural landowner is often actually commercial timber land held by private forest landowners. Many rural and suburban property owners believe that their property values and overall quality of life are threatened by certain forest management practices such as harvesting, slash burning, the use of pesticides and road building.

Within urban growth boundaries, the law allows local jurisdictions to choose to regulate timber harvest operations, and some do. Many of these operations involve the clearing of land for development purposes, rather than the harvesting and replanting of trees.

Changes to Oregon's Forest Practices Act provide more assurance that Oregon's forests will continue to be important contributors to this state's economy, and to numerous other quality-of-life factors. Forest practice rules today provide stronger protection for all streams, rivers and water bodies. Reforestation standards have become stricter. Rules governing road building, chemical handling and wildlife habitat protection have been broadened and better defined.

Looking Beyond Regulations

Regulations establish base levels necessary to achieve a given goal. Education and incentives are tools to reach standards of performance above that base level. The Board of Forestry is initiating efforts to aggressively pursue the collection and sharing of technical and scientific information and incentives that encourage Oregon's forest landowners to willingly manage their forest lands beyond regulatory standards (see Objective 6).

In the years ahead the Board of Forestry, the Department of Forestry and forest landowners must maintain this commitment to effective regulation while examining new incentive opportunities that encourage sound forest management that go beyond the regulatory standards.

For more details, see Action Plan 5.

The board's objective for stewardship through regulation of forest practices reads as follows:

“Assure practical and appropriate forest practices that conserve and protect soil productivity, fish and wildlife habitat, and air and water quality.”



Chapter 6

- Limitless demands, limited supply
- A new approach to meeting competing needs
- Stewardship and landowner objectives

Voluntary Stewardship of All Forest Values and Resources

*H*ow can landowners best manage Oregon's forests for fish and wildlife, livestock grazing, recreation and scenic values?

In the past, public land managers attempted to satisfy demand for these various resources by allocating public forest land to different dominant uses. This strategy worked until it became obvious the overall demand for these various goods, services, uses and values exceeded the capacity of the land base to supply them. The result has been intense competition among interest groups to seek the greatest possible allocation of land for their particular resource use.

With seemingly limitless demands and a relatively finite land base, it seems clear that a different approach must be taken. Increasingly, public land managers and some private landowners are viewing maintenance of a healthy, resilient forest ecosystem as their primary objective. Forest commodities and uses become by-products rather than the sole purpose of public land management.

A number of stewardship approaches are underway in Oregon. Some are cooperative and multi-ownership, while others have a single-owner focus. For example, the Oregon Department of Forestry is involved in several regional planning processes that provide a stewardship approach for state forest management in Oregon. These long-range plans will address broad environmental concerns while fulfilling statutory and constitutional responsibilities to counties, local taxing districts and the Common School Fund. The planning process will put into action the *Board of Forestry Policy for Practicing Silviculture on State Lands*.

Fish and Wildlife — Beyond Single-Species Management

Fish and wildlife populations are publicly owned resources. However, the habitat used by these species may be on either public or private land. Past forest management activities have benefited many species while at the same time reduced the amount and quality of available habitat needed by other species.

Protection strategies for threatened and endangered species such as the northern spotted owl, marbled murrelet and certain salmon populations have had a significant effect on forest management in Oregon. The requirements of state and federal endangered species regulations have largely overshadowed existing management plans on public forest lands, and have resulted in increased concern about non-

federal forest land management planning and practices. Regulatory elements of federal and state programs, such as both endangered species acts, currently serve as a disincentive to non-federal landowners because they may be penalized if they grow timber stands that become suitable habitat for threatened or endangered species.

Many fish and wildlife species on forest land represent an economic and recreation resource that generate jobs and income throughout Oregon. Salmon fishing and big game hunting are two examples. The commercial and sport fishing industry rely on forest lands to provide high-quality habitat for anadromous fish populations. Critical low-elevation habitat for deer and elk is often located on non-federal lands.

The recent single-species approach to wildlife management, where each species has its own set of regulatory protections and prescriptions, is being replaced with a broader habitat perspective that views the forest environment as the home for the spectrum of fish and wildlife species. It is essential that we develop such broad strategies to prevent additional listing of species as threatened or endangered, to help in the recovery of species currently listed, to preserve biodiversity and to maintain healthy populations of fish and wildlife available for harvest and enjoyment by people.



Livestock Grazing

Livestock grazing has been a traditional use of Oregon's forest lands since the first wagon trains reached the state in the mid-1800s. Nearly 10 million acres of forest land provide grazing for domestic livestock in Oregon each year. Oftentimes, landowners integrate livestock and timber management to maximize the economic returns from their lands.

When managed properly, livestock can co-exist with fish and wildlife populations and other forest uses. When managed improperly, livestock grazing can result in a reduction of forage and cover for wildlife, soil disturbance and degraded riparian areas.

Recent issues surrounding livestock grazing on forest lands in Oregon focus on the effects on water quality and fish habitat, and on fair compensation for the use of public lands for livestock grazing.

Recreation

Oregon is well known for the recreation opportunities available on its forest lands. The types of recreation available include wilderness experiences, rafting, hunting and fishing, off-road vehicle use, winter sports, automobile touring, and the use of developed campsites, picnic areas and resorts. Recreationists using Oregon's forests generate a healthy business for outfitters, manufacturers and other companies.

The board's objective for providing voluntary stewardship of forest values and resources reads as follows:

“Develop incentives and foster the collection and sharing of information to spur voluntary management initiatives beyond regulatory standards; to assist in recovery of threatened and endangered species and prevent further listings; and to encourage appropriate opportunities for activities such as fish and wildlife enhancement, fishing, hunting, wildlife observation, grazing, and recreation and scenic values.”

Demand for many recreation uses exceeds supply. Often the quality of a forest recreation experience depends on how the forest has been affected by other uses. If uncontrolled, recreation use itself damages the forest environment to the extent that future recreation use is impaired, and other resources such as soil productivity and water quality can be affected.

Recreationists often do not differentiate between public and private forest lands, and therefore expect to find the same level of access and the same type of land management in both places. Conflicts arise when these expectations are not met. When recreational access and uses are available free or at very low cost from public lands, there is little motivation for private land managers to provide these same opportunities on private lands.

A recreation plan for the Tillamook State Forest, finalized in January of 1993, provides for diverse outdoor recreation on the forest, interprets the history of the lands, and maintains consistency with the primary purpose of timber production.

Scenic Values

A number of programs are in place in Oregon that are designed to protect and enhance scenic values on forest lands. These programs include the Willamette Greenway, the federal Wild and Scenic Rivers program, the state Scenic Waterway program, and the Columbia Gorge National Scenic Area. Each of these programs has specific measures that compensate landowners for providing scenic values, including the purchase of land or scenic easements in some instances.

The Oregon Forest Practices Act requires tree retention and increased reforestation efforts along “visually sensitive highway corridors” that are designated in statute. These requirements are intended to provide a visual buffer between popular travel routes and intensive forest management activity.

Scenic values often become central issues in disputes between landowners, particularly when homesites or resorts are built with the assumption that scenic vistas will not be altered by the forest management activities of another landowner.

For more details, see Action Plan 6.

Protecting Oregon's Forests from Insects, Diseases and Fire

Chapter 7

*M*any factors influence the health of Oregon's forests. Traditionally, forestry has dealt primarily with fire, insects, disease and animal damage. Increasingly, noxious weeds, introduced exotic pests, land-use conversion, climate change and atmospheric pollution are factors that must be considered in protecting the health of forests. Forest health is often measured by looking at indicators such as changes in tree growth, changes in tree species composition, trends in tree mortality, and the frequency and severity of forest pest outbreaks.

- Favorable and unfavorable effects of insects, diseases and fire
- Specific forest health problems need specific solutions
- Fire emerges as important tool, but challenges exist

Insects and Disease — Two Sides of the Coin

Forest insects and diseases have both favorable and unfavorable effects on the overall health of the forest ecosystem. Dwarf mistletoe infection, for instance, is a disease that creates dense and shrubby growths on branches, which results in substantial economic loss in nearly all coniferous tree species. On the other hand, mistletoe-infected branches provide nesting and roosting habitat for several species of owls, and hiding cover for other birds and mammals.

Root diseases cause widespread mortality in several coniferous species and weaken trees, predisposing them to further bark beetle attack. Tree species not susceptible to specific root diseases can be planted in these sites to control the disease in areas of timber production.

Tree mortality caused by insects and disease is a major cause of openings in the forest canopy, and serves an important role in forest succession, wildlife habitat and nutrient cycling. Therefore, developing and implementing site-specific strategies will depend upon landowner management objectives, which will determine whether the disturbance agents are “pests” or not.

Developing specific solutions is complicated by the great variety of environmental and vegetative conditions. Every forest ecosystem has its own unique association of native insects and diseases. When ecosystem attributes change, such as plant species composition, tree density, canopy structure and patchwork patterns, so do insect and disease complexes. Each landscape pattern yields a unique insect and disease population response.

Fire was Here First and will Always be Part of Oregon Forests

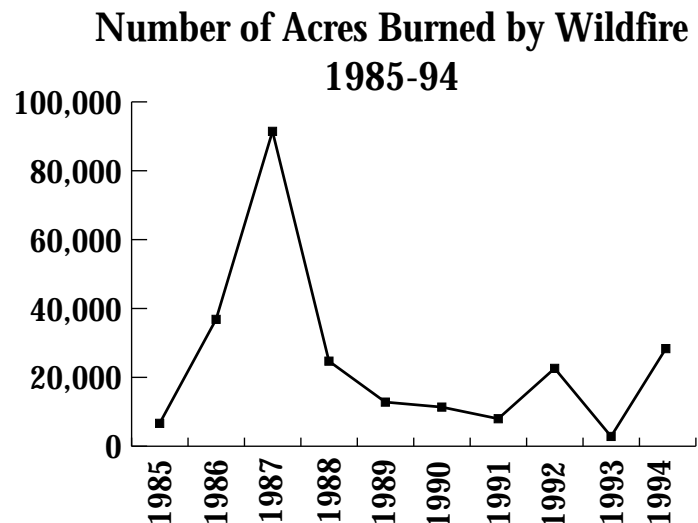
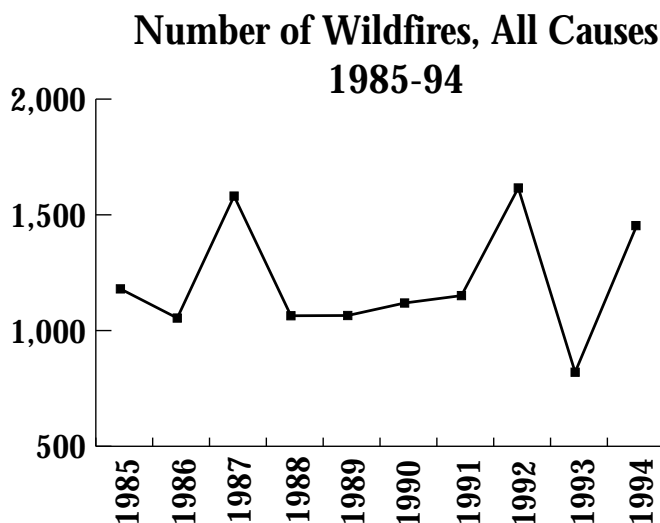
The historical occurrence and scope of forest fires reflects the history of Oregon. Prior to settlement, lightning was the major source of fire, though Native Americans also set fires for various reasons. The fires prior to settlement occurred naturally, and as frequently as every seven to ten years on some types of forest land. Fires during this period often burned over long periods of time with various levels of intensity.

As settlers arrived, fires were used to clear land for agriculture. Escaped fires were common. The large-scale logging of low-elevation old-growth timber that occurred in the late 1800s and early 1900s created fuel conditions that were ripe for fire disasters.

Disasters did occur. A series of deadly and destructive wildfires burned through the West in 1910, giving rise to public demands that the government develop programs and policies to control and prevent such fires. Oregon began a program directed at preventing fires whenever possible, and to aggressively attempt to control all fires that did occur. A similar program was implemented by the U.S. Forest Service and the Bureau of Land Management on federal forest lands in Oregon.

The dedication of effort and resources to forest fire prevention and control has resulted in a complete and coordinated fire protection system that has been highly successful in Oregon. Over the last four decades, improvements in fire-fighting technology and organization have helped reduce fire losses.

Beginning in the 1960s, research began to indicate that fire was the major agent that controlled the dynamics of forest ecosystems, including species composition, vegetational succession, nutrient cycling and age composition. Research showed that fire has always had a role in maintaining the forests of Oregon through the reduction of natural fuel



buildups, and that many forest types are dependent on fire for their maintenance. Ironically, Oregon's successful fire suppression program was resulting in unnatural buildups of fuel and other possibly undesirable changes in forest ecosystems.

As land managers better utilize fire as a tool for hazard reduction, and for timber and wildlife management purposes, some conflicts are arising. Air quality regulations limit the use of fire in some areas. Some landowners are uncomfortable with uncontrolled fire burning in an adjacent area. These issues must be resolved before the use of fire as a management tool can become widespread.

The siting of dwellings and related improvements on Oregon's forest lands has increased the risk of fire and restricted the tactics that can be employed in the suppression of wildfire. The phrase "wildland/urban interface" is used to describe this intermingling of homes and structures with natural cover or forest lands. The increasing numbers of homes in the forest complicates protection priorities and requires additional coordination by wildland fire protection agencies with structural protection agencies, resulting in higher fire protection costs and greater damages.

Clearly, fire protection policies and programs will continue to evolve as an understanding of fire ecology increases and as a balance between management objectives is reached.

For more details, see Action Plan 7.

The board's objective for protecting Oregon's forests reads as follows:

“Devise and use environmentally responsible and economically efficient strategies to protect Oregon's forests from unacceptable effects from wildfire, insects and disease.”



Chapter 8

The Role of Public Education and Involvement

- Conflicting expectations, public perceptions and reality
- Public understanding is critical to effective resource management
- Foster public understanding through access, education and involvement strategies

Oregonians expect more from their forests today than ever before — often without even knowing it.

We expect to have raw materials from our forests to build our homes and conduct our lives, yet we also expect pristine or pre-settlement conditions across the forest land base. We expect rules, regulations and policies to protect and enhance all forest resources, yet we struggle in court and in the political arena to agree on what that means. We are increasingly concerned about development pressures and a steady chipping away at the forest land base, yet many of us expect to be able to build our own dream homes in a wooded setting.

Defining the public's relationship with Oregon's forests is not as simple as these obviously conflicting expectations. Yet they serve as useful symbols of how much work must be done to help Oregonians better understand the role and function of our forests, and the role we play in determining the future of our forests.

Fewer Oregonians today have direct contact with forests as a vital part of their livelihood or their lives. For many, the only contact they have with forests is on weekends and vacations when they seek outdoor recreation and scenery. The objective of public education efforts should be targeted at helping Oregonians rebuild some level of personal knowledge about how forests grow and change, and how we as a society can interact with our forests to obtain a wide variety of experiences and products.

For the last ten years of change in Oregon and the Pacific Northwest, forest resource management has been driven by policies and actions largely targeted at trying to meet all public expectations, however difficult that may be.

Today, as Oregon becomes more populated and urbanized, as our economic base changes and as our cultural values shift, the choices we make as individuals and as a collective state-wide community can have dramatic effects on our forest ecosystems — choices about where and how to live; choices about management practices and policies; choices that will be based on some combination of personal opinion, rhetoric and solid information. We must recognize that the ability to effectively manage Oregon's public and private forests for the future is as much dependent on an informed and involved public as it is on solid science and good policy.

That recognition must lead all natural resource managers to seek out strategies of education, access to information and public involvement that over time will help build a better informed public — a public that

recognizes the consequence of its decisions and its actions on Oregon's forests and other natural resources, a public that can make deliberate and thoughtful choices for the future of Oregon's forests.

The Role of Education

A state-wide web of groups, associations and agencies now delivers a wide range of forestry education materials and experiences for teachers and students. Strengthening those partnerships, anticipating subject matter needs and developing materials based on science and personal experience is critical. There is no substitute for hands-on learning in the woods, and education initiatives must seek to fully utilize the natural resource as a teaching resource.

Information Resources *Published by the Oregon Department of Forestry*

Forest Log

A magazine published six times per year that includes information about department programs, forestry issues and policy actions. *Forest Log* has been published continuously since 1930.

CommuniTree News

A newsletter published three times per year that highlights urban forestry program activities, educational seminars, profiles of cities with model tree-care programs, and information about obtaining urban forestry funding.

Forest Practice Notes

The newsletters, published on an as-needed basis, focus on forest practice rule topics and often describe ways in which landowners may manage their lands to go beyond regulations.

Prescribed Burning Notes

A newsletter published three times per year by the department's Smoke Management Program. Topics include slash-reduction methods, updates on particulate emissions related to slash-reduction activities, and information about upcoming seminars and workshops.

Industrial Fire Prevention Bulletin

This publication is produced three times per year, during the summer months, to inform private forest landowners and operators about Oregon's fire laws, fire season regulations, and to offer tips about preventing fires on industrial operations.

*The board's objective
for public education
about Oregon's forests
reads as follows:*

“Assure increased
understanding
and informed
decision-making
by Oregonians
about the role
and function of
Oregon forests
and the
connection
between Oregon's
forests and
people's choices.”

Access to Information

Much of the material written today about current forestry issues, research and policies is physically and intellectually inaccessible for many Oregonians. Policy papers, research reports and technical papers abound, with little careful analysis or understandable insight available to the average Oregonian. New distribution and communication strategies must assure that forest policy makers, researchers and practitioners reach out to the general public with information that is timely, understandable and available. We can build a better informed public if we can help people see their connection to our forests and the consequence of public choices.

The Role of Public Involvement

Public involvement is much more than receiving input on a particular plan or action. True public involvement must engage people in learning more about forests, about differing landowner objectives, about how individual choices affect Oregon's forests. Genuine involvement strategies must clearly articulate the public's role, provide useful information and encourage discussion, problem solving and learning.

As we increase our actions to develop a better-informed public, we can expect plenty of debate and discussion based on a wide range of values. In fact, debate and discussion are inherent in a public that better understands forestry issues.

No education or involvement strategy will ever produce a public that holds the same values about our forests; nor should that be a desired goal. Oregon is far too diverse, both economically and culturally, to produce this outcome. Instead, debate and discussion are to be expected. Differing public values are to be expected. Throughout the discussion, however, Oregonians and forest policy makers should have access to the best information upon which to base their decisions.

It is within our capabilities as Oregonians to find a way to make lasting and effective management decisions for the future of Oregon's forests. If we fail, it will be in large part because we have failed to communicate clearly with Oregonians about forests and about the connections that exist between forests and our lives.

For more details, see Action Plan 8.

Chapter 9

Leadership means translating a vision into action. What follows are eight action plans, each directed at specific topic areas related to Oregon forests. If you've carefully read the statements of objectives at the end of each chapter, you are well prepared to delve into the action plans.

Each plan consists of an overall objective which states what the Oregon Board of Forestry and the Oregon Department of Forestry are seeking to accomplish in each of the eight topic areas. Beneath each objective is a series of issues that represent challenges and opportunities that must be faced before accomplishing the objective. The issues give rise to policies and programs, which are the true action statements contained in the FFFO.

All of the material contained in the action plans — from the broadest objective to the most specific program — has been the result of public input from the spectrum of interested Oregonians. Taken in context with the preceding chapters that discuss forestry issues, these action plans represent the best hope for a healthy and sustainable future for Oregon forests.

We invite you to carefully examine each of these plans, find yourself among the proposed actions and then join the board and department in creating the future.

- Understanding how the action plans work
- Taking part in creating the future



Objective 1 — Forest Land Base

Preserve the Forest Land Base of Oregon

Issue #1.1: Investments in forest management and the other social and economic benefits from Oregon's forest land base must not be impaired as a result of encroaching residential development.

The Oregon Board of Forestry supports the private landowner's right to practice forest management on commercial forest lands in an environmentally responsible manner

Policy A: The Oregon Board of Forestry supports the private landowner's right to practice forest management on commercial forest lands in an environmentally responsible manner.

Policy B: In order to reduce the risk to forest land investments, the Oregon Department of Forestry, working with other fire protection agencies, will develop fire protection standards applicable to subdivisions that are adjacent to forest land.

Policy C: The board will promote tax policy that keeps forest land in the land base and in forest use.

Issue #1.2: A strong land-use program serves to stabilize the land base and encourage long-range investments in forest land productivity.

Policy A: The board promotes and supports land use planning as a critical tool in Oregon to conserve the forest land base.

Programs:

1. The board will encourage recognition in the state-wide land use planning program of the benefits to Oregon of maintaining its forest land base.
2. The department will continue active participation in local land use planning and regulations, including review of applications for forest dwellings and providing education to local governments about forestry and forest management.
3. Where an informed decision has been made to remove forest land from the base to accommodate growth, the department will promote planning for those forest lands to assure the least possible effect on the capability of the remaining commercial forest land to meet projected demands.

4. The department will maintain and publicize an inventory of all forest lands in Oregon.
5. The board and the department will support tax programs that encourage retention and extension of the forest land base.
6. The board and the department will support private efforts and encourage public efforts that consolidate forest ownerships to minimize conversion to non-forest uses.
7. The board and the department will promote the adoption of state land use policies and local land use ordinances that ensure that any partitioning of forest land will not jeopardize its continuation in forest use or its productivity.

*Where appropriate,
the board will promote
expansion of the forest
land base*

Issue #1.3: The forest land base of Oregon could be expanded.

Policy A: Where appropriate, the board will promote expansion of the forest land base.

Programs:

1. The board will carefully review state or federal land exchanges involving lands suitable for forest uses.
2. The board will promote afforestation of suitable land.



Action Plan 2

Objective 2 — Research and Monitoring

Use research and monitoring of the forest condition to understand the effectiveness of forest management strategies, and incorporate the knowledge gained into policies and programs.

*The Oregon
Department of Forestry
will provide leadership
in coordinated
monitoring and
assessment*

Issue #2.1: Information that serves as a basis for sound forest management is not always available, nor is it always transferable from the research site to the operations site.

Policy A: The Oregon Board of Forestry supports and promotes forestry research within the university systems of both Oregon and Washington, within the Pacific Northwest Research Station, and in the private sector, focused on applied methods and technology.

Programs:

1. The board supports adequate funding for forest research and timely technology transfer.
2. The department will participate in guiding the direction of and in the design of applied forestry research in the Pacific Northwest.

Issue #2.2: Lack of coordination in research and monitoring can result in inefficient use of funds and inappropriate use of the results of forestry research.

Policy A: The Oregon Department of Forestry will provide leadership in coordinated monitoring and assessment.

Programs:

1. On non-federal lands, the department will conduct and coordinate monitoring with landowners and other agencies.
2. On federal lands, the department will encourage compatible monitoring.
3. On all forest land, the board and the department urge and support multi-resource assessment that considers landowner as well as public objectives.

Policy B: The board supports and promotes coordination among forestry research organizations in the Pacific Northwest.

Objective 3 — Ecosystem Health and Sustainability

Action Plan 3

Promote cooperative land management strategies among the public and private forest landowners, on a larger geographic scale and over a longer timeframe, to maintain the health and integrity of Oregon's diverse forested ecosystems.

Issue #3.1: Agencies and landowners lack the tools necessary to employ the ecosystem assessment process.

Policy A: The Oregon Board of Forestry will promote the acquisition of resources necessary to perform ecosystem assessments within state agencies, and elsewhere within the public and private sectors.

Programs:

1. The Oregon Department of Forestry, in coordination with other landowners, will gather and display available data portraying the condition of the forest resources to assist the board in determining sustainability over time and over large geographic areas.

Issue #3.2: In some circumstances, it may be difficult to achieve broad ecological goals, given the diversity of Oregon's forest land ownership and management objectives.

Policy A: The board will recognize and identify varying landowner roles in accomplishing management actions identified through the ecosystem assessment process.

Policy B: The board will seek creative means to achieve broad ecological goals, and at the same time recognize private landowner rights.

Policy C: The board recognizes the need for implementation of the ecosystem management process to maintain healthy forests, while meeting societal and landowner goals.

The board will seek creative means to achieve broad ecological goals, and at the same time recognize private landowner rights

Policy D: The board will promote the process of ecosystem management to improve our understanding of Oregon's ecological condition, and to help weigh the relative costs and acceptability of alternate management scenarios.

Issue #3.3: Cumulative effects and biological capabilities at the landscape level over the long-term (hundreds of years) are not well understood.



Policy A: The board will utilize the best science available at the time to promote management of forest land, while simultaneously encouraging long-term research, monitoring, adaptive management and use of the ecosystem assessment process.

Issue #3.4: Because forests are dynamic and most forest uses, if managed within sustainable forestry principles, are compatible over time, allocating forest land exclusively for single uses, such as protection of habitat on a species-by-species basis, unnecessarily reduces the forest land available for other forest uses.

Policy A: Habitat should be managed based upon the process of ecosystem management, employing sound research, monitoring and adaptive management.

Programs:

1. The board and the department will identify and implement, through the Forest Practices Act, appropriate management practices to protect species and sites that are endangered, threatened or of special concern.
2. The board and the department will work with Congress and the Oregon legislature to make sure laws work from the landowner and resource standpoint.
3. The board and the department will cooperate with federal and state fish and wildlife agencies to establish forest management plans, standards, regulations and incentives for the protection of necessary habitat that are based upon the best knowledge available, and that provide reasonable forest management options.

4. The board and the department will aggressively support efforts to research the habitat needs of fish and wildlife.
5. The board and the department will promote research to determine if current practices for the retention and recruitment of large woody debris, the provision of snags, the retention of green trees, and streamside protection measures are appropriate to maintain those types of forest habitat required by various groups or “guilds” of animals.

Policy B: The board promotes integrated management that contributes to multi-species protection.

The board promotes changes to current laws and regulations that will serve to encourage cooperative management strategies among landowners

Programs:

1. The board will identify and implement, through the Oregon Forest Practices Act, appropriate management practices that protect multiple species and habitat for multiple species.
2. The board will identify and develop incentives that protect habitat that will support a broad scope of species.

Issue #3.5: Cooperative coordination between federal, state and private landowners is hindered by current laws and regulations.

Policy A: The board promotes changes to current laws and regulations that will serve to encourage cooperative management strategies among landowners.

Programs:

1. The board urges Congress to address the anti-trust issue relating to cooperative timber harvest planning efforts between private owners.
2. The department will identify and the board will call for a revision of federal and state regulations that hinder cooperative management.

Issue #3.6: Urban landscapes can be used to educate the population in the many values of a forest ecosystem, as well as to provide supplemental opportunities for enjoying forest experiences and values.

Policy A: The board and the department are committed to the development and management of the urban forest as part of the total forest ecosystem.

Programs:

The board and the department are committed to the development and management of the urban forest as part of the total forest ecosystem

1. The department will assist Oregon cities and communities to continue to build public interest, understanding and support for urban forestry programs, and provide a process to transform community interest into action.
2. The department will provide technical information and assistance to cities and communities in tree selection, planting and the maintaining of urban forests. Such information will communicate the contributions that can be made by urban forests to improve the livability of Oregon's urban communities.
3. The department will secure and distribute federal, state and private funds to local urban forestry programs.



Objective 4 — *Timber Growth and Harvest*

Action Plan 4

Promote healthy and productive forests to provide maximum, sustainable supply of timber.

Issue #4.1: Long-term, sustainable supplies of timber are not assured.

Policy A: On both industrial and non-industrial private forest lands, the Oregon Board of Forestry will promote an abundant and sustainable supply of timber through the use of cooperative efforts, including incentives for long-term management, education and the provision of support services.

Programs:

1. The Oregon Department of Forestry, in cooperation with Oregon State University, will periodically assess timber growth and harvest trends on Oregon's public and private forest lands, and report findings and appropriate recommendations to the board.
2. The board and the department will encourage research to provide a scientific and economic base for intensive timber management.
3. The board and the department will encourage prompt salvage of dead or damaged trees consistent with economic and environmental objectives.
4. Working with cooperators, the department will design programs that promote the growth of high-quality timber.

Policy B: On publicly owned commercial forest lands, the board will promote the growth and harvest of timber in a manner consistent with the governing statutory direction, while seeking to meet Oregon's timber needs through the application of enlightened land and resource management.

The board will promote the stabilization of the present commercial forest land base and regulatory climate so that long-range investments in timber growth and harvest can be realized, thus encouraging willing investment in forest productivity

Programs:

1. The board will urge provision for sustainable timber supplies in federal forest planning efforts.
2. The department will provide exemplary stewardship on state forests that balances economic, environmental and social values and provides abundant and sustainable timber supplies.
3. The department will intensively manage state forest lands (Board of Forestry and Common School Lands) in an exemplary fashion for the sustained production of timber in a cost-effective and an environmentally sound manner. Such intensive management is designed to generate revenue for the beneficiaries of the land, including county governments, local taxing districts and the Common School Fund. In carrying out this program, the department will employ the *Board of Forestry Policy for Practicing Silviculture on State Lands*, and will emphasize the long-term compatibility of growing and harvesting timber with other forest uses.



Policy C: The board will promote the stabilization of the present commercial forest land base and regulatory climate so that long-range investments in timber growth and harvest can be realized, thus encouraging willing investment in forest productivity.

Programs:

1. The board and the department will encourage federal agencies to maintain as large and as stable a commercial forest land base as possible, and to minimize future withdrawals from this land base.
2. The board will promote the maintenance of the maximum, feasible level of non-federal commercial forest land in Oregon to stabilize the commercial forest land base in all three forest regions of the state by adopting and promoting regulations and incentives that encourage investments in forestry.

Issue #4.2: Adaptive and innovative management can provide for sustainable timber supplies from Oregon's forests.

Policy A: The board and the department will encourage all forest landowners to implement sustainable and innovative management practices that are professionally, environmentally and economically sound.

Programs:

1. The board and the department will encourage private forest landowners to develop and implement management practices based upon an owner's stated management objectives, and in accordance with the best management practices.
2. The department will promote the genetic improvement of forest tree species for increased forest productivity by participating in coordinated tree improvement programs, and by urging secure, long-term funding for genetics research.
3. The board and the department will encourage nursery practices that lead to prompt, successful reforestation with species appropriate for the site. This will reduce insect and disease problems later, and will help address society's need for wood.
4. The board and the department will encourage and support research to identify management practices that produce high levels of timber production, while protecting the forest ecosystem and Oregon's environment.
5. The department will monitor the results of intensive timber management to identify and encourage those practices that maintain and enhance the economic, social and environmental benefits of the forest.
6. The board and the department will support funding for management and appropriate timber sale programs on federal lands.
7. The board and the department will urge and support research to address the problems of low-site forest land management.

Policy B: The board will give special emphasis to the needs of non-industrial private forest landowners in implementing improved forest management practices.

The board will give special emphasis to the needs of non-industrial private forest landowners in implementing improved forest management practices

Programs:

1. The board and the department will seek funding to strengthen and expand programs aimed at converting underproductive to productive forest lands.
2. The department will make available high-quality seedlings to non-industrial landowners at affordable prices while recognizing

The board and the department will assist the state in the analysis of proposed federal management actions, and help develop federal land-use recommendations that reflect the fact that forests are dynamic and most forest uses are compatible

the private sector role in the production and marketing of forest tree seedlings.

3. The board and the department will support federal policies and initiatives that provide sufficient funding for forest management activities that contribute to timber growth and yield.

Issue #4.3: Lack of sustainable harvests threatens rural community economic stability.

Policy A: The board will encourage programs that stabilize the supply of raw materials and help ensure community vitality.

Programs:

1. The board will encourage incentives for long-term forestry investment.
2. The board will encourage the department to support appropriate Economic Development Department programs that contribute to community vitality, especially with regard to increasing activity in value-added wood products manufacturing.

Issue #4.4: Fifty-eight percent of Oregon's forest land is owned by the federal government. The board and the department will work to assure that the FPFO's mission, objectives and Oregon Benchmarks are considered within the federal forest planning processes.

Policy A: The board and the department will assist the state in the analysis of proposed federal management actions, and help develop federal land-use recommendations that reflect the fact that forests are dynamic and most forest uses are compatible.

Programs:

1. The department will actively and cooperatively review federal management plans to improve the technical quality of the analysis and inventory information within each plan.
2. The department will aid federal managers in allocating land use in ways that will meet FPFO objectives, and emphasize the integration of forest land uses in recognition that most forest uses are compatible over time.
3. In cooperation with Oregon State University College of Forestry, the board and the department will determine the cumulative

effects of alternative federal land allocations on the supply and demand of timber across all ownerships.

4. The board will encourage the continuation of the coordinated response process in state government to resolve policy differences among the state's natural resource agencies, and achieve a unified state position on federal land issues.
5. The department will encourage use of state agency specialists in federal planning.

Policy B: The board will promote federal policies that provide assurance of meeting both FPFO objectives and Oregon Benchmarks when possible, while safeguarding the right for redress of grievances.

Issue #4.5: There are significant barriers and disincentives that discourage landowners from making capital investments in timber management.

Policy A: The board and the department will encourage changes to federal and state tax policy to remove disincentives.

The board will promote the use of information-based strategies and incentives to provide equity for landowners that will encourage willing and fruitful investments in their forest properties

Programs:

1. The board and the department will encourage state and federal tax policies that, taken together, promote prompt investments in forest management, and which add stability to ownership of forest lands.
2. The department will monitor the overall forest tax burden and the effects of forest taxation on the various classes of forest landowners in Oregon, and periodically will report findings and appropriate recommendations to the board.

Issue #4.6: Unless landowners receive benefits commensurate with economic returns available from alternative investments, good stewardship of forest lands will likely be impaired.

Policy A: The board will promote the use of information-based strategies and incentives to provide equity for landowners that will encourage willing and fruitful investments in their forest properties.

Objective 5 — Stewardship Through Regulation of Forest Practices

Through regulations, assure practical and appropriate forest practices that conserve and protect soil productivity, fish and wildlife habitat, air quality, and water quality and quantity.

*The board will
provide leadership
in maintaining
cost-efficiency
of forest practices*

Issue #5.1: Maintaining forest productivity, soil productivity, air quality, water quantity and quality, and fish and wildlife habitats are essential to protect economic, social, and environmental well-being within the landscape scale over the long-term.

Policy A: The Oregon Board of Forestry will design forest practice best management practices (BMPs) to meet federal and state air and water quality standards (such as the Clean Water, Clean Air and Coastal Zone Management acts), including such higher state standards as may be provided pursuant to the Oregon Forest Practices Act that improve forest health.

Programs:

1. The Oregon Department of Forestry will cooperate with federal and state agencies, with other agencies and informed interests to establish air and water quality standards and regulations that:
 - a) are formulated with the best knowledge available;
 - b) recognize the role of fire and other natural events in the maintenance of forests; and,
 - c) are consistent with responsible forest management.
2. The department will promote the management of forest roads in such a way as to minimize the number, width, and disturbance of soil when planning forest roads.

Policy B: The board will provide leadership in maintaining cost-efficiency of forest practices.

Programs:

1. The department will use economic analysis of both costs and benefits as a tool for rule development.
2. The department will involve all stakeholders in rule development.

Policy C: The board will maintain a baseline standard of resource protection, appropriate with objectives, across all forest land ownerships through forest practices regulation that meets standards of state and federal laws.



The board will maintain a baseline standard of resource protection, appropriate with objectives, across all forest land ownerships through forest practices regulation that meets standards of state and federal laws

Programs:

1. The board will adopt and maintain clear and concise rules with clear rationale. The rules will take into account current information and knowledge.
2. The department will emphasize cooperation, education and preventative measures in attaining compliance.
3. When needed, the department will take enforcement action in a professional and impartial manner, and follow through to full resolution, including necessary repairs.
4. The board will maintain a penalty system designed to deter future violations.

Issue #5.2: Further development or refinement of BMPs will be based on sound technical information.

Policy A: The board and the department will promote, support and conduct research or monitoring and assessment, and application of new technologies in concert with Objective #2.

Programs:

1. The department will monitor the effectiveness of riparian rules to improve fish stocks.

Issue #5.3: Workload and technical complexity of forest practices regulation are straining department resources.

The board and the department will promote, support and conduct research or monitoring and assessment, and application of new technologies in concert with Objective #2

Policy A: The department will seek new information-based program delivery methods that emphasize landowner and operator responsibility for operation planning and rule compliance, and which de-emphasize direct planning or layout assistance from the department.

Issue #5.4: Natural resource policy needs to be better integrated in Oregon.

Policy A: The board and the department will identify and ventilate issues openly, and will actively involve other state agencies and commissions, federal agencies, local governments, landowners, public interest groups and interested citizens to help achieve good public policy decisions.

Policy B: The board will promote the development of natural resource policy within the Oregon state government that integrates the disciplines and legal mandates of all natural resource agencies.



Objective 6 — Voluntary Stewardship of Forest Values and Resources

Action Plan 6

Develop incentives and foster the collection and sharing of information to spur voluntary management initiatives beyond regulatory standards; to assist in recovery of threatened and endangered species and prevent further listings; and to encourage appropriate opportunities for activities, such as fish and wildlife enhancement, fishing, hunting, wildlife observation, grazing, recreation and scenic values.

Issue # 6.1: Anadromous fish stocks in Oregon are declining for a series of complex and interrelated reasons.

Policy A: The Oregon Board of Forestry urges research into the decline of the anadromous fish stocks, and into methodologies and strategies for the stemming of such declines, and the recovery of stock vigor.

Program 1 Note: See Issue 5.2, Policy A, Program 1

Issue #6.2: Grazing opportunities on forest lands are declining as a result of damage to soils and vegetation.

Policy A: The board encourages the integration of sound grazing management practices compatible with timber management goals and fish and wildlife habitat goals on public and private forest lands.

Programs:

1. The board and the department will promote the development of grazing improvements, such as water, fencing, salt, etc., and the utilization of sound grazing practices to assure additional needed protection of riparian areas or other sensitive areas, and to enable the redistribution of livestock to areas of unused or lightly used available forage.
2. The board and the department will encourage improvement in the administration of grazing programs and permits on federal lands.

3. The department will review state-managed common school forest lands and identify those that are not forest lands (e.g., grazing lands) to declassify those lands and transfer management responsibility to the Division of State Lands.

Issue #6.3: Demand for recreation opportunities in Oregon will continue to increase.

Policy A: The board encourages provision of a full range of recreational opportunities on both public and private lands consistent with landowner objectives.

Programs:

The board encourages provision of a full range of recreational opportunities on both public and private lands consistent with landowner objectives

1. The board and the Oregon Department of Forestry will promote adequate funding for full implementation, operation and maintenance of public forest recreation facilities, including trails, campgrounds, etc., on forest lands allocated for forest recreation, including funding for full implementation of the Oregon Department of Parks and Recreation's 2010 Plan.
2. The board will encourage voluntary development of private land recreational opportunities consistent with landowner's objectives through the Oregon Department of Forestry's participation on interagency committees, such as the Oregon Outdoor Recreation Council.
3. The Oregon Department of Forestry will promote dispersed outdoor recreational opportunities on state forest lands where they are compatible with timber management objectives. Where it is determined that the highest and best value of a forest site is forest recreation, the department will support land exchanges, leases or other means to encourage recreational uses without diminishing revenue to the state, counties, taxing districts and the Common School Fund.
4. The board and the department will promote establishment of sufficient and equitable funding methods, including appropriate user's fees for the recreational use of public lands. User's fees would serve to provide managerial incentives for recreational uses, and would help balance the costs and benefits between various forest uses, as well as between private and public lands.

5. The Oregon Department of Forestry will promote the use of Recreational Opportunity Spectrum (ROS), as used by the Oregon Department of Parks and Recreation, as a uniform approach in identifying use of and demand for the state's recreational resources.
6. The board and the Oregon Department of Forestry will encourage dispersed recreation and recreational opportunities that are compatible with timber management and harvest on commercial forest lands.
7. The board and the department will encourage the establishment of road use and vehicle use programs to reduce recreation-related damage to water quality, soil productivity and other forest values.

Policy B: The board encourages the exchange and acquisition of forest lands in order to place the management of lands with special needs in the hands of those more capable of meeting those needs.

Issue #6.4: Additional habitat for wildlife species can be fostered.

Policy A: The board and the department will provide information and incentives to landowners for the conservation and enhancement of fish and wildlife habitat consistent with landowner's objectives.

The board and the department will provide information and incentives to landowners for the conservation and enhancement of fish and wildlife habitat consistent with landowner's objectives

Programs:

1. The board and the Oregon Department of Forestry will promote demonstration and restoration projects, including the cooperative, voluntary stream enhancement initiative (SEI) program they sponsor, with the Oregon Department of Fish and Wildlife, forest industry and other interested parties, and the Governor's Watershed Enhancement Program. These programs promote the improvement of fisheries habitat on forested lands.
2. The board and the Oregon Department of Forestry will support research to identify and implement integrated timber, fish and wildlife management practices.
3. The Oregon Department of Forestry, in cooperation with the Oregon Department of Fish and Wildlife, will provide technical guidelines to assist resource managers in implementing voluntary timber management practices that maintain and enhance fish and wildlife habitat.

4. The Oregon Department of Forestry will promote interdisciplinary education for forestry, wildlife and fisheries students and practicing resource managers at the university level.
5. The department will encourage research to develop additional cost-effective and environmentally sound techniques to reduce losses from wildlife damage.
6. The department will support road closure programs where such programs are needed to reduce harassment and/or over-harvest of wildlife.



Issue #6.5: Voluntary stewardship initiatives supplementing regulation of forest practices are required in order to meet societal objectives for Oregon forest land.

Policy A: The board will promote non-regulatory incentives and strategies that encourage landowners to willingly meet societal objectives.

Programs:

1. The board will create a select committee to develop a report that identifies incentives useful to encourage excellent management of private forest lands.

Policy B: The board and the department will encourage cooperative land management on an ecosystem level to help maintain healthy systems.

Programs:

1. The board urges the use of the following existing cooperative programs to address ecosystem health concerns:

- Coordinated Resource Management Plans (CRMPs)
- Stream Enhancement Initiative (SEI)
- Governor's Watershed Enhancement Board (GWEB)
- Watershed Health Program
- Timber, Fish and Wildlife (TFW) watershed analysis
- Watershed councils
- Stewardship Incentive Program (SIP)
- Forest Resource Trust

Policy C: The board will promote excellence in forest management by encouraging voluntary, additional forest management practices that enhance forest values.

Programs:

1. The board and the department will:
 - a) recognize private efforts beyond minimum compliance through awards and publicity.
 - b) provide incentives and other motivations to encourage and assist landowners with sound forest resource management practices.
2. The department will provide technical specialists to advise landowners in forest management practices.
3. The department will encourage road closure programs where such programs are needed to reduce environmental damage.

Issue #6.6: Regulation of private practices to create or maintain public benefits may result in financial inequities.

Policy A: The board will seek mechanisms to equalize costs among public benefactors by:

1. encouraging tax policies that recognize the level of private contribution to public good.
2. providing other mechanisms that offset or publicly recognize private contributions.

The board will promote excellence in forest management by encouraging voluntary, additional forest management practices that enhance forest values



Objective 7 — Forest Protection

Devise and use environmentally responsible and economically efficient strategies to protect Oregon's forests from unacceptable effects from wildfire, insects and disease.

The Oregon Board of Forestry and the Oregon Department of Forestry will develop a state-wide, coordinated forest health system to reduce losses from insects, disease and other damaging agents in a cost-effective, and environmentally and socially acceptable manner

Issue #7.1: Resource losses caused by fire, insects, disease and other damaging agents can be further reduced.

Policy A: The Oregon Board of Forestry and the Oregon Department of Forestry will develop a state-wide, coordinated forest health system to reduce losses from insects, disease and other damaging agents in a cost-effective, and environmentally and socially acceptable manner.

Policy B: The department will promote the effective use of integrated pest management as a coordinated approach to the selection, integration and implementation of pest control actions.

Programs:

1. While following current board insect and disease policies and programs, the department will complete an assessment and determine a department Forest Health Program, including services to be provided and program funding. The elements of this program will include:
 - a) Which damaging agents should be targeted in a department forest health program;
 - b) What services should be provided and to what groups of clients; and
 - c) How should such a program be funded.
2. The department will cooperate with the U.S. Forest Service, Oregon State University, and other public and private institutions to promote forest health and long-term forest productivity research.

Policy C: The board and the department will maintain and enhance a fire protection program that minimizes the total cost plus loss resulting from wildfire in terms of suppression costs and damage to timber and other forest values, while recognizing the role of fire in the ecosystem.

Programs:

1. The department will cooperate with other agencies and the forest industry to reduce costs, provide shared services and avoid duplication of services.

Policy D: Funding for the department's Protection from Fire Program will be equitably divided between the forest landowners and the public in a manner that will encourage support for meeting the costs of forest fire protection (prevention, pre-suppression and suppression).

Issue #7.2: Current and projected declines in forest health in some areas jeopardize abundant and sustainable timber growth and harvest (supply).

Policy A: The board urges maintenance and improvements in the health of federal and non-federal lands through amelioration and prevention strategies.

Funding for the department's Protection from Fire Program will be equitably divided between the forest landowners and the public in a manner that will encourage support for meeting the costs of forest fire protection

Programs:

1. The board and the department will encourage the planting of proper tree species to match the appropriate site.
2. The board and the department will encourage tree stocking level control through thinnings.

Policy B: The board promotes the effective use of integrated pest management (IPM).

Programs:

1. The state's higher education system should provide training in integrated pest management (IPM) sufficient for landowners and agencies to implement legal requirements.

Issue #7.3: Dwellings increase the risk of fire, restrict control tactics, complicate protection priorities and require additional coordination that result in increased cost.

Policy A: The primary purpose of the department's role in fire protection is the protection of forest resources, second only to saving lives. Dwellings on commercial forest land, and their effects on the forest fire protection program, should be compatible with land use laws.

Programs:

The board and the department will work in a collaborative and coordinated way with fire protection and insect and disease management agencies to provide overall, least-cost management options

1. The department will promote an awareness in Oregonians of the consequences of wildfire to dwellings sited on forest land, and opportunities for reducing those consequences.
2. The department will promote the adoption by local governments of land use ordinances and by the state of building codes that will minimize effects to forest fire control actions caused by dwellings sited on forest land.
3. The department will ensure that its fire protection role in the wildland/urban interface is fully coordinated with other responsible agencies legally, financially and operationally.
4. The department will encourage the development of improved rural structural fire protection throughout Oregon that is adequately funded.
5. The board and the department will ensure funding equity among forest landowners for the Protection From Fire Program.

Issue #7.4: Hazard management through prescribed forest land burning helps maintain ecosystems dependent on periodic fire events; however, it conflicts with air quality, and is hindered by landowner liability.

Policy A: The board and the department encourage the recognition and understanding in federal and state clean air laws that fire plays a natural role in forested ecosystems, that wildfire smoke contributes to decreased air quality, and that fire prevention and forest management practices that reduce hazardous fuel accumulations, including prescribed burning, are effective air pollution control strategies

Programs:

1. The department will support efforts to provide information about the trade-offs between wildfire and prescribed fire, and determine the degree to which prescribed burning is necessary to maintain productive forests while developing ecologically sound and effective slash-utilization strategies.
2. The board and the department will promote increased utilization as a tool to reduce fuel loadings.

3. The board and the department will examine landowner liability options to promote burning where appropriate.
4. The department will administer the Smoke Management Plan so that the effects of smoke from prescribed fire will be minimized in protected areas.

Issue #7.5: Federal wildfire management agencies are in a state of significant reorganization that will affect their fire policies, and this may result in increased risk, cost and an expanded protection role for Oregon. Policy changes in wildfire management agencies may result in increased risk and cost.

Policy A: The board and the department will work in a collaborative and coordinated way with fire protection and insect and disease management agencies to provide overall, least-cost management options.



Programs:

1. The national and Pacific Northwest Wildfire Coordinating groups should continue to coordinate fire management policies.
2. The department will continue to work through the Western Forestry and Conservation Association to help coordinate efforts in fire management and in insect and disease management.

Issue 7.6: Carbon dioxide buildup in the atmosphere, in conjunction with other factors, has the potential to cause climate changes, and those changes may affect Oregon's forests.

Policy A: The board and the department, in cooperation with the statewide Global Warming Task Force, will monitor and review data, and will cooperate to address policy options that may reduce global warming and its possible effects on the forests of Oregon.

Policy B: The board and the department will seek to have the responsible federal and state agencies acknowledge that trees sequester carbon dioxide (CO₂) and can play a role in reducing the carbon dioxide buildup in the atmosphere.

Programs:

The board and the department, in cooperation with the statewide Global Warming Task Force, will monitor and review data, and will cooperate to address policy options that may reduce global warming and its possible effects on the forests of Oregon

1. The board and the department will support efforts to plant and care for trees as a way to offset possible carbon dioxide buildup, including:
 - a) prompt reforestation of harvested lands and reforestation of other lands suitable for forest tree species.
 - b) forest management practices that promote healthy, vigorous forests capable of tolerating environmental stress, and limit excessive fuel build-up and fire hazards.
2. The board and the department will encourage and participate in research efforts designed to provide a deeper understanding of potential global warming effects on Oregon's forests.
3. The department will manage the carbon pool (sink) of carbon dioxide offset credits created by the Forest Resource Trust.



Objective 8 — Public Education and Involvement

Action Plan 8

Assure increased understanding and informed decision-making by Oregonians about the role and function of Oregon forests, and the connection between Oregon's forests and people's choices.

Issue #8.1: The public generally does not understand the connection between their lifestyles and the management of Oregon's rural and urban forests.

Policy A: The Oregon Board of Forestry supports programs that ensure public understanding of the connection between their lifestyles and the management of Oregon's rural and urban forests.

Issue #8.2: Many Oregonians do not have a good understanding of issues related to forestry in Oregon.

Policy A: The board promotes the delivery of a wide range of opportunities for public learning about forestry issues.



Programs:

1. The Oregon Department of Forestry will develop a publication strategy that ensures a wide variety of written material for diverse audiences on forestry issues and department information. Included in that strategy will be electronic publishing initiatives.
2. The department will develop a media strategy that will seek to place important forestry information before Oregon and Pacific Northwest news media on a regular basis.
3. The Public Affairs Program will develop a distribution strategy employing electronic mailing lists and other means to provide a wide variety of opportunities for the public to access information on forestry issues.
4. Support other organizations that provide factual information on forestry issues to the public.

Policy B: The board promotes the development and delivery of factual and scientifically sound environmental education programs to all age groups.

Program:

1. The department will encourage the development of an education strategy that will seek involvement in teaching opportunities that reach a wide range of age groups and audiences. Appropriate partnerships with other environmental education organizations will be sought out and developed.

Policy C: The board supports providing public information necessary to successfully implement department programs.

Programs:

The board promotes the development and delivery of factual and scientifically sound environmental education programs to all age groups

1. The Public Affairs Program will provide services to other programs and department field employees to assist them in seeking out communication opportunities, and in providing forestry information.
2. The Public Affairs program will work with all department programs and work units to develop comprehensive public involvement plans and activities for public planning efforts.

Issue #8.3: Without public involvement in forest policy decision-making processes, Oregonians will not understand, accept and support the decisions, making policy implementation difficult.

Policy A: The board supports effective public involvement in public planning and decision-making processes.

Programs:

1. Public involvement opportunities will be provided in board meetings and board decision-making processes.
2. Public involvement activities will provide a foundation for increasing the overall awareness of forestry issues and forestry information.

Oregon Department of Forestry Directory

Salem Headquarters

Oregon Department of Forestry
2600 State Street
Salem, OR 97310
(503-945-7200)

Northwest Oregon Area Area Office

801 Gales Creek Road
Forest Grove, Oregon 97116-1199
503-357-2191

Forest Grove District
801 Gales Creek Road
Forest Grove, Oregon 97116-1199
503-357-2191

South Fork Camp
48300 Wilson River Highway
Tillamook, Oregon 97141
503-842-8439

Tillamook District
4907 E. Third Street
Tillamook, Oregon 97141-2999
503-842-2545

Astoria District
Route 1, Box 950
Astoria, Oregon 97103
503-325-5451

Clackamas-Marion District
14995 S. Hwy. 211
Molalla, Oregon 97038
503-829-2216

West Oregon District
24533 Alsea Hwy.
Philomath, Oregon 97370
503-929-3266

Southern Oregon Area Area Office

1758 N.E. Airport Road
Roseburg, Oregon 97470-1499
503-440-3412

Southwest Oregon District
5286 Table Rock Road
Central Point, Oregon 97502
503-664-3328

Coos District
300 Fifth Street, Bay Park
Coos Bay, Oregon 97420
503-267-4136

Coos FPA
300 Fifth Street, Bay Park
Coos Bay, Oregon 97420
503-267-3161

D.L. Phipps State Forest Nursery
2424 Wells Road
Elkton, Oregon 97436
503-584-2214

Douglas FPA
1758 NE Airport Road
Roseburg, Oregon 97470
503-672-6507

Western Lane District
P.O. Box 157
Veneta, Oregon 97487-0157
503-935-2283

Eastern Lane District
3150 Main Street
Springfield, Oregon 97478
503-726-3588

Linn District
4690 Highway 20
Sweet Home, Oregon 97386
503-367-6108

Eastern Oregon Area Area Office

3501 E. 3rd. Street
Prineville, Oregon 97754
503-447-5658

Northeast Oregon District
611 20th Street
La Grande, Oregon 97850
503-963-3168

Central Oregon District
220710 Ochoco Hwy.
Prineville, Oregon 97754
503-447-5658

Klamath-Lake District
3400 Greensprings Drive
Klamath Falls, Oregon 97601
503-883-5681

Walker Range Patrol Association
P.O. Box 665
Gilchrist, Oregon 97737
503-433-2451

Stewardship

I am a forester
because I love the trees
and all the resources
that accompany these

From the trees I plant
and to those I thin
to those I harvest
to begin again

From the animal tracks
running side by side
to thickets of brush
where critters hide

From the water that springs
from the earth so dear
to flow through the land
so cold and clear

From the majestic mountains
that I behold
to the beautiful views
that heal my soul

I am a forester
because I love the land
and I live to leave it
looking grand

— *Mary Atkinson*



Oregon Department of Forestry
Public Affairs Office
2600 State Street
Salem, OR 97310

"STEWARDSHIP IN FORESTRY"