

## Purpose and Scope of the Management Plan

The *Southwest Oregon State Forest Management Plan* provides direction for state forest lands in the Southwest Oregon District. These lands are in Josephine, Douglas, Jackson and Curry counties. Of the district's 18,073 acres, approximately 52% (9,372 acres) are owned by the Board of Forestry, and 48% (8,702 acres) are owned by the Oregon State Land Board. This plan supersedes the *Long Range Timber Management Plan for the Southern Oregon Region State Forests* (Oregon Department of Forestry 1987).

Like other recent plans for managing state forest land, the *Elliott State Forest Management Plan* (Oregon Department of Forestry 1993) and the *Eastern Region Long Range Forest Management Plan* (Oregon Department of Forestry 1995), as well as the *Northwest Oregon State Forests Management Plan* (Oregon Department of Forestry 2000e) currently being developed, this plan is far more extensive than past timber management plans. All resources have been considered, from agriculture and grazing to cultural resources, recreation, wildlife and fish habitat, and wetlands. Goals and strategies have been developed for each group of resources.

The strategies for this plan implement a new approach, called structure-based management, which will provide for diverse timber products and habitats across the landscape. ~~Implementing these strategies will require approval of a proposed *Western Oregon State Forests Habitat Conservation Plan* (HCP) by the U.S. Fish and Wildlife Service (USFWS) and the National Marine Fisheries Service (NMFS) to ensure habitat~~

~~for threatened and endangered species. The HCP is being developed separately and concurrently, and will cover most western Oregon state forests, including those in the draft *Southwest Oregon State Forests Management Plan*. (The Elliott State Forest has its own habitat conservation plan, approved in 1995 (Oregon Department of Forestry 1995a).~~

This chapter sets the stage with a brief history of the state forest and a description of state forest planning. ~~Main~~ The additional headings in this chapter are:

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## Location of Southwest Oregon State Forest

The state forest lands in southwest Oregon lie in a region with a complex geological history and unique biodiversity. The climate, mix of tree species, and silvicultural strategies are quite different from other state forest lands.

The Southwest Oregon District manages a total of 18,073 acres of state-owned forests. Of this total, 9,372 acres of land are consolidated in southern Douglas and northern Josephine counties, and are known as the Glendale block. In the context of desired land exchanges, the Glendale block is referred to as the acquisition area. This block is located north of Glendale to Sunny Valley, west of Highway I-5. Major streams are Cow Creek, which drains into the South Umpqua River, and Grave Creek, a tributary of the Rogue River. The remaining 8,702 acres of Common School forest lands are in small blocks in four counties, and are referred to as the scattered parcels. They are located in Curry, Douglas, Jackson, and Josephine counties.

Neighboring forests are a checkerboard of private and federal lands created by various public land transactions. Federal forests in the vicinity of state lands include the Siskiyou, Rogue River, Klamath, Six Rivers and Umpqua National Forests, and the Medford and Roseburg Districts of the Bureau of Land Management (BLM).

Three mountain ranges of different geological origins come together in southwest Oregon, the Oregon Coast Range, the Cascades, and the Siskiyou (Klamath) Mountains. The 3,500 to 4,000 feet high Umpqua Mountains form the Rogue and Umpqua River divide, and stretch from the Coast Range to the Cascades, breaking southwest Oregon into the two major river systems. As described in Chapter 2, under "Resource Description," the climate is both drier and harsher than northwest Oregon. Summer high temperatures are coupled with low humidity typical of a Mediterranean climate. Fire is the major natural disturbance. State forests are dominated by conifers, especially Douglas-fir, along with a variety of hardwoods.



A historical perspective helps us to understand the state forests today and provides a context for making decisions about the future. The next few pages describe some of the events that have affected state forests in southwestern Oregon. Landscapes, ecologies, land use and ownership patterns are outcomes of history as well as climate and geology.

- The uses of fire by Native Americans, as well as natural lightning fires, greatly influenced vegetation patterns in the planning area for thousands of years, until the mid-1800s. When European settlers first arrived in the area, recently burned-over lands were common, grasslands were much more prevalent than today, and trees clustered along streams, ridge tops, and protected valleys.
- Early settlers cleared forests for agriculture, introduced livestock, mined the streams, hunted for meat and hides, and also set fires, both deliberately and accidentally.
- Within a very few years, from 1840 to 1850, southwest Oregon land was taken from the Native Americans and put into private and public ownership. Some of this land, consisting of both private and federal parcels, later became state forests.
- After about 1940, new technologies facilitated logging, reforestation, and fire suppression. This has resulted in dramatic changes to forest and tree species distribution, and changed the fire regime from frequent, low intensity fires, to less frequent but more damaging fires.
- Cultural resource sites and objects may still be found on state forest lands today, and are a significant public resource.

## **Geologic History**

The unique diversity of tree species and other vegetation in southwestern Oregon is the result of its geologic past (Atzet and Wheeler 1982). The Klamath province is old, being thrust above sea level before most of Oregon. The land was formed from complex folds, intrusions and islands of many different metamorphosed, sedimentary and volcanic rocks

of different ages. Each parent rock produced a variety of soils, habitats and plant communities.

Climate fluctuations over the last several thousand years allowed migrations of plants from both warmer (California and the Sierras) and cooler climates (northern Oregon). There was little glaciation in this province, and it served as a refuge for migrant species during glacial periods (Atzet and Wheeler 1982). Approximately 9,000 years ago, after retreat of the glaciers, the climate was hotter and dryer than today, and the region was greatly affected by fire. Climate conditions similar to today have persisted for about 5,000 years, interrupted by a "Little Ice Age" from about 1300 to 1850 (Atzet and Wheeler 1982, Agee 1993).

### **First Inhabitants**

Native Americans lived in southwest Oregon and helped shape the landscape for thousands of years before the arrival of visitors and settlers from other continents in the 18th and 19th centuries. Some of the Native Americans in the planning area were the Cow Creek Band of the Umpqua, the Upper Umpqua, Takelma, Coos, Coquille, Shasta Costa, and Dakubetede (LaLande 1991). At least three major language groups were represented. The Cow Creek Band lived along the South Umpqua and Cow Creek, and spoke a language related to those of tribes of the Willamette Valley, as did the Takelma in the Rogue Valley. Other language families included the coastal Pacific Northwest culture that extended north to Alaska, as well as languages related to Navajo and Apache (Beckham 1986).

Anthropologists believe the first Americans began to migrate from Asia during glacial periods as much as 25,000 years ago. Radiocarbon dates show human presence in Oregon by 10,000 years ago (Beckham 1986, LaLande 1991, O'Donnell 1996). These earliest inhabitants, the Paleo Native Americans, hunted big game, including mastodon, mammoths and saber-toothed tigers, using large, fluted, stone points. A fragment of a fluted projectile point has been found along the North Umpqua River (Beckham 1986).

The change of climate at the end of the glacial period meant extinction of some of the big game species, and probably required expanded subsistence techniques for the Native Americans. Tools found at sites of this Archaic Period include knives, scrapers, and chopping tools of people who were gatherers as well as hunters and fishers. One of these sites, on the North Umpqua, lies beneath a layer of ash formed 7,000 years ago by the explosive eruption of Mount Mazama, which created Crater Lake (Beckham 1986). During the next few thousand years, new styles of projectile points appeared. Small, narrow-necked points up to 2,000 years old may indicate the introduction of the bow and arrow. Probably the oldest and richest archaeological sites would have been along the coast, but the level of the Pacific Ocean has risen during the last 6,000 years, and these sites would now be underwater and several miles out to sea (Beckham 1986).

Records of early explorers and settlers indicate that the southwest Oregon tribes in the Umpqua and Rogue Valleys frequently set fire to meadows and hillsides to encourage food plants (such as tarweed, bracken fern and berries) and basketry materials (hazel and beargrass). They burned underbrush in the forests to make them more open for hunting (Beckham 1986, Boyd 1986, LaLande 1991, Zybach 1993). Fire was used as a tool to drive game, to collect insects for food, and against enemies. Oak trees were underburned

to encourage acorn production and to clear the ground to make collection of acorns easier (Boyd 1986, Agee 1993). In the dry climate, large fires could spread over a period of weeks or months (Agee 1993).

### **European-American Settlement and Impacts on Native Americans**

A few European ships visited the coast of southwest Oregon in the 1700s to explore and trade for furs. After 1820, parties of fur traders and explorers traveled overland to the Umpqua Valley. The impacts of early trapping on the beaver population are unknown, but beaver activities generally have significant effects on hydrology and water supply, and in the creation of riparian and fish habitat. As everywhere in the Americas, the first encounters with people from other continents brought a series of epidemics. An estimated 90% of the Native Americans in Oregon died within a few decades (Beckham 1986, Boyd 1986).

From 1818 until 1846, Oregon was occupied by both Americans and British. An 1846 treaty settled the boundary between the United States and Canada, and gave the Oregon region to the United States. During the 1840s most newcomers to Oregon settled in the Willamette Valley (O'Donnell 1996). In 1846, an emigrant wagon and supply road into southwest Oregon was opened, the Applegate Trail, and brought new settlers to the Umpqua Valley.

When early settlers began to arrive in southwest Oregon, much of the area now dominated by forest was in open meadows and prairies (Boyd 1986). Early travelers through the area had referred to the lack of forest, which was confined to the valleys and ridge tops, and the abundance of grasses "as high as a horse's back." This condition was furthered by settlers who used fire similarly to the Native Americans to enhance wild game hunting for hides and meat. Much forest land was later converted to agriculture and used for crops and grazing.

At first, after almost 30 years of fur trading, relations with the Native Americans were relatively peaceful. However, in 1850, gold was discovered in the Rogue River Valley, and in 1851 at Josephine Creek near the Illinois River. Jacksonville was founded, and hundreds of miners filed for claims in southwestern Oregon (Beckham 1986, O'Donnell 1996). Traditional food sources for the Native American families were heavily impacted. Mining damaged fish spawning grounds and ancient village sites along the streams and rivers. Wild game was hunted out for hides and meat for the mining camps. The settlers' hogs ate the acorns, and their cattle and horses grazed and trampled camas lilies. The Native Americans' traditional fall burning now threatened log cabins and fences.

Although Native American land title was acknowledged in an 1848 act creating the official Oregon Territory, no land was ceded to Native Americans in southwest Oregon. Native American families were destitute and starving. In the winter of 1852-53, another fever attacked the Native American population, killing up to two-thirds of the population (Beckham 1986). After 1853, massacres and murders escalated into a cycle of indiscriminate retaliation from both whites and Native Americans. Groups of miners known as "volunteers" (vigilantes) formed, some dedicated to exterminating all Native Americans from the region.

During this time, there were several attempts by people on both sides to reach agreement, including treaties and land cessions. The Cow Creek Treaty and the Rogue River Treaty of 1854 were the first binding agreements with Native American tribes in the Pacific Northwest. However these efforts could not prevent all-out conflict between the Native Americans and the whites, known as the Rogue River Indian War.

By 1856, most of the Native American bands that had chosen to fight surrendered to the Army (Beckham 1986). The government removed over 2,000 Native Americans, including bands who had remained peaceful, from southwestern Oregon to the Siletz and Grand Ronde reservations (Beckham 1986). Scattered individuals and families remained in the area, although embittered settlers sought to kill them, and the Bureau of Indian Affairs contracted with bounty hunters to capture them. Some of these Native Americans, perhaps about 100 in Douglas County, survived to become a remnant Native American population (Beckham 1986). Later, others returned to their homeland and presently there are again several hundred Native Americans in Douglas and Josephine counties.

In 1956, the federal government terminated the Oregon tribes, hoping to encourage assimilation (O'Donnell 1996). Even so, the Cow Creek Band and the Confederated Coos, Lower Umpqua, and Siuslaw Tribes continued to meet and act as tribes. By the 1970s, the tribes were working closely with archaeologists and historians to recover and preserve their history, and they participated in the cultural resource programs of the Umpqua National Forest and Bureau of Land Management, Roseburg District. In the late 1970s and early 1980s, eight Oregon tribes were "restored" by Congressional legislation, and in 1984 the Cow Creek Band and the U.S. agreed to a negotiated settlement for payment for loss of their lands (Beckham 1986).

## **Statehood and Land Transfers**

By the Organic Act of 1848, the federal government had reserved sections 16 and 36 in every township in Oregon, a total of 3.5 million acres, for the use of schools. When Oregon became a state in 1859, these Common School lands were transferred to the state. More than 60% of this land, particularly the most valuable agricultural or timber land, was eventually sold or lost to land fraud. The majority of the remaining sections are in eastern Oregon. About 132,000 acres of Common School forest lands, mostly in western Oregon, are managed by the Oregon Department of Forestry. Most Common School forest land was consolidated as the Elliott State Forest in Coos and Douglas counties, with the rest scattered throughout the state.

After statehood, southwest Oregon's population expanded rapidly. Douglas County had over 3,000 people in 1860. By 1880 there were almost 10,000 (Beckham 1986). Euro-American settlement in Oregon was greatly encouraged by the Donation Land Law of 1850, which legitimized the land claims of those already settled in the Oregon Territory. The act gave free land to newcomers and induced more people to move to Oregon, especially to the agricultural lands in the Willamette, Umpqua and Rogue River Valleys (O'Donnell 1996). In 1862 the Homestead Act was passed, further encouraging settlement.

In 1869, Congress granted to the Oregon and California (O & C) Railroad 20 odd-numbered sections for every mile of track laid, to expedite further settlement and development of Oregon. This act reserved nearly 3.7 million acres of land to the railroad. However, in 1916, after accusations of fraud and extensive litigation, Congress forfeited the agreement and returned 2.3 million acres, containing 50 billion feet of lumber, to the federal government. For similar reasons, Coos Bay Wagon Road lands also reverted to the federal government. Since becoming federal land, a share of timber sale revenues from the "O & C lands" have been distributed to the counties by a formula in the act, subsequently amended. Currently most O & C lands are administered by the Bureau of Land Management, with some being managed by the U.S. Forest Service.

Toward the end of the 19th century, first the federal government and, later, the state of Oregon began to see a need to conserve some public land rather than transferring it to private landowners. In 1886 the federal government set aside land to protect Crater Lake. In 1891 Congress passed a Forest Reserve Act, which set the stage for the creation of the national forests. President Grover Cleveland set aside the Cascade Forest Reserve two years later (now in the Rogue River and Winema National Forests), and 13 new forest reserves in 1897.

## **Early Logging**

Native Americans in northwestern and coastal Oregon cut western red cedar for use in building shelters and canoes, and for other uses, even weaving the bark fibers into cloth. However, Euro-American settlers cut many more trees, mostly to clear the land for agriculture. The settlers tended to regard forests with "hostility and dismay that trees covered so much of the land needed for agriculture" (Schroeder 1974). Some wood was needed for local use, but that was insignificant compared to the overwhelming abundance of Oregon's forests.

The California Gold Rush of the late 1840s provided the first market for lumber from the Pacific Northwest (O'Donnell 1996). In 1872, the building of the O & C Railroad into Douglas County gave a boost to logging in southwest Oregon. Early loggers also used streams and rivers to transport logs. Oxen were used to drag logs into nearly dry streambeds during the summer to be washed down by the fall rains. Dry log flumes also carried logs to streams, one near Glendale being 4 miles long (Beckham 1986). A water flume along Jump-off Joe Creek was built of earth and wood trestles. It ran about 8 miles to Three Pines Planning Mill on the railroad near Hugo. Near the coast, timber companies sometimes constructed splash dams, so they could store the logs in reservoirs until they could be released after the fall rains in a flood of logs and water. Fortunately for fish habitat, this technique was not much used in Josephine and Douglas counties.

In 1881 the steam donkey engine was introduced, capable of hauling logs over rough terrain, and railroads were constructed into the woods to bring the logs to the sawmills. Remnants of railroad grades and trestles are still common in the Oregon forests (Schroeder 1974).

Fires were now a significant threat to the developing industry. Fire has always been a part of the forest ecosystem, but before European-American settlement, these were frequent and usually low intensity fires that often spared mature trees. Small fires were interspersed with hotter fires, creating a mosaic of diverse stands across the landscape.

There is evidence that the frequency of large fires in Oregon increased in the 1840s, with the influx of settlers (Pyne 1982). In the mid-1800s, miners and trappers were responsible for extensive fires in southwestern Oregon (Atzet and Wheeler 1982).

The first Oregon forestry law, passed in 1864, outlawed malicious setting of fires or allowing them to escape. After severe forest fires in 1902 in almost every Washington and Oregon county west of the Cascades, organizations to suppress wildfires began to be formed (Agee 1993). During this century, fire suppression and prevention has become so effective that it has transformed the forests. Fires are much less frequent, fuels have built up, and shade tolerant and less fire resistant tree species have proliferated. There is more timber now (acres and volume) in southwest Oregon than in the early 19th century. However, fires when they do occur are much more likely to be extensive and stand replacing. During the fall of 1987, dry lightning ignited 39 fires, burning over 70,000 acres in southern Oregon (including approximately 1,000 acres of state forest land). Many were not controlled until November rains finally extinguished them (Agee 1993).

## **Development of the State Forests**

The Oregon Department of Forestry was created in 1911, with its major purpose being the control of forest fires. A 1925 law allowed the Board of Forestry to accept gifts or donations of forest land. In 1939, the State Forests Acquisition Act was passed, which enabled the Board of Forestry to acquire tax-foreclosed forest lands from the counties. At that time, trees were regarded as a resource, but forest land without marketable timber was viewed as almost worthless. Therefore, many landowners failed to pay taxes and allowed logged or burned forest lands to revert to the counties. Others lost timberland that they were unable to harvest due to lack of capital and loss of markets during depressions. This left the counties with thousands of acres of lands they could not afford to protect from fire. Under the provisions of the Acquisition Act, counties could donate forest lands to the Board of Forestry. These donated lands are now managed by the Department of Forestry to provide revenue to the counties and local taxing districts (Schroeder 1974).

Josephine, Douglas and Coos counties did donate some of their forest lands to the state. However, southwest Oregon counties also sold forest lands to private timber companies or individuals to keep them on the tax rolls, or kept them to be managed as county forests. Later, parcels of private lands were purchased or donated to become state forests. In 1944, the Windy Creek property along with some other acreage for a total of about 3,600 acres, was deeded to the State of Oregon (Board of Forestry).

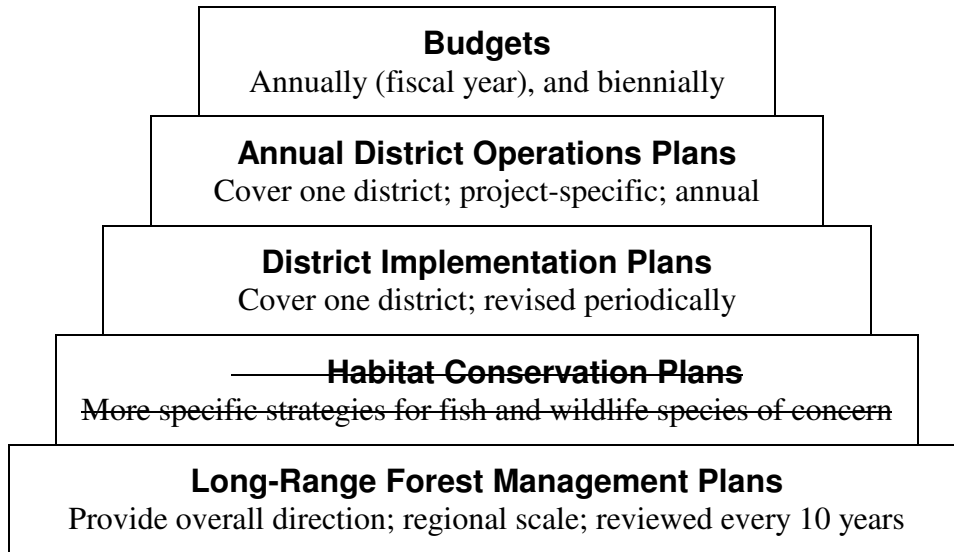
Common School forest lands owned by the Oregon State Land Board are also managed by the Department of Forestry. Land exchanges have helped to consolidate some of these lands, which were originally distributed throughout Oregon. For example, the Elliott State Forest is mostly made up of exchanged Common School forest lands. The Department of Forestry has an ongoing land exchange program to continue to block up state forest lands

for efficient management. In southwest Oregon, the goal is to consolidate state forests in the acquisition area (the Glendale block).



# Long-Range Planning for State Forests

Management planning for Oregon state forests involves ~~five~~four main elements that include three planning levels, and fiscal and biennial budgeting. As shown in the figure below, planning begins with broad-scale, long-range planning, which may include a habitat conservation plan. Intermediate level planning is done at the level of ODF administrative districts and is documented through District Implementation Plans. Annual operations plans and budgets (biennial and fiscal) are designed to achieve the objectives of the District Implementation Plan for short-term periods of time (1 or 2 years).



**Figure 1-1. ~~Five Elements of Planning for Oregon State Forests~~**

## The Long-Range Forest Management Plan

The long-range forest management plan provides overall direction for managing the state forests in the planning area. It takes a broad, integrated resource management approach to planning. This plan presents goals and strategies for managing resources found on state forest lands. Further, it advances a specific set of strategies designed to integrate the

management of several key resources (timber, fish and wildlife, and forest health). It is based on the premise that these are not mutually exclusive resources that must be traded off against each other; these are interrelated resources that can be managed in an integrated manner to achieve multiple benefits.

The following legal and policy mandates and information sources guide the development of the goals and strategies in long-range forest management plans for state forests:

- Statutory and administrative rules for management of Board of Forestry Lands.
- Oregon Constitution mandates for management of Common School Forest Lands.
- Oregon Supreme Court rulings
- Advice from Oregon's Attorney General
- Policies of the State Land Board, the Board of Forestry, and the State Forester.
- Agency obligations under the state and federal Endangered Species Acts.
- Guiding principles for the *Southwest Oregon State Forest Management Plan*.
- Resource assessments and available resource data.
- The most current scientific information available, supplemented by input from a comprehensive independent scientific review.
- Consultation with the Forest Trust Lands Advisory Committee (required by statute).
- Advice and recommendation from other state and federal natural resource agencies.
- Input from comprehensive public involvement in the planning process.

The statutory mandate for forest planning is found in ORS 526.255. This law requires the State Forester to report to the Governor and legislative committees on “long-range management plans based on current resource descriptions and technical assumptions, including sustained yield calculations for the purpose of maintaining economic stability in each management region.” In 1998, the Board of Forestry adopted a set of administrative rules that provide further direction to the State Forester in planning for the management of these lands. OAR 629-035-0030 states:

“In managing forest lands as provided in OAR 629-035-0020, the State Forester shall develop Forest Management Plans, based on the best available science, that establish the general management framework for the planning area of forest land. The Board may review, modify, or terminate a plan at any time; however the Board shall review the plans no less than every ten years. The State Forester shall develop implementation and operations plans for forest management plans that describe smaller-scale, more specific management activities within the planning area.”

The rules also require the following key elements to be included in the management plan.

- **Guiding principles** — These include legal mandates and Board of Forestry policies. Taken together, these principles shall guide development of the management plan.
- **Resource descriptions** — Resources on state forest lands are assessed. Resources on surrounding land are considered, to provide a landscape context.

- **Forest resource management goals** — The goals are statements of what the State Forester intends to achieve for each forest resource within the planning area, consistent with OAR 629-035-0020.
- **Management strategies** — The strategies describe how the State Forester will manage the forest resources to achieve the plan’s goals. The strategies shall identify management techniques the State Forester may use to achieve the plan’s goals.
- **Asset management** — This chapter states general guidelines for asset management, which provide overall direction on investments, marketing, and expenses.
- **Implementation, monitoring, research, and adaptive management** — These chapters provide general guidelines for these items.

The administrative rules specify that the State Forester shall be guided by the following stewardship principles in developing and implementing forest management plans:

- The plans shall include strategies that provide for actively managing forest land in the planning area.
- The plans shall include strategies that:
  - Contribute to biological diversity of forest stand types and structures at the landscape level and over time: a) through application of silvicultural techniques that provide a variety of forest conditions and resources; and b) through conserving and maintaining genetic diversity of forest tree species.
  - Manage forest conditions to result in a high probability of maintaining and restoring properly functioning aquatic habitats for salmonids, and other native fish and aquatic life; and protecting, maintaining, and enhancing native wildlife habitats, recognizing that forests are dynamic and that the quantity and quality of habitats for species will change geographically and over time.
  - Provide for healthy forests by: a) managing forest insects and diseases through an integrated pest management approach; and b) utilizing appropriate genetic sources of forest tree seed and tree species in regeneration programs.
  - Maintain or enhance long-term forest soil productivity.
  - Comply with all applicable provisions of ORS 496.171 to 496.192 and 16 USC § 1531 to 1543 (1982 & supp 1997) concerning state and federally listed threatened and endangered species.
- The plans shall include strategies that maintain and enhance forest productivity by:
  - Producing sustainable levels of timber consistent with protecting, maintaining, and enhancing other forest resources.
  - Applying management practices to enhance timber yield and value, while contributing to the development of a diversity of habitats for maintaining salmonids and other native fish and wildlife species.

- The plans shall include strategies that utilize the best scientific information available to guide forest resource management actions and decisions by:
  - Using monitoring and research to generate and use new information as it becomes available.
  - Employing an adaptive management approach to ensure that the best available knowledge is acquired and used efficiently and effectively in forest resource management programs.

## **Habitat Conservation Plan**

~~Some state forest lands are covered by a Habitat Conservation Plan (HCP) under the federal Endangered Species Act. HCPs contain more specific conservation strategies for fish and wildlife species of concern, especially those which are listed as threatened or endangered. On districts covered by an HCP, the HCP strategies are implemented through district implementation planning, including the land management classification process. Two federal agencies, the U.S. Fish and Wildlife Service and National Marine Fisheries Service, may issue incidental take permits (ITPs) for species covered by an HCP. Forest land ITPs are typically issued for at least 50 years, which is a minimal time required for development of habitat with older forest characteristics. HCPs on Oregon state forests use an adaptive management approach. Management flexibility to respond to new science and changing conditions is designed into the strategies and the implementation agreement, along with opportunities for public input and scientific review.~~

## **District Implementation Planning**

The long-range plan provides overall management direction and establishes specific strategic approaches for meeting the resource management goals of the plan. Each district in the planning area develops an implementation plan, which describes in more detail how the management strategies will be applied on that district. These plans are designed to describe forest management activities for a ten-year period, however it is anticipated that new technical information or changing conditions may call for updates to individual district IPs within a shorter time frame than ten years. A more specific description of the type of information that will be included in district IPs under the *Southwest Oregon State Forest Management Plan* is provided in Chapter 5.

## **Annual Operations Planning**

The third level of planning is annual operations planning. Each district prepares annual operations plans, which show the exact location and nature of management activities that are proposed for a given fiscal year. These documents are the most detailed level of planning conducted by the Oregon Department of Forestry.

Initial operations plans are developed by district staff. These initial plans are then reviewed by resource specialists from the program staff and the area staff to ensure consistency with the relevant district implementation plan and also with the goals and

strategies of the forest management plan. Resource specialists involved in plan review include the geotechnical specialist, silviculturist, forest engineer, wildlife and fisheries biologists, recreation coordinator, and others on a case by case basis.

Final plans are submitted to the program staff in Salem for review and comment, and ultimately approved by the District Forester.

## **Budgeting**

Budgeting is accomplished at two levels: fiscal year and biennial (two-year). Biennial budgets are prepared every two years and submitted to the Legislature, through the Governor's Office, for legislative approval. Biennial budgets are designed to provide sufficient spending authorization to implement the forest management plan, which is done through the more specific programs in the district implementation plans. However, since the state lands program operates entirely on a fixed percentage of the revenue received from management of the lands, actual expenditures year to year are managed through preparation of fiscal year budgets.

Fiscal year budgets are prepared annually, and are a detailed assessment of the actual resources needed to accomplish the annual operations plans. Periodic revenue estimates are used to project the level of expenditure that can be supported for a given fiscal year, within the overall biennial authorization. If revenues are lower than what was anticipated during the biennial budgeting process, then an individual fiscal budget may reflect lower expenditure levels.