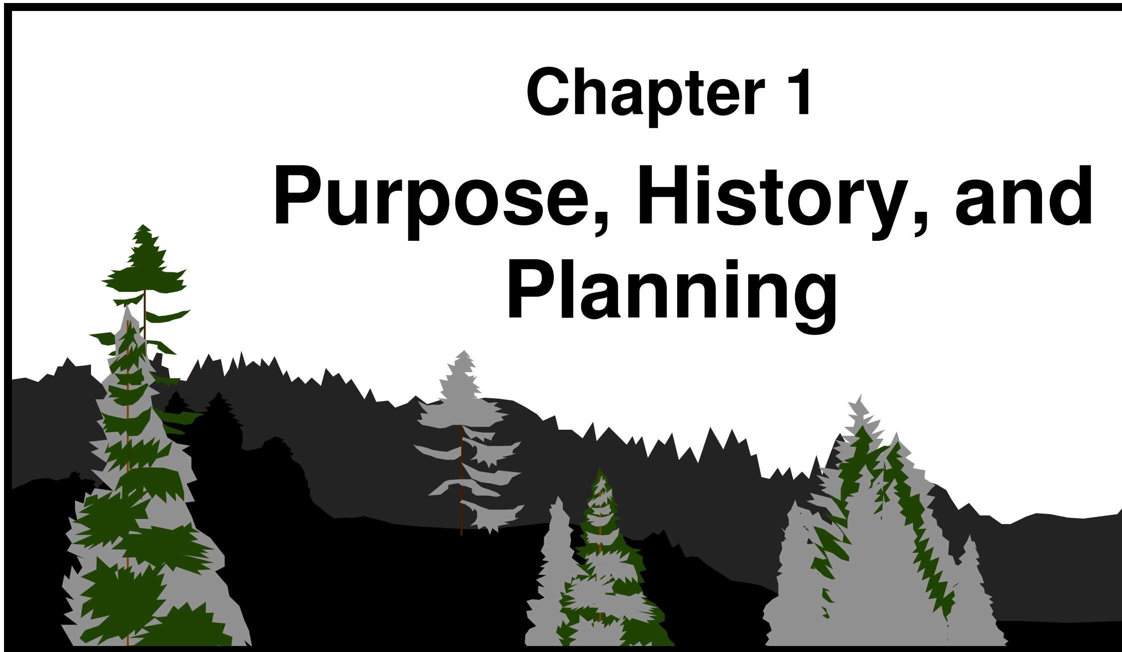

Chapter 1
Purpose, History, and Planning

Purpose and Scope

The *Northwest Oregon State Forests Management Plan* provides management direction for all Board of Forestry Lands and Common School Forest Lands in the Northwest Oregon and Willamette Planning Regions. These two regions contain over 615,000 acres of state forest land, located in twelve northwest Oregon counties. The Board of Forestry owns 97 percent of these lands, and the State Land Board owns the other 3 percent. This plan supersedes and replaces the *Long-Range Timber Management Plan / Northwest Oregon Area Forests* (1984) and the *Long-Range Timber Management Plan / Willamette Region* (1989).

This plan takes a much more comprehensive, multi-resource approach to forest management than previous long-range plans for these two regions. It includes a description of each forest resource, and information about current management programs for these resources. The resource management goals and strategies are intended to achieve a proper balance among the resources and achieve the greatest permanent value through a system of integrated management. For example, the key set of management strategies seeks to concurrently achieve more desirable fish and wildlife habitats and improved forest biological diversity; and to produce revenue through harvesting of forest products.

This chapter sets the stage for the *Northwest Oregon State Forests Management Plan*, with a brief history of the forests, and a description of state forest planning. The main headings in this chapter are:

Location and Terminology 1-2
History 1-5
Management Planning for State Forests 1-14

Location

Most state forest lands are in northwestern Oregon. These forests include three large blocks of land, the Tillamook, Clatsop, and Santiam State Forests. Smaller tracts of state forest land are scattered throughout the planning area. All state forest lands in the planning area total about 615,000 acres. The vicinity map in the map section shows the location of these lands.

Tillamook and Clatsop State Forests are in the northern end of the Oregon Coast Range. The city of Portland is roughly 25 miles to the southeast. The Columbia River sweeps around the Oregon Coast Range on the east and then on the north. The Pacific coast is a few miles to the west. The communities closest to the Tillamook and Clatsop State Forests are Forest Grove on the east, Astoria to the northwest, and Tillamook to the west.

Santiam State Forest is in the Cascade Range, a little more than 25 miles southeast of Salem. The closest communities are Mill City and Scotts Mills.

The smaller, scattered tracts of state forest lands are located throughout northwestern Oregon. A number of these tracts are concentrated in the Coast Range between Newport and Corvallis. Farther to the south, there are also a number of tracts of state forest land between Florence and Eugene in the Coast Range, scattered in a checkerboard pattern.

Note on Terminology

Throughout this document, the term “northwest Oregon” is used to describe the planning area, as shown on the vicinity map. “Northwest Oregon State Forests” is used to describe the state forests within the planning area. The term “Northwest Oregon Area” is used to describe a Department of Forestry administrative area that includes most, but not all, of the planning area.

Terminology

The state forest lands in northwestern Oregon can be described in various ways — in terms of districts, state forests, land ownership, or biological areas. The northwestern Oregon state forests are described briefly below from each of these perspectives.

Areas and Districts

The Oregon Department of Forestry divides Oregon into three administrative areas — Northwest, Eastern, and Southern Oregon Areas. Each area contains a number of districts. Area directors, district foresters, and their staffs carry out all field activities of the department in their sections of the state. This management plan covers state forest lands in all districts of the Northwest Oregon Area, and in three districts of the Southern Oregon Area. The districts are listed below. State forest lands in Eastern Lane District are managed by staff from Western Lane District.

Districts in the Northwest Oregon Area	**Districts in the Southern Oregon Area**
Astoria	Western Lane
Tillamook	Eastern Lane
Forest Grove	Linn
Clackamas-Marion	
West Oregon	

State Forests

The lands covered by this management plan include several large blocks of state forest lands, and other isolated tracts of state forest lands. The smaller, isolated tracts of state forest land do not have individual names. These smaller tracts are scattered throughout the planning area, and are known simply as “scattered state forest lands.” The large blocks of land are designated as state forests, and are listed below. More information about these forests can be found under the heading “History”, starting on page 1-5. The state forests overlap district boundaries.

Tillamook State Forest — Tillamook is the largest state forest. It is nearly 364,000 acres, and is on both the Tillamook and Forest Grove Districts. The Tillamook State Forest was created in 1973, and includes much of the former Tillamook Burn.

Clatsop State Forest — Clatsop is the second largest state forest. Located on Astoria District, the Clatsop has 154,000 acres. Clatsop State Forest was created in 1937.

Santiam State Forest — Santiam is a smaller state forest, dedicated in 1974, with 48,000 acres. Santiam State Forest is located on both Clackamas-Marion and Linn Districts. It is managed by Clackamas-Marion District staff.

Land Ownership

State forests consist of Board of Forestry Lands and Common School Forest Lands. The State of Oregon acquired the two types of land in different ways, and the two types are owned by different entities within state government. The Board of Forestry Lands are owned by the Board of Forestry, and the Common School Forest Lands are owned by the State Land Board. Each land ownership has its own set of legal and policy mandates. These mandates are discussed under the heading "Land Base and Access" in Chapter 2 (page 2-54), and also in Appendix D. The guiding principles in Chapter 3 provide more information about how state forests of both ownerships will be managed under this management plan.

The majority of state forest lands in northwestern Oregon are owned by the Board of Forestry. Only a small part of the lands are Common School Forest Lands.

Biological Areas

The state forest lands in northwestern Oregon are within two distinct biological areas. These areas are distinguished by differences in geology, climate, and ecosystems, and are described briefly below (Franklin and Dyrness 1973; USDA Forest Service et al., 1994a).

Coast Range — The Coast Range generally has steep, highly dissected slopes with narrow ridges. The underlying rock includes both sedimentary and volcanic rocks. Annual rainfall ranges from 45 to 100 inches, and even more in some spots. This area is dominated by forests of Douglas-fir, western hemlock, and western redcedar, with Sitka spruce in a narrow coastal strip. Due to extensive wildfires and logging during the last century, there are few old growth forests in this area.

Western Cascades — The western Cascades have ridge crests at generally similar elevations, separated by steep, highly dissected valleys. The underlying rock is volcanic. Annual precipitation ranges from 45 to 80 inches, with some precipitation falling as snow. This area is dominated by forests of Douglas-fir and western hemlock at low to mid-elevations, and silver fir and mountain hemlock at higher elevations. Areas of old growth forest are generally fragmented.

The history of the state forests helps us to understand the state forests today, and provides us a context for making decisions about the future. The writer Wallace Stegner once said, "If you don't know where you are, you don't know who you are."

History can help us understand the development of the forest ecosystems, the patterns of natural resource use over time, the communities near the state forests, and the interests that people have in management of the state forests. It would take a long book to tell the complete story of northwestern Oregon. The next few pages tell the story very briefly. Appendix H gives a more detailed history, and the references cited provide more detail.

History of Northwestern Oregon

Early History — Native Americans, Explorers, Traders, and Settlers

Many tribes and bands of Native Americans lived in northwestern Oregon. The Clatsops and Clatskanies lived around the Columbia estuary. The northern coastal river valleys were inhabited by a number of bands known collectively as the Tillamooks, and the central Oregon coast was inhabited by the Siletz, Yaquina, Alsea, and Siuslaw tribes. The Kalapuyans lived in the Willamette Valley, with several distinct bands. Along the west slopes of the Cascades lived the Molallas, who had many bands, including the Clackamas and Santiam bands. (Zucker et al. 1987, Minor et al. 1980)

Native Americans relied on the natural resources around them for their survival. They managed these resources to benefit their fishing, hunting, and gathering lifestyle. One of their most important tools was fire. The Native Americans burned large areas of the Willamette Valley and coastal valleys annually, in late summer or fall. The fires maintained grasslands and open savannahs of pine and oak. The young grasses and forbs attracted waterfowl and game, and the open country made hunting easier. (Pyne 1982, Zybach 1993)

Outside the river valleys, forest fires came from two sources: lightning and Native American fires. In the Coast Range, forest fires were relatively infrequent, but could be

very large. In the Cascades, more lightning led to moderate fire frequencies. Fire severity was often high. (USDA Forest Service et al., 1994a)

Early European-American exploration began in the 1700s. The Spanish sailed up the coast from their settlements in California. British and American ships explored the coast later in the century. By the end of the 1700s, Spanish, British, and American explorations had mapped the Pacific Northwest coast. They had met the native peoples and "introduced to them smallpox, tuberculosis, and trade goods." (Beckham et al. 1982)

The Lewis and Clark Expedition was the first European-American group to reach Oregon by coming overland. They reached the lower estuary of the Columbia River in November, 1805. They built Fort Clatsop, spent the winter there, and left for St. Louis in the spring. During the 1830s and 1840s, the Hudson's Bay Company built small forts and trading posts at key spots along coastal rivers. (Minor et al. 1980)

The Native Americans had little resistance to many illnesses carried by the European-American people. From 1830 to 1833, an epidemic of an unidentified fever killed as many as 80 percent of the Native Americans of the Willamette Valley and Columbia River. A great deal of Native American culture was lost as a result of this epidemic. By the 1840s, Native Americans had adopted white dress, although they still depended on traditional food sources and continued to fish for salmon at Willamette Falls. (Minor et al. 1980)

During the 1830s and 1840s, the European-Americans shifted from exploration and trade to settlement. Their early settlements in northwestern Oregon were on the broad plains along the lower Columbia River and in the Willamette Valley. These areas were easily reached by water, had level land for farming, and had plenty of water and good soil (Minor et al. 1980).

The rate of European-American settlement increased in the 1840s after the Oregon Trail was established. By the late 1840s, a few people began to settle in Clatsop Plains, Tillamook Bay, and other desirable areas along the northern Oregon coast. Settlers began moving into the mid-Willamette Valley in the 1840s, and in 1845 new settlements were started in the Corvallis and Kings Valley areas. (Zucker et al. 1987)

Oregon's first lumber mills were established in the 1830s and 1840s in the Willamette Valley. Although there were lots of trees, the industry developed slowly at first due to a lack of markets. The influx of settlers in the 1840s and the California gold rush in 1849 created demand for lumber. Eventually the timber industry emerged as a major industry. (Minor et al. 1980)

Settlers logged the most easily reached trees first. They cut trees and let the logs slide or roll into rivers and coastal bays, then floated the logs to sawmills. Later horses and oxen were used to move logs, and sawmills were set up farther inland.

Settlement and Development: 1850s to the Turn of the Century

Although fire was already part of the northwestern Oregon landscape, the evidence indicates that the frequency of large fires increased in the 1840s, with the increasing number of European-American settlers (Pyne 1982). Between 1846 and 1853, a series of large fires burned over 800,000 acres in the central Oregon Coast Range. The largest fire, known as the Yaquina Burn, covered 480,000 acres, including an area that is now state forest land (West Oregon District). It is not known whether the fires were caused by lightning, Native Americans, or settlers.

Congress passed the Oregon Donation Land Act in 1850. The act allowed settlers in Oregon to receive up to one square mile of land free. The Palmer Treaty on January 4, 1855, ended most Native American land claims. Two Native American reservations were created in northwestern Oregon.

The Siletz Reservation was established in 1855. The original reservation was 1,382,400 acres, and included a large chunk of the northwest Oregon Coast Range. The reservation reached from Lookout Point in Tillamook County to a point south of the Siuslaw River, a distance of nearly 125 miles; and from the coast to the crest of the Coast Range. Tillamook, Siletz, Alsea, Yaquina, Siuslaw, and Lower Umpqua tribes were placed here. The federal government later moved in bands from southwest Oregon. (Beckham et al. 1982)

The Grand Ronde Reservation was established in 1857. It was east of the Siletz Reservation, at the northern end, and was much smaller, at 60,000 acres. The Native Americans brought to this reservation were from the Clackamas, Santiam, Tualatin, Luckiamute, Mary's River, Yamhill, and other tribes. (Beckham et al. 1982)

The federal government removed lands from the Siletz Reservation several times under pressure from European-American settlers. In 1865, the federal government opened a corridor across the Coast Range from Corvallis to what is now Newport for a railroad and a European-American settlement. Yaquina Bay was removed from the reservation in 1866. In 1875, the entire southern end of the reservation was opened for European-American settlement, as well as an area at the northern end. (Minor et al. 1980)

The Oregon Donation Land Act of 1850 and the Homestead Act of 1862 encouraged more people to come to Oregon and begin farming. Portland, Oregon City, Salem, Albany, and Corvallis emerged as trade centers that could ship or process the commodities produced on farms.

As Oregon's population increased and the valleys filled up, people had to go deeper into the forested valleys and foothills to find sites for new homesteads. Not until the 1870s, and from then to roughly 1900, did people begin to settle the hill country, where they saw the dense forests as an obstacle to be cleared so farming could begin. Homesteaders worked hard to make a living from their "stump farms." (Minor et al. 1980)

Several factors helped Oregon's timber industry grow in the last half of the nineteenth century. The growing population in the cities provided a market for lumber. By the 1870s, railroads were linking the Pacific Northwest and making it possible for lumber produced in valley mills to be sold on a regional or world market. By the late 1800s, the development of extensive logging railroad systems enabled loggers to reach timber in the mountains that was previously inaccessible. Now logs could be moved easily "from hills to mills", and the finished products from mills to markets. (Minor et al. 1980)

Meanwhile, people in the Willamette Valley had survived the first generation of homesteading and settled into comfortable farms and cities. These people now had the leisure to seek recreation in the mountains on both sides of the Willamette Valley. The children and grandchildren of the first homesteaders enjoyed camping, fishing, hiking, and hunting as recreational activities, not as survival necessities. (Minor et al. 1980)

The Twentieth Century

Life was hard for Native Americans on the Siletz and Grand Ronde Reservations. At both reservations, the death rate exceeded the birth rate throughout the 1800s. The population on the Siletz Reservation dropped from 2,026 people in 1856 to only 483 in 1900. The population at the Grand Ronde Reservation fell from 1,826 in 1857 to 298 in 1902. Not until the 1920s did the Native American populations stabilize. (Minor et al. 1980)

By then the reservations were gone. The Dawes Act of 1887 established a new federal policy called allotment. The idea was to allot land parcels to individual Native Americans, end the reservations, and assimilate Native Americans into the dominant white culture. By 1892, just before the lands were allotted, the Siletz Reservation had 225,280 acres left. After allotment, Native Americans had 46,000 acres. Allotment was carried out on the Grand Ronde Reservation in 1904. At the Grand Ronde, 33,148 acres were allotted to Native Americans, and 26,111 acres ceded to the federal government. (Zucker et al. 1987)

After 1917, the coastal tribes tried to get compensation for the land taken from them in the 1800s. Some claims were denied, and some claims resulted in modest settlements. In 1956, Congress terminated official federal recognition of 44 Native American tribes and bands in western Oregon. The Native Americans of northwestern Oregon were no longer recognized legally. (Zucker et al. 1987)

Between 1890 and 1910, the region's timber industry changed. Lumbermen from midwestern and southern states came to Oregon, invested in timberlands of the Coast Range and lower slopes of Cascades, and marketed Oregon lumber on a vast scale. The industry changed from small, locally-owned mills to large sawmills, with hundreds of loggers in the field. In 1910, the mills in Portland alone milled 700 million board feet. Logging was a seasonal occupation, but sawmills operated year-round.

The lower Columbia River, including Clatsop County, was the first major source of logs. Next, loggers turned to the Clackamas area, Tillamook County, and Columbia Gorge. The

timber around Tillamook Bay was logged shortly after a railroad was built into the area in the early twentieth century. Logging began in the Cascade foothills in the 1880s and 1890s, and increased in the early twentieth century, especially in the Silverton and Sweet Home areas. As areas around the northern Willamette Valley were logged, the rate of logging increased in the southern Willamette Valley. In the 1940s and 1950s, logging trucks replaced logging railroads and chainsaws replaced crosscut saws.

After forest areas of gentle and moderate topography were logged, they were generally converted to farmland, grazing land, or towns. Even into the 1940s, many farmers burned off the "fir brush" to improve or maintain grazing conditions. Despite the forest fires and agricultural conversions, there were always enough forests for timber to be a major industry in northwestern Oregon. The timber supply seemed unlimited. Loggers burned the slash after harvest to reduce the fire hazard, but did not plant trees. Many acres of timberland were allowed to go tax-delinquent after timber harvest. This practice increased during the Great Depression, and was common in areas burned by forest fires, such as the Tillamook Burn (Fick and Martin 1992).

In the final decades of the twentieth century, northwestern Oregon continued to grow and change. The population grew slowly in coastal areas, and rapidly in the cities of the Willamette Valley. High tech industries such as computer chip factories located in Portland, Salem, and Eugene, creating an important regional industry. Pacific Rim trade grew, and included agricultural products, wood products, and manufactured goods.

In 1977, the Siletz Restoration Act established the Siletz as an officially recognized tribe again. Later, 3,000 acres of federal lands were restored to them as a new reservation. (Zucker et al. 1987) In 1983 the Grande Ronde Tribe was restored to official recognition, and in 1988, the Tribe regained 9,811 acres of the original reservation. With restoration and reestablishment of the reservation, tribal efforts have focused on rebuilding tribal institutions and creating a viable, self-sufficient community. (Tiller 1996).

The landscape of the Coast Range and western Cascades today is different from the landscape that trappers explored in the early 1800s. Most Coast Range forests in northwestern Oregon are second growth or even third growth forests, due to logging and fires during the last 150 years. In the western Cascades, areas of old growth forest are generally found in patches. Salmon, steelhead, and trout populations in the region have declined. The declining salmon and steelhead fisheries led to very restricted or even closed commercial fishing seasons in the early 1990s.

Mountains, forests, rivers, and natural resources are still important to the people of northwestern Oregon. The timber industry is still an important part of the region's economy. Forest management continues to evolve. The Oregon Forest Practices Act regulates logging on private and state forest lands, and requires that loggers use practices that protect soils, streams, and wildlife trees, and that they reforest an area after logging. Forest management on privately owned timberlands is focusing on managing second and third growth forests, and using smaller diameter trees. Concerns about endangered species,

old growth forests, and fisheries have led to a reduction of logging on federal lands in northwestern Oregon.

People from all parts of northwestern Oregon continue to use a large variety of wood products in their daily lives, from lumber for construction, to paper for laser printers. Oregonians also use their forests for recreation, with the number of people hiking, camping, fishing, and hunting steadily growing. As the economy of northwestern Oregon continues to diversify, a smaller percentage of the population works in natural resource-related jobs. Many people also collect special forest products for extra income or personal use, collecting products such as firewood, cascara bark, ferns, and edible mushrooms.

The Origin and Development of the State Forests

The Oregon Department of Forestry was created in 1911. Its main purpose was to control forest fires. The 1925 Legislature passed a law allowing the Board of Forestry to accept gifts or donations of forest land. The State Forests Acquisition Act of 1939 created procedures for the Board of Forestry to acquire tax-delinquent forest lands from the counties, manage the land, and return most net revenues from the land to the counties. In later years, amendments fine-tuned the distribution of revenues and legal direction for forest management on these lands (Fick and Martin 1992). Lands owned by the Board of Forestry are known as Board of Forestry Lands (BOFL), and are actively managed in a sound environmental manner to provide sustainable timber harvest and revenues to the state, counties, and local taxing districts.

Some land in the state forests is owned by the State Land Board, which consists of the Governor, the Secretary of State, and the State Treasurer. When Oregon became a state in 1859, the federal government granted sections 16 and 36 of every township to the new state for the use of schools. Oregon's grant included 3.5 million acres of grazing and forest lands. Eventually, much of the land was either sold for the benefit of schools or lost through fraudulent land deals. The state also exchanged some lands in order to consolidate land in larger blocks. The remaining forest lands owned by the State Land Board are known as Common School Forest Lands (CSFL). Eventually, the State Land Board signed a contract with the Department of Forestry, authorizing the Department to manage the Common School Forest Lands, with the goal of generating income for the Common School Fund. For more information on legal and policy mandates for CSFL and BOFL, see Appendix D.

The specific events that led to the establishment of the state forests in northwestern Oregon are described below, organized by forest and district names.

Tillamook State Forest

Much of the area that is now Tillamook State Forest burned in a series of wildfires. The first and biggest Tillamook Fire burned 240,000 acres of mostly old growth forest in August 1933.

In what seemed to be a six-year jinx, new fires burned across the area in 1939, 1945, and 1951. Each fire reburned some previously burned area, and consumed green forest too. By the end of 1945, a total of 355,000 acres had been burned over and 13.1 billion board feet of timber killed. Some areas had reburned two or three times. Although some burned timber had been salvaged, much of the Tillamook Burn, as it was now known, was hillsides of snags, turned white over the years. In many places the soil had been so severely burned that nothing grew there for many years. Streams and fisheries were severely affected by the loss of forest cover and erosion after the fires.

Before 1933, almost all of the land that became the Tillamook Burn was privately owned. After the fires, many landowners allowed the forestlands to be foreclosed by the counties rather than pay taxes. Counties began to deed land in the Tillamook Burn to the Board of Forestry in 1940, and about 255,000 acres eventually came under state ownership. Most of the remaining 100,000 acres is owned by private timber companies and BLM (Bureau of Land Management). These owners have also carried out rehabilitation on their land. The statistics below are for state forest land only.

Salvage logging had started after the 1933 fire and accelerated to meet the lumber demands of World War II. By 1948, 4 billion board feet of fire-killed timber had been recovered from the burn. An additional 3.5 billion board feet of fire-killed timber were removed from 1949-1955.

In 1948 Oregonians approved a bond issue to finance rehabilitation of the Tillamook Burn. The Department of Forestry carried out a massive rehabilitation project in the burn between the years 1948 and 1973. Over the next 24 years, tree planting crews planted 72 million Douglas-fir seedlings. A total of 36 tons of Douglas-fir seeds were spread on the burn through aerial seeding, pioneering the first use of helicopters in aerial seeding.

In June 1973, the former Tillamook Burn was dedicated as the new Tillamook State Forest. The 364,000 acre forest includes 255,000 acres from the Tillamook Burn, and other unburned forest land. (Oregon Department of Forestry 1993b)

In recent years, Swiss needle cast, a native fungal disease, has increasingly affected Douglas-fir stands near the coast. The reasons for this are not fully known, but it may be connected to the widespread reforestation of the burn with Douglas-fir from other areas, which introduced trees poorly adapted to coastal conditions. The Department is exploring a strategy of replacing severely affected Douglas-fir with other tree species, such as hemlock.

The first timber sale in the former Tillamook Burn, a commercial thinning, took place in 1983. As the young trees on this forest grow larger, there will be increasing opportunities to use silvicultural techniques to develop a diversity of stand structures for forest products and wildlife habitat.

Clatsop State Forest

The Clatsop State Forest is 98 percent Board of Forestry Lands. These lands were privately owned, logged between 1910 and 1940, and then became tax-delinquent. Clatsop and Columbia Counties foreclosed when landowners couldn't pay their taxes, and ownership reverted to the county. Many landowners went broke and lost their land during the Great Depression. Eventually, the counties deeded these cutover and unmanaged forest lands to the Board of Forestry to manage as a state forest. According to the agreement, the Department of Forestry would replant the lands, protect them from fire, and manage the new forest. Then, as timber was harvested, the counties would receive two-thirds of the net revenue. The remaining 2 percent of the Clatsop State Forest is Common School Fund Land.

Today, Clatsop State Forest has mostly second growth Douglas-fir, from 30 to 70 years old. The forest has been progressively consolidated through a land exchange program that began in the mid-1940s. District staff are still actively pursuing land exchanges, working on a priority list of exchanges with several private landowners in the area.

Santiam State Forest

Much of the land now in the Santiam State Forest used to be owned by large timber companies, who typically owned railroad interests also. Some individuals and families also owned forest land. From about 1880 until 1930, most lands were logged. These lands were of little value to the owners once the timber was removed. Forest fires burned large areas. During the Great Depression, many landowners allowed their forest lands to be foreclosed by the county in place of back taxes. Marion, Clackamas, and Linn Counties suddenly owned thousands of acres of timberland.

The counties eventually deeded these lands to the Board of Forestry. Santiam State Forest land in Linn County was acquired by the Board of Forestry between 1939 and 1949. Marion County lands were acquired between 1940 and 1953, and Clackamas County lands between 1942 and 1950. Some land was also acquired from individuals through both charitable donations and purchases, between 1943 and 1952.

Natural regeneration successfully reforested most of the Santiam State Forest. However, a fire in 1951 burned nearly half the forest, and the Department of Forestry replanted the most damaged areas. In the early 1950s, the Department of Forestry's management activities were conducted by foresters working out of the Salem offices. In 1968 the current office was built in Mehama. The Santiam State Forest was dedicated in 1974.

West Oregon District

During the Great Depression, most isolated farms in the West Oregon District were abandoned to the counties in place of back taxes. Some more desirable parcels of land were bought by T. J. Starker, John Thompson, and others who saw the land's value for timber production. But by the late 1930s, Benton, Lincoln, and Polk Counties had many

parcels of land that they couldn't sell or manage. Between 1938 and 1948, most of this land was deeded to the Board of Forestry. During that same decade, several small parcels were also purchased. Currently, the West Oregon District manages approximately 38,000 acres of land. Of that total, 75 percent is Board of Forestry Lands, and 25 percent is Common School Forest Lands.

Western Lane District

The Nelson Mountain Fire was one of many large fires in 1910 that motivated people to start the Department of Forestry. The fire burned most areas that are now state forest lands in western Lane County. Large fires burned again in western Lane County in 1917 and 1922. Then in 1929, a number of large fires burned most of the central Coast Range in Lane County, covering nearly 80,000 acres. The fires reburned some previously burned areas, and burned green forest as well. With the timber gone, the Great Depression starting, and the land unsuitable for homesteading, many landowners allowed their land to revert to the county in place of back taxes. Lane County deeded its timberlands to the Board of Forestry in the mid-1940s.

The land base remained constant for the next 50 years except for 5 small land exchanges in the 1950s. In the early 1990s, 2 larger exchanges reshaped the state forest lands in the Western Lane District by exchanging one-quarter of the acres. These exchanges increased the land base by 10 percent and started to block up the state forest lands. Today, state forest lands in Western Lane District are mostly covered by a 50- to 60-year-old forest.

State forest lands acquired in the different ways described in the last section are managed today according to direction found in the Oregon Constitution (for Common School Forest Lands) and statutory and administrative rules (for Board of Forestry Lands).

Management planning for Oregon state forests involves ~~five main elements~~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 (IPs). Annual operations plans and budgets (both biennial and fiscal) are designed to achieve the objectives of the IP 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 *Northwest Oregon State Forests 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 believes is desirable 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 section states general guidelines for asset management, which provide overall direction on investments, marketing, and expenses.
- **Implementation, monitoring, research, and adaptive management —** These sections 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 may be 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, and they will be revised at least every ten years. However, new technical information or changing conditions may call for updates to individual district IPs within a shorter time frame. A more specific description of the type of information that will be included in IPs under the Northwest Oregon State Forests 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.