

Section I

Background and Planning Process

Location of Eastern Region State Forests

Location

The state forest lands in eastern Oregon offer many unique qualities and characteristics that stand out among all the state's forest lands. The geology, altitude, climate, and diversity of tree species on these lands provide major contrasts to other state forest lands.

The eastern region state forests have a total of 42,020 acres. The Klamath-Lake District has 33,265 acres, or a little over three-fourths, of this total. The remaining 8,755 acres are small pieces of land distributed across 12 eastern Oregon counties. These acres, which are also managed out of the Klamath-Lake District, are referred to as the scattered tracts.

The Klamath-Lake District covers a large part of south central Oregon, an area that stretches from Crater Lake National Park to the California border, and from the crest of the Cascades to Lakeview. South central Oregon includes Upper Klamath Lake, parts of three national forests, wildlife refuges, timber lands, agricultural and grazing lands, the city of Klamath Falls, and many smaller towns. The Klamath-Lake District state forests are concentrated in three areas of the district. The three groups of state forest lands are known as the North Block, East Block, and Southwest Block. Figure I-1 on the next page and the "Key Terms" box on page I-3 show the terms that will be used throughout this plan in describing the state forest lands.

Sun Pass State Forest comprises most of the North Block. It's located 40 miles north of Klamath Falls, near the southeastern corner of Crater Lake National Park. Sun Pass is bordered by the national park, Winema National Forest, and private lands. The North Block also includes various satellite pieces of land in northern Klamath County.

Most of the East Block lands are in the area of Yainax Butte, about 30 miles northeast of Klamath Falls, or roughly halfway between Klamath Falls and Bly. The East Block also includes satellite pieces of land. The East Block lands are bordered by Fremont National Forest, private lands, and BLM (Bureau of Land Management) lands. The bulk of the Southwest Block lands are in or near Bear Valley, about 15 miles southwest of Klamath Falls. A number of satellite pieces are scattered across southwest Klamath County. The Southwest Block lands are bordered by BLM and private lands.

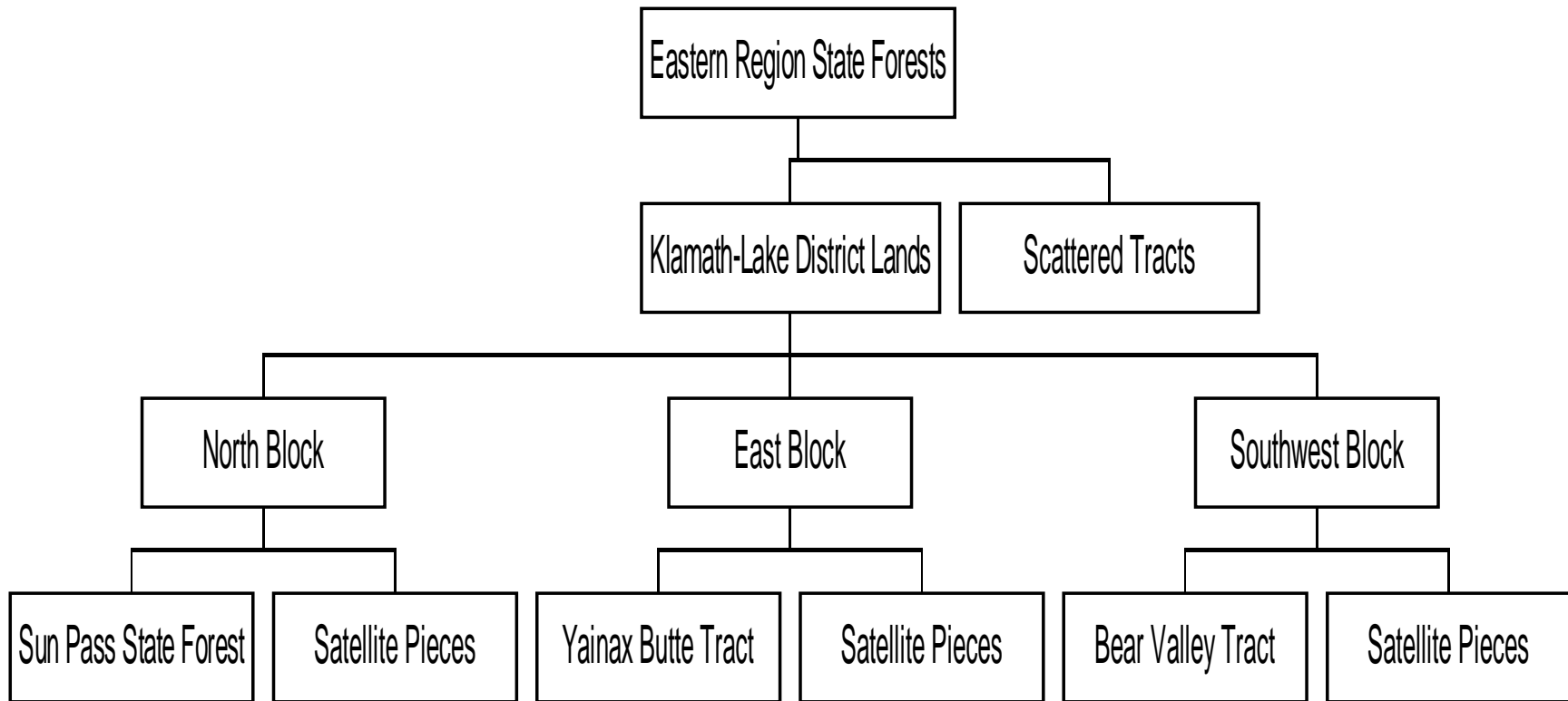


Figure I-1. The Eastern Region State Forests

The Eastern Region State Forests include many separate tracts of land. Throughout this plan, the various pieces of land will be described using the words defined in the “Key Terms” box on the next page. The relationships among these terms are diagrammed above.

Key Terms

The terms below will be used throughout this plan in describing the state forests of eastern Oregon. The terms are grouped to correspond to the diagram in Figure I-1 on the previous page.

Eastern Region State Forests — Includes all state forests in eastern Oregon. For this plan, eastern Oregon consists of Klamath County, Lake County, and all other counties east of the Cascade crest.

Klamath-Lake District lands — Includes all state forest lands in the North Block, East Block, and Southwest Block. Except for one 40 acre satellite piece in Lake County, all Klamath-Lake District lands are in Klamath County.

Scattered tracts — Small pieces of state forest scattered in other eastern Oregon counties besides Klamath and Lake Counties.

North Block — Includes the Sun Pass State Forest north of Klamath Falls, and nine satellite pieces in northern Klamath County. Six satellite pieces are located 20-33 miles north of Sun Pass, between Diamond Lake Junction on Highway 97 and the town of Chemult. The other 3 satellite pieces are located in the vicinity of the town of Crescent, approximately 50 miles north of Sun Pass.

East Block — Includes the Yainax Butte tract northeast of Klamath Falls, plus twenty satellite pieces in eastern Klamath County and Lake County.

Southwest Block — Includes the Bear Valley tract southwest of Klamath Falls, plus seven satellite pieces in western Klamath County. Six satellites are located northwest of the Bear Valley tract, and the remaining satellite is approximately two miles north of Klamath Falls and two miles east of Highway 97.

Sun Pass State Forest — The state forest located 40 miles north of Klamath Falls, and near the southeastern corner of Crater Lake National Park. Sun Pass comprises 20,804 acres of the 42,020 acres of state forest land in eastern Oregon.

Bear Valley Tract — The largest piece of state forest within the Southwest Block; it is located in the Bear Valley area.

Yainax Butte Tract — The largest piece of state forest within the East Block; it is located near Yainax Butte.

Satellite pieces — Small pieces of state forest in Klamath and Lake Counties, other than Sun Pass State Forest, Bear Valley Tract, and Yainax Butte Tract.

History

Early American Indian History

American Indians have been living on the land we now call Oregon for at least 10,000 years. Throughout this time, Indian peoples migrated from one area to another, and cultures changed. The entire history of the Indian peoples in south central Oregon is not known. When Euro-Americans first came to the area, the Klamath, Modoc, and Yahooskin Paiute tribes lived there. Although each tribe had its own culture, there were some similarities in the lifeways of these three peoples. Winter villages and seasonal base camps were established along the major rivers, lakes, and marshes. Dwellings in the permanent villages were circular, earth-covered lodges that held from one to eight families. Unlike Indian tribes along the Columbia River, who depended heavily on a single food source, salmon, the tribes of south central Oregon had no dominant food. A number of foods were equally important to them. Some major foods were wocus (water lily seeds), other plant foods, waterfowl, game, and freshwater fish such as mullet. Spiritual life was very important, and it was common for tribal members to go on vision quests. (Budy 1994, Zucker et al. 1987)

Euro-American Exploration and Settlement

British trappers for the Hudson Bay Company were the first Euro-American explorers in south central Oregon. Parties traveled south from The Dalles in 1825 and 1826, following approximately the route of present Highway 97. John C. Fremont led the first American group along the old Klamath Indian Trail in 1843. He entered the Klamath area again in 1846, this time from the south. The Applegate Trail, used by settlers to Oregon in 1846 and 1847, runs along the lower edge of Lower Klamath Lake, part of it through state forest land. The Williamson and Abbot party in 1855 conducted explorations and surveys for a railroad route to link the various proposed transcontinental routes. The Old Klamath Indian Trail later was developed into the Huntington and Old Fort wagon roads.

In 1863, soldiers began to build a military post in south central Oregon. Fort Klamath was built in the Wood River Valley, not far from the present-day Sun Pass State Forest. Soldiers constructed a sawmill on Fort Creek, officers' quarters, barracks, guardhouse and arsenal, small hospital, bakery, stables, and other structures. A 3,135 acre hay reserve was located to the north where 600,000 pounds of hay were cut annually for the horses and mules. The fort was abandoned in 1889, and none of the original buildings remain today.

In the 1860s and 1870s the army blazed and constructed a number of military roads in the area. In the fall of 1867, Lindsay Applegate built a road over the old Klamath Indian Trail north from the Indian Agency to the present town of Bend. (The road built in 1867 is not the same trail as the Applegate Trail described above.)

The growing number of non-Indian settlers in the area put greater and greater pressures on Indian lands. In the Treaty of Klamath Lake, signed in 1864, the Klamath Tribe ceded 13,000,000 acres in south central Oregon and northern California to the United States. They

kept 1,113,794 acres for a reservation, east and north of Upper Klamath Lake. In the following decades, there were a number of conflicts over reservation boundaries. The resolution of these conflicts nearly always ended up subtracting land from the reservation, with little or no compensation paid to the tribe. Other Indians were required to settle on the reservation, including members of the Modoc, Pit River, Shasta, and Northern Paiute tribes. By 1875, all of the Indian peoples on the reservation were generally referred to as the Klamath Tribe. (Zucker et al., 1987)

Despite the many problems associated with the reservations, most Indians remained there and tried to adjust to their new situation. However, in 1872, a group of Modocs led by Captain Jack attempted to return to their original homeland in northern California. The Modoc Indian War of 1872-1873 was fought in the area that is Lava Beds National Monument today. Captain Jack and his small band of Modocs held off 1,000 soldiers for months, but in the end they lost. The surviving Modocs were returned to the reservation. The war was the last Indian war in south central Oregon. By the early 1900s, the Klamath Reservation reached its final, reduced size of 862,622 acres. (Zucker et al., 1987)

Changing Patterns in Natural Resource Use

South central Oregon is rich in a wide variety of natural resources. For thousands of years, the Indian peoples harvested just enough of the area's resources to support their own people. The non-Indian people, who dominated the area's economy by 1900, used natural resources more intensively. They wanted to grow and harvest products to sell to others, and to export to other areas. Forestry, agriculture, and tourism, industries central to the area's economy today, developed rapidly during the early decades of the twentieth century.

The wagon roads built in the late 1800s had already connected south central Oregon to other areas. In 1909, the first railroad came to the Klamath area. The improved transportation led to rapid growth in farming and logging. Railroads were built into the forests to transport lumber to the mills. Railroad logging was common in the Klamath area from 1910 to 1945. The Bureau of Indian Affairs opened the Klamath Indian Reservation to commercial timber harvest in 1910. A complex rail system of mainlines, branches, and spurs was built across the reservation. After about 1935, trucks were used to haul logs to mainline railroads, reducing the use of railroad spurs. Eventually, trucks became the dominant transportation mode for moving logs to the mills. (Budy 1994)

The Bureau of Reclamation started its first project in the Klamath Basin in 1906, draining Lower Klamath Lake and creating thousands of acres of farm land. Other reclamation projects, from small-scale private undertakings to large federal projects, were completed over the entire basin. Farmers drained many shallow marshes and wetlands, turning these areas into fields and pastures. Water was diverted from streams and lakes for irrigation. The federal reclamation projects set aside some areas for wildlife refuges. In fact, the nation's first wildlife refuge was established just south of the Oregon border, at Tule Lake in northern California.

Dams were built to generate hydroelectricity, control water levels, and aid irrigation. A dam built at the lower end of Upper Klamath Lake allowed the natural lake to be managed as an irrigation and hydropower reservoir. In 1916, the Iron Gate Dam was built on the Klamath River in northern California without providing passage for anadromous fish. The impassable dam blocked chinook salmon from the upper Klamath, Sprague, Williamson, and Wood Rivers, resulting in the extinction of the upper Klamath Basin salmon runs (Nehlsen et al., 1991).

The tourism and recreation industries of south central Oregon also had their beginnings in the early decades of the twentieth century. Crater Lake National Park was established in 1902, and became a major attraction for tourists. People built resorts and summer homes around Upper Klamath Lake and other lakes and rivers in the region.

The Origin and Development of the State Forests

The State of Oregon acquired most of the Klamath-Lake District state forest lands in the 1940s and 1950s. A complete chronology of the purchases is in Brog et al., 1984. This account is summarized from that document. In December, 1943, the Board of Forestry purchased the first 14,450 acres of the present Sun Pass State Forest from Yawkey, Woodson, Ourbacker, and Algoma Lumber Company. When the Department of Forestry got the land, it had been heavily cut over. The only trees left were too small or too defective to be commercially valuable at the time. In some areas this logging released an existing understory of white fir, while in other places it created an ideal seed bed for ponderosa and sugar pine. This harvest history is largely responsible for the diversity of forest conditions found in Sun Pass today.

The Board of Forestry bought two smaller pieces of private land in the Sun Pass area in 1947 and 1948. Klamath County deeded 480 acres in the Sun Pass area to the Board of Forestry in 1944. In 1955, the Board of Forestry deeded 19 acres of Sun Pass lands to the State Highway Division for Kimball State Park. The state park was named after Jackson F. Kimball, an early local forester and district warden for the Klamath Forest Protective Association. In 1970 and again in 1987, the State Land Board exchanged satellite parcels for land in Sun Pass State Forest. These two exchanges resulted in 5,144 acres of Common School Forest Land being exchanged to the Forest Service for 3,199 acres of Winema National Forest land. In 1979, the Board of Forestry also exchanged land with the U.S. Forest Service, in order to consolidate land near Sun Pass State Forest and remove from state ownership small, satellite parcels that were difficult to manage. The Board of Forestry gained approximately 1,202 acres adjacent to Sun Pass, and gave the Forest Service about 2,365 acres of satellite parcels. These transactions largely completed the formation of Sun Pass State Forest as it is today.

Most lands in the Southwest Block were deeded to the Board of Forestry by Klamath County. In 1946, Klamath County deeded 2,860 acres of the present Bear Valley tract to the Board of Forestry. The county deeded other pieces of land in the Bear Valley area to the Board of Forestry in the late 1940s and early 1950s. During the same years, the Board of Forestry bought two small pieces of land in this area from private owners. In 1985, the Board of

Forestry exchanged 640 Bear Valley acres for 882 acres of satellite parcels. The Board agreed to the exchange in order to facilitate the creation of the Bear Valley National Wildlife Refuge, a major roosting area for wintering bald eagles in the Klamath Basin.

The lands in the East Block were acquired in two transactions. In 1948, Klamath County deeded 595 acres on Yainax Butte to the Board of Forestry. Then in 1957, the State Land Board signed a resolution for the Board of Forestry to manage 3,044 acres of Common School Forest Lands in the East Block.

The scattered tracts across eastern Oregon outside the Klamath-Lake District are owned by the State Land Board. During the late 1950s and early 1960s, the State Land Board signed resolutions for the Board of Forestry to manage these lands.

Managing the State Forests

Management of the Klamath-Lake District state forests began slowly. The district had its first special sale in May 1944, when it sold ten cords of firewood. In July 1949, the district sold its first regular timber sale. The timber went to Alfred Casteel for \$2,500. In 1955, the Board of Forestry appointed a forester whose entire job was to manage the Klamath-Lake District state forests, allowing the development of a more extensive management program.

During the early years of state forest management, most timber sales were sanitation and salvage sales. They were designed to remove overstory trees, cull white fir, and pockets of heavy insect or disease infestation. Commercial thinning was done in mixed ponderosa and lodgepole pine stands.

The first tree planting on the forests was done in 1957, in Sun Pass. In the next few years, the main goal for tree planting was to rehabilitate non-productive brushfields in the East and Southwest Blocks. Later, the tree planting goal expanded to maintaining proper stocking levels after timber harvest, through interplanting. A tree improvement program began in 1970, with a goal of providing genetically superior seed in the future. In 1979, three progeny plantations were established, to provide trees for a future seed orchard for Sun Pass. The first precommercial thinning was done in 1961, also in Sun Pass.

The first forest inventory was done in 1959. The inventory was updated in 1976 and re-inventoried in 1990-91.

Early forest planning dealt mainly with timber harvest schedules and silviculture. The 1978 long-range plan was the first formal plan for the Eastern Oregon state forests (Oregon Department of Forestry 1978). It has served as the primary working tool for forest management to this day.

Both forest managers and the public have become increasingly aware of the many values associated with forests. The current planning effort for the Klamath-Lake District state forests (this document) recognizes the need to integrate a wide range of forest values into forest management, while recognizing that the state forests are intended to be an important contributor to timber supply for present and future generations.

South Central Oregon Today

Forestry, agriculture, and tourism are major industries in south central Oregon today. In agriculture, both crops and livestock are important. The region offers many recreational opportunities, including Crater Lake, mountains, forests, lakes, rivers, and high desert. The Klamath area is becoming increasingly known for its wintering population of bald eagles, the largest in the continental United States. In 1993, Klamath County's population was 60,300. The city of Klamath Falls had a population of 18,230, and the population of the city's urban growth area was 45,000 (personal communication, Klamath Falls Chamber of Commerce).

The Klamath area includes a significant Indian community. Under termination legislation originally passed in 1954, then amended twice and finally effective in 1961, the Klamath Tribe's federal status was terminated in 1961. From 1961 to 1973, the federal government bought most of the Klamath Indian Reservation and gave the lands to the Winema National Forest and the Klamath Forest Wildlife Preserve. The Klamath Indians retained their traditional hunting and fishing rights on the former reservation lands. Today, the Klamath Tribal Council and several other Indian community groups continue to work for tribal goals, and to promote the education, health, and welfare of the Klamath people. The Klamath Indians are interested in the management of state forests, and are particularly interested in the preservation of Indian cultural resource sites that may be on the state forests.

Forest Management Planning for State Forests

In the Eastern Oregon Region, the forest management planning system consists of the following elements: long-range plans, annual operations plans, and budgets.

Long-Range Plans

A long-range plan provides general direction for managing state forests. The Eastern Oregon Region's previous long-range plans focused on the timber resource. Their primary purpose was to define silvicultural systems and calculate timber harvest levels. Non-timber forest resources were addressed mostly through annual operations plans.

In contrast, the new long-range plan articulates a set of goals and strategies for managing non-timber resources as well as timber. Goals are general, non-quantifiable statements of direction. Strategies are specific actions that will be taken to achieve the management goals.

The following considerations guided the development of goals and strategies.

- Statutory direction (laws) for managing Common School Forest Land, Board of Forestry land, timber, wildlife, and other non-timber resources.
- The Oregon Constitution's mandates for managing Common School Forest Land.
- Policies of the State Land Board, the Board of Forestry, and the State Forester.
- Guiding principles for the Eastern Region Long-Range Forest Management Plan.
- Resource assessments and available resource data.
- Advice, recommendations, and plans of other agencies.
- Land use decisions.
- Public involvement in the planning process.

Forest management plans for state forests must fulfill statutory and constitutional obligations, which include generating income for counties, local governments, and the Common School Fund; and conserving and protecting the land's various natural resources. See Section II, "The Guiding Principles", for more discussion of these mandates. For a detailed discussion of legal and policy mandates, see Appendix C.

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." The State Forester's report also includes timber marketing and intensive management information for Board of Forestry Lands and Common School Forest Lands.

In addition, the Department of Forestry has a contractual obligation to prepare management plans for Common School Forest Lands. These plans govern activities undertaken by the Department of Forestry and the Division of State Lands, such as timber harvesting, grazing, and minerals management. The State Land Board must approve these management plans.

Annual Operations Plans for Timber and Silviculture

Annual operations plans show the exact location and nature of management activities proposed to be carried out during a July to June fiscal year. These plans are the most detailed level of planning done by the Department of Forestry.

Each year, there is an initial meeting of staff from the Department of Forestry's headquarters in Salem, and local managers. The purpose of this meeting is to review candidate timber sales, ensure consistency with long-range plan goals and strategies, and to identify areas where additional staff involvement may be needed. The local managers then make a thorough on-the-ground reconnaissance of the proposed sale areas and fill out a "presale plan report" for each sale. This report documents the objective for making the sale; a description of the timber resource; the land use, soil and terrain conditions; other environmental considerations; access, property line survey, and project construction needs; insect and disease problems; proposed logging methods; and planned site preparation and reforestation methods. Presale plan reports are not prepared for emergency timber salvage operations.

The presale reports are reviewed by local biologists from the Oregon Department of Fish and Wildlife, and as needed by Department of Forestry geotechnical specialists. Site-specific comments on streams, wildlife habitat, and soil stability are an integral part of the planning system. The presale plans are finally sent to the Salem headquarters for review and comment by staff, and approval by the Deputy State Forester.

Silviculture includes activities such as tree planting, animal damage control, vegetation control, precommercial thinning, fertilization, and pruning. The planning process is similar in concept to timber sale planning, although specific details may differ. Reforestation and vegetation management plans are prepared annually. Vegetation management plans include information about every site where herbicide applications are planned. Annual reforestation plans cover planting and animal damage control activities. Precommercial thinning is often integrated into timber presale plans.

Budgets

Budgets are used to set priorities and determine dollar amounts needed to accomplish the annual operations plans and associated activities such as monitoring, surveys, and special projects. If insufficient revenues are available to accomplish all planned activities, lower priority activities are postponed until additional funds become available.

Purpose and Scope of the Management Plan

The Eastern Region Long-Range Forest Management Plan (this document) provides direction for all Board of Forestry Lands and Common School Forest Lands in the Eastern Oregon Region. Of the region's 42,020 acres, 64% are owned by the Board of Forestry and 36% by the State Land Board. This plan supersedes the Timber Resource Inventory, Analysis, and Plan for the Eastern Oregon Area State Forests (Oregon Department of Forestry 1978).

The plan has a much more comprehensive approach toward forest planning than previous plans. It includes an assessment of the current condition of each resource, applicable laws and policies, and current management programs. The resource management strategies are intended to achieve the stated goals and address any underlying conflicts or problems. For example, the plan articulates the role of the state forests in providing wildlife habitat, while also addressing forest health concerns and allowing timber to be harvested.

The Eastern Region Planning Process

Evolution of the Plan

In the mid-1980s, it was recognized that the Klamath-Lake District's forest inventory, analytic method for uneven-aged management, and forest management plan were inadequate. The amount of timber harvesting was reduced, pending the development of a new inventory and plan. In September, 1989, preparations moved ahead for timber stand inventory (using community typing and the U.S. Forest Service stand exam procedure) and growth analysis (using the PROGNOSIS computer model) (Voelker 1989).

The field inventory was completed in 1990-91. A preliminary analysis of the data indicated that the timber harvest reduction was unduly conservative. Therefore, harvesting was returned to the level set by the 1978 plan until the new plan could be completed (Voelker 1992).

By 1992, the Department of Forestry had changed its planning emphasis from "timber management" to "forest management" in order to better integrate non-timber resources into long-range plans. The scope of the Eastern Oregon Region's planning effort was expanded accordingly, and a planning team was appointed (Woo and DeBlander, 1992).

The planning team then developed a "critical path" timeline, a list of Guiding Principles, and a public involvement process.

Planning Team, Resource Specialists, and Consultants

The core of the planning team consisted of the following people.

<u>Core Team</u>	<u>Role on Planning Team</u>	<u>Job Title</u>
Roy Woo	Project Leader	Klamath-Lake District Forester
Ed DeBlander	Project Manager	Klamath-Lake Management Unit Forester
Rick Quam	Technical Project Manager	Forest Planner (Salem)
Jane Hope	Project Assistant	Planning Specialist (Salem)
Lou Torres	Public Affairs Staff	Public Affairs Specialist (Salem)

Working with Roy Woo was a two-person advisory committee, consisting of:

- John Lilly** Assistant Director of Policy and Planning, Division of State Lands (Salem)
- Ed Kentner** County Commissioner, Klamath County

Ed DeBlander and Rick Quam collaborated on the technical planning, with the assistance of other Department of Forestry personnel. Specialists in other public agencies were designated to provide expertise about each of the various forest resources. See Appendix K for short biographies of the planning team members. Supplemental information was obtained from a number of other sources.

The state agencies that cooperated in providing information were the Division of State Lands; and the Departments of Forestry, Fish and Wildlife, Water Resources, Environmental Quality, Agriculture, Parks and Recreation, Employment, and Justice. The Klamath Tribes, U.S. Forest Service, Bureau of Land Management, and U.S. Fish and Wildlife Service also contributed information and advice.

The Oregon Natural Heritage Program compiled lists of wildlife, predators, and prey.

Val Rapp, a natural resource writing consultant, was instrumental in writing and reviewing the plan.

Technical Planning

The objective of the technical planning process was to develop an integrated set of goals and strategies for managing the forest's resources. Technical planning consisted of the following phases.

Data Collection

Data collection projects related to the plan included:

- An inventory of all state forest lands in 1990-91, using the USFS stand exam procedure.
- An inventory of snags (dead trees).
- A survey of scenic and recreation resources, and a questionnaire of recreation users.
- Development of a Geographic Information System (GIS).
- Three years of spotted owl surveys.
- A list of threatened, endangered, or candidate plants that are suspected or documented on the state forests.
- Lists, status, and habitat of vertebrate fish and wildlife that are known or likely to occur on the state forests.
- A description of known historic and cultural resources.
- Water rights recorded in the Water Resources Department database.
- Insect and disease surveys conducted by the Department of Forestry.

Resource Assessments

The designated technical specialists provided resource assessments, which covered the following topics.

- Current status and future trends
- Available data and additional information that would be useful
- Laws, policies, and programs
- Recommendations for managing the resource
- Potential conflicts with management of other resources
- Monitoring recommendations

The assessments were evaluated and additional information was gathered to fill gaps and answer questions. Resource descriptions were written. (See Section III of the plan.)

Development of Goals

The goals describe the desired development and/or protection of a specific resource. (See Section IV of the plan.) Draft goal statements came from many different sources, including the following, listed below and on the next page.

- **State and federal laws and administrative rules** — Some goal statements identify that there is a law pertaining to the management and/or protection of the resource and state that the law will be followed in developing and implementing the plan.

- **Board and state agency policies** — These include policies of the Board of Forestry, State Land Board, State Forester, and the other Oregon natural resource agencies participating in the planning process.
- **Other sources** — These include recommendations from planning team members, technical specialists (through their resource assessments), and the public (through two public meetings). These goals are not mandated in law or policy but are believed to be consistent with good stewardship of the land.

Development of Strategies

Drawing again from the input of resource specialists and earlier comments from the public, the planning team prepared a set of draft strategies for achieving the stated goals. (See Section V of the plan.) Further comments were not solicited from the public until publication of the entire draft forest plan.

Because this plan is built around goals and strategies, it does not emphasize numerical targets or objectives for the various resources. Section V of the plan describes the expected outcomes of the strategies, and explains how the strategies will achieve the stated goals. Section VI of the plan summarizes the anticipated costs and revenues that will result from managing each resource.

Balancing the Goals

The goals for one resource may conflict to some degree with the goals for one or more other resources. Any such potential conflicts were resolved in the strategy development phase of the planning process. The strategies attempt to achieve an optimum balance between the goals. It is important to recognize, however, that not all goals carried equal weight in the balancing process.

The highest priority was placed on meeting goals related to laws or administrative rules. In case of a conflict between federal and state law, the Oregon Attorney General advises that federal law supersedes state law. Within state law, the Oregon Constitution supersedes the Oregon Revised Statutes.

The next priority was on meeting current policy direction, in this order:

- **Board of Forestry and State Land Board policy** — These boards are charged by Oregon law with the responsibility for supervising the management of their respective ownerships. For this reason, policies of these boards must be given the highest weight.
- **State Forester's policies** — The State Forester works directly for the Board of Forestry and under contract to the State Land Board. There are no conflicts between State Forester's policies and Board policies.
- **Other state agency policies** — If there are potential conflicts with other state agency policies, the Oregon Department of Forestry works with the other state agency to resolve the difference. If the difference cannot be resolved, then the Board of Forestry, State Land Board, or State Forester's policy is met first.

The last priority was on meeting goals that are not mandated in law or policy. In case of conflicts between one or more goals at this level, the conflicts were resolved by developing strategies that provided the best balance between the goals, in the judgment of the planning team.

Alternative Strategies

The draft long-range plan did not include alternatives to the listed strategies. This decision was made with the concurrence of the planning team's advisory committee and key resource specialists.

During the planning process, a variety of approaches were considered for each forest resource. These were narrowed to the final set of draft strategies, based upon the criteria of achieving the planning goals and providing balance among forest resources. During the public comment period, the planning team received feedback as to whether the draft strategies met these criteria.

Decision-makers and the public may expect a long-range plan to offer a range of alternatives for them to comment and act upon. This expectation may arise from experience with the federal planning processes. In particular, any plan that requires a federal action must go through the NEPA (National Environmental Policy Act) process. This federal process requires a wide spectrum of alternatives that have been fully developed and analyzed. The Department of Forestry's management plan for the Elliott State Forest requires an Incidental Take Permit from the U.S. Fish and Wildlife Service. Therefore, several alternatives were included in the draft Elliott plan in order to satisfy the NEPA process and federal Endangered Species Act requirements.

The planning team believed that the Eastern Region's role in providing wildlife habitat could be accomplished without going through the NEPA process. The team also felt that timber management options that significantly deviated from the primary silvicultural systems would be impossible to balance with the planning goals for other resources. (The primary systems, uneven-aged and even-aged management, are discussed in Section III under "Forest Products: Timber.") Therefore, the team did not invest time in developing alternatives for wildlife or silviculture.

While this plan's draft strategies prescribe a certain direction for management, they also allow flexibility to meet site-specific needs. Fine-tuning occurs at other points in the planning system, such as pre-sale planning. New alternatives that significantly affect the long-term course of management will be considered through the adaptive management process, and will be approved as amendments to the long-range plan. (See Section VII, "Implementation.")

Public Involvement

Public involvement provides the planning team with a wider range of information and ideas, and is critical to gaining public understanding, support, and acceptance for any action or planned action. The planning team worked closely with all interested parties to provide background on the forest and the planning process; to seek public input on planned management actions; to solicit public response on a draft management plan once completed; and to follow up by describing how the plan will be implemented.

The public involvement process had four important objectives:

- Inform people about how state forests are managed.
- Seek appropriate insight, opinion, and data on planned management actions on the state forests.
- Gain understanding, acceptance, and support for the management planning process and the management plan.
- Capitalize on important opportunities to educate the public about forest systems and forest stewardship.

Throughout the public involvement process, the planning team stressed the overall context of the forest management plan: the Department of Forestry has statutory and trust land responsibilities that guide the forest management goals on the state forests.

Public involvement efforts were integrated with other planning efforts and were structured into the four phases described below and on the next page.

Briefing and Listening

The goal of briefing and listening was to open a dialogue with stakeholders and interested Oregonians, provide baseline understanding and education about the forest, and seek input on management needs.

A meeting was held in Klamath Falls on November 9, 1993 to brief the public on the upcoming planning process and to gather comments. A listening post format was used to record the comments. Written comments were received after the meeting.

A second meeting was held in Klamath Falls on June 28, 1994 to give the public a progress report and gather comments on the draft planning goals. Again, a listening post format was used, and written comments were received.

Informal Contacts

While the planning team worked on the forest management plan, several methods were used to interact with the public: scheduled meetings and tours, one-on-one meetings, distribution of informational materials, news releases, and outreach to local news media. An effort was made to contact individuals and groups who did not participate in the briefing and listening meetings. Status reports and meeting announcements were distributed through a mailing list of about 100 persons.

Public Response

Another public meeting was held on May 23, 1995. Written and oral comments on the strategies and the plan as a whole were taken for 30 days.

Public comments were weighed according to legal and policy mandates for state forests, the Department of Forestry's mission as defined by the Board of Forestry, and the technical feasibility of implementing suggestions.

Follow-up

The purpose of the follow-up phase is to present the final plan to interest groups that participated in development, describe ramifications of the final plan, and strengthen working ties between the department and interested public. This will be accomplished through on-request meetings and small group field tours. The Klamath-Lake District staff will carry out the follow-up phase in order to strengthen local ties.

A copy of the complete Public Involvement Plan and copies of all public documents are available at the Oregon Department of Forestry's Klamath-Lake District Office, 3400 Greensprings Drive, Klamath Falls, OR, 97601; and at Department of Forestry Headquarters, 2600 State Street, Salem, OR, 97310.

Plan Approval

The provisions of this long-range plan are intended to satisfy the legal and policy framework for managing Board of Forestry lands and Common School Forest Lands. The Department of Forestry also has a contractual obligation to prepare management plans for Common School Forest Lands. Accordingly, the plan required the approval of both the Board of Forestry and the State Land Board.