

Board of Forestry Meeting Minutes

June 6, 2018

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Items listed in order heard.

Complete [audio recordings](#) from the meeting and [attachments](#) listed below are available on the web at www.oregonforestry.gov

- (1) Handout, [Written testimony from Meikle](#), Agenda Item 1
- (2) Presentation, [Angus Duncun's Presentation on Forest Carbon](#), Agenda Item 2
- (3) Presentation, [Andrew Yost's Presentation on Carbon](#), Agenda Item 2
- (4) Presentation, [Smoke Management Review Presentation](#), Agenda Item 3
- (5) Handout, [Written testimony from Stern on Smoke Management](#), Agenda Item 3
- (6) Handout, [Written testimony from Caligiuri on Smoke Management](#), Agenda Item 3
- (7) Handout, [Written testimony from Stromberg on Smoke Management](#), Agenda Item 3
- (8) Handout, [Written testimony from Webb on Smoke Management](#), Agenda Item 7
- (9) Presentation, [Fire Season Readiness and Protection Districts 2018 Fiscal Budgets and Rates](#), Agenda Item 5
- (10) Handout, [Summary of Policy Option Packages](#), Agenda Item 7
- (11) Presentation, [2019-2021 Biennial Budget Request](#), Agenda Item 7
- (12) Presentation, [Agency Initiative 2019-2021 Agency Biennial Budget Request](#), Agenda Item 8

In accordance with the provisions of ORS 526.016, a meeting of the Oregon Board of Forestry was held on June 6th, 2018 at the Eastern Oregon University Campus in La Grande, Oregon 97850.

Chair Imeson called the public meeting to order at 9:00 a.m.

Board Members Present:

Nils Christoffersen
Tom Imeson
Tom Insko
Cindy Deacon Williams (via phone)

Absent:

Mike Rose

CONSENT AGENDA:

Chair Imeson asserted that the Consent Agenda items A through C and Action and Information Items three and five are the only items where a quorum was present for a vote. The remaining Action and Information Agenda Items: one, two, four, six, seven, eight, and nine were heard with less than a quorum and all substance and information is fully disclosed at <https://www.oregon.gov/ODF/Board/Pages/BOFDetailJune2018.aspx>.

A. APRIL 25, 2018 MEETING MINUTES

Approval of Board Meeting Minutes

Action: The Board approved the April 25, 2018 Board meeting minutes.

B. APPROVAL OF THE 2018 RANGELAND PROTECTION BUDGETS

Approve the fiscal year 2019 budgets of the Ashwood-Antelope, Blue Mountain, Brothers Hampton, Burnt River, Crane, Fields-Andrews, Frenchglen, Gateway, Greater Pine Valley, High Desert, Ironside, Jordan Valley, Juntura, Lone Pine, Lookout Glasgow, Post Paulina, Silver Creek, Twickenham, Vale, Wagontire, Warner Valley, WC Ranches, and Wheeler County Fire & Rescue Rangeland Fire Protection Associations.

Action: The Board approved the fiscal year 2019 budgets of the Ashwood-Antelope, Blue Mountain, Brothers Hampton, Burnt River, Crane, Fields-Andrews, Frenchglen, Gateway, Greater Pine Valley, High Desert, Ironside, Jordan Valley, Juntura, Lone Pine, Lookout Glasgow, Post Paulina, Silver Creek, Twickenham, Vale, Wagontire, Warner Valley, WC Ranches, and Wheeler County Fire & Rescue Rangeland Fire Protection Associations.

C. ANNUAL LETTERS TO THE STATE FORESTER

The Fire Protection Division will be working through the issues presented and follow-up with the associations.

Information Only.

ACTION AND INFORMATION:

1. STATE FORESTER AND BOARD MEMBER COMMENTS

[Listen to audio](#) MP3 – (22 minutes – 5.4 MB)

State Forester Daugherty commented on:

- Gratitude towards Tom Insko and the staff at Oregon’s Rural University, Eastern Oregon University, for hosting the Board meeting,
- Above average start to fire season,
- Incident Management Team preparation and recognition,
- Agency Initiative.

Nils Christoffersen gave a brief update of the June 5, 2018 Federal Forest Subcommittee highlighted below:

- Boise Cascade’s Elgin Stud Mill closing,
- Log supply certainty in Northeastern Oregon,
- Supporting Federal landowners through Good Neighbor Authority,
- Silviculture application,
- Blue Mountain Forest Plan revision process,
- Council of Western State Foresters report,
- Westerns Governors Report on Forest and Rangeland Management.

State Forester Daugherty took the time to thank and recognize Tom Insko for his service on the Board of Forestry, Tom Insko was chosen by the Governor to be on the board of Business Oregon Commission and will be transitioning off the Oregon Board of Forestry.

Information Only.

1A. PUBLIC COMMENTS:

[Listen to audio](#) MP3 – (22 minutes – 15.95 MB)

Leanne Thompson, Clatsop County Commissioner, provided oral testimony to the Board in favor of having a balanced forest management plan that provides an adequate and stable income for families while stewarding the resources more carefully to maintain quality of life in Oregon.

2. CARBON SEQUESTRATION IN OREGON’S FORESTS

[Listen to audio](#) MP3 – (68 minutes – 52.5 MB)

Angus Duncun, Chair of the Oregon Global Warming Commission stated in his opening comments that this issue is vastly more complicated than expected. Key takeaways from Angus’s [presentation](#):

- Oregon's forests sequester some 3 Billion tons of carbon
- Oregon's forests are withdrawing from the atmosphere 23 mm to 63 mm tons of carbon dioxide equivalents (CO₂e) annually.
- Nationally forest carbon increased by 10% from 1990 to 2013; Oregon's forests were a large part of this gain
- The US National Climate Assessment identified the "well-watered forests of the Pacific Coast" as singularly important globally to acquiring and sequestering atmospheric carbon

Forest Carbon has five pools identified by the Forest Inventory and Analysis (FIA) data for forest lands: live trees, standing dead trees, downed and woody material, forest floor, and soil carbon. A sixth forest product pool of harvested material was added to included lumber and paper products during processing as well and evaluating landfill material. Carbon stored in these pools are in constant flux. Calculations have to capture the movement throughout the environment and from pool to pool. The findings:

- Valuation of carbon stores and flows are still imprecise,
- Oregon has opportunities to increase carbon stores,
- Forest wildfire is now understood to be essential to forest health and not a major source of carbon loss,
- Forest practices that remove woody material from forests will reduce stored carbon.
- Forest harvest is economically important to Oregon's economy and our communities and useful in many products

Angus stated that carbon should not be the driver of decisions for forest management practices, but carbon should be integrated in forest management policy. The goal for the commission is to see Oregon become carbon neutral by the 2030's and eventually becoming carbon negative.

The Board discussed how the substitution of wood products instead of using more energy intensive materials is factored into the analysis along with the carbon emitted from the conversion of forests to other land uses. State Forest Daugherty wanted to clarify that there is more carbon in our forests today than there was ten years ago, all of the forests across all ownerships are increasing in carbon. State Forester Daugherty mentioned the analysis in other studies that address leakage and substitution issues. The Board discussed the threat of development pressures on forestland and the efficiency of the forest practices act that facilitates effective management in a timely manner.

Andrew Yost, Forest Ecologist with the Oregon Department of Forestry stated that being faced with multiple, competing forest carbon analyses, the Oregon Board of Forestry is following the direction the California Board of Forestry and Washington Department of Natural Resources to produce a transparent accounting of carbon for Oregon's forest sector that is consistent across all three western states. ODF will be building on the preliminary dataset provided to the Task Force by working closely with the new Office of Carbon Policy and the USFS Forest Inventory and Analysis Program. The partnership will produce three analyses and reports for the Board of Forestry and Office of Carbon Policy:

- The storage and flux of carbon in Oregon's forest ecosystems
- The flow of carbon through harvested wood products

- Sawmill energy production and consumption in Oregon

Forest Inventory and Analysis (FIA) will produce documentation, tables, and summaries for the pools of carbon in forest ecosystems using existing algorithms and refining estimates using regional biomass equations to include components such as coarse roots, foliage, and snags. Estimates will be made for the amount of carbon stored in forest ecosystems and the rate of carbon flux into live trees and vegetation through snags, down wood, forest floor, and soil.

There is clearly a need to monitor the contribution of harvested wood products to carbon pools and greenhouse gas (GHG) mitigation. Researchers will identify and collect Oregon timber harvest data across all ownerships for 2017 to the most historic vintage year possible. They will then develop and refine timber product classes and ratios required by the carbon accounting tool. They will then conduct research to understand the history of Oregon forest product industry to develop primary product ratios tailored to changes in Oregon's production through time. The carbon accounting tool will be used to conduct uncertainty simulations specific to Oregon harvested wood products.

Phase two will include surveys of Oregon's timber processors to collect energy consumption and production at sawmill facilities. Analysis will include percent consumption of each energy source e.g. electricity, each type of fossil fuel (diesel, gasoline, and natural gas), wood and bark. This analysis will develop high-resolution profiles of energy use and emissions to identify opportunities for energy efficiency gains, expansion of industrial bioenergy, and potential fossil fuel displacement in the sawmill industry.

Andrew Yost stated that while it is important to have good baseline data on the history of the storage and flux of carbon in forests and harvested wood products, the information alone will not answer key policy questions related to forest carbon sequestration as mitigation or offsets. The Department is planning for a study on analysis of the future flow of carbon in harvested wood products pools and analysis of the potential for climate change mitigation by Oregon's forestry sector. These areas do not have scientific consensus and are likely to be remain contentious.

A stakeholder advisory group has been composed of representatives from conservation organization, forest landowners, and forest products industry to ensure an open and transparent process through the production of these reports.

Public Testimony:

Megan Tuttle Western Environment Affairs Manager with Weyerhaeuser provided oral testimony appreciating the efforts put forth by the Oregon Department of Forestry on the study of storage and flux of carbon in forests and wood products.

Cassie Philips, a retired Weyerhaeuser employee and member of the commission taskforce expressed concerns that the forest carbon taskforce produced no report and the process has not yet allowed for public comment. Cassie is pleased to see Oregon forests are a Net sink across all landowners and regions, but concerns with losses on forestlands being characterized as no harvest baselines, thus taking away any opportunity to establish a carbon credit. Cassie also mentioned that an economic analysis was not taken into consideration.

Heath Curtis, with Oregon Forest Industries Council provided oral testimony stating that Oregon's landowners are growing more trees every year than are lost to harvest or mortality. Decreasing the harvest of Oregon's trees does nothing for the global carbon crisis and would further choke the timber communities. Oregon has a renewable resource that creates everyday wood products, and believes that there is a need to use more Oregon wood and not less.

Heath Williams, with Stimson lumber company provided oral testimony to the Board urged the Board to consider harvested wood still holds carbon and water and should be considered when in policy-making decisions. Heath shared the example with the Board of burnt trees verse milled lumber stating that a forest fire leaves dead trees standing that is counted as stored carbon for twenty years in the California accounting framework but is no longer sequestering carbon. However, lumber from a harvest will store carbon for well over twenty years.

Information Only.

Chair Imeson stated that before he proceeds with the Smoke Management topic he would like to approve the consent agenda with the quorum.–Tom Insko motioned for approval of the consent agenda. Nils Christoffersen seconded the motion. Voting in favor of the motion: Cindy Deacon Williams, Tom Insko, Nils Christoffersen, and Tom Imeson. Against: none. With Board consensus, Items A through C were approved.

3. SMOKE MANAGEMENT PROGRAM PERMISSION FOR RULEMAKING
[Listen to audio](#) MP3 – (92 minutes – 21.7 MB)
Presentation ([Attachment 4](#))

Doug Grafe, Chief of Fire Protection with the Oregon Department of Forestry, and Michael Orman, Air Quality Planning Section Manager, for the Department of Environmental Quality, gave a brief overview of the program and review that was conducted in accordance to OAR 629-048-0450(5). The following provides a summary of rule changes:

- Remove language to allow prescribed burning outside forest protection district boundaries using an agreement between ODF and DEQ (section 0001).
- Definitions update – update “smoke intrusion” creating a short-term (hourly) and long-term (24-hour) minimum smoke particulate threshold. Change name of “verified smoke incident” to “smoke incident” and update its definition. Other minor changes (section 0005).
- Change objectives to match objective in ORS 477.552 to “minimize” smoke emissions. Update objective of “preventing” smoke into Smoke Sensitive Receptor Areas (SSRAs) to “avoid intrusions”. Other minor objective changes (section 0010).
- Add rule section on “Necessity of Safeguarding Public Health” similar to the existing section on “Necessity of Prescribed Burning” (section 0021).
- Adjust how smoke incidents and smoke intrusions would be characterized: (1) intrusion intensities (light, moderate, and heavy) will be discontinued; (2) intrusion magnitudes will be measured as particulate matter levels in micrograms per cubic meter vs. light scattering measured in Beta-scattering; (3) intrusions determined using a short-term (hourly) minimum threshold and a long-term (24-hour) threshold; (4) intrusions determined based on total (all

sources) particulate levels vs. based on above a previous three-hour average background level; and (5) add reporting requirements for different magnitude smoke events (section 0110).

- Add two rule sections for Special Protection Zone (SPZ) requirements and contingency plan requirements for communities that have exceeded or currently exceed National Ambient Air Quality Standards (NAAQS). Current SPZ requirements are in Department Directive (section 0135 and 0137).
- For listing future SSRAs insert minor word changes based on the new smoke intrusion definition (section 0150).
- Add a communication plan section to engage with the public and communities that experience frequent smoke events on the function of the smoke management program. Provides components of local smoke communication plans to ensure awareness and open communications when smoke incidents and intrusions occur (section 0180).
- Add another alternative to burning example and update web links to burning alternative references (section 0200).
- Allow increased usage of polyethylene sheeting on burn piles (section 0210).
- Minor updates to “Burn Procedures” section (section 0230).
- Clarification on minimum fees for burning (section 0310).
- Add an evaluation of annual NAAQS exceedances from prescribed burning smoke (section 0450).

The Board inquired why not all acres registered to burn don't actually get burned. Doug Grafe indicated that the data collected doesn't address the exact reason why acres are not being accomplished, but examples of reasons why people are not burning were heard throughout the review process, there is a concern with the risk associated with burning and the amount of available burns days.

Public Testimony:

Mark Stern, the Nature Conservancy, provided oral and written testimony ([attachment 5](#)) to the Board in favor of removing the reference to the one hour threshold as a preferred alternative or allowing for an exception process and provided amended language for a second alternative.

Steve Hawkins, the Oregon Prescribed Fire Council, provided oral testimony in favor of moving away from the one hour threshold.

Pete Caligiuri, the Nature Conservancy provided oral and written testimony ([attachment 6](#)) to the Board in favor of eliminating the one hour threshold or providing an exception process.

Ed Keith, Deschutes County provided oral testimony to the Board supporting the need to encourage prescribed burning and stated that the one hour threshold is not justified and has an impact on those that need to use burning for fuels reduction close to communities. Ed Keith also favored identifying key events that trigger a communication and outreach plan.

John Stromburg, Ashland City Mayor, provided written testimony ([attachment 7](#)) read into the record by Chad Davis to the Board in favor of removing the one hour threshold and establishing an exception process.

Mark Web, Blue Mountain Forest Partners, provided written testimony ([attachment 8](#)) read into the record by Chad Davis to the Board encouraging the Board to reevaluate the merit of using the one hour threshold to define smoke intrusions.

The Board questioned the lack of scientific basis for the one hour threshold. Michael Orman acknowledged that it is difficult to track specific research, but it was important to take a closer look at the one hour threshold and the impacts it has from a health standpoint. The Board mentioned the time that the intrusions occur most are the early hours of the morning where populations are mostly indoors. The specific impacts that affect the community can better be addressed by Oregon Health Authority. Burning the high risk areas with prescribed fire leading to a one-hour intrusion could prevent the extended exposure to smoke during fire season. The Board considered the option to proceed without the one-hour rule entirely or provide for an exemption process, that provided a mechanism to require an established outreach and communication plan. State Forester Daughtery advocated for the vulnerable populations and expressed the need to support those most vulnerable in the community by providing actual mitigation and assistance to help with smoke exposure.

The Board discussed paragraph C (see below) as proposed by the Nature Conservancy for inclusion in the rules. The Board deliberated and supported an alternative to include an exception process based on submitted language in paragraph c to be modified by the Department. The Board discussed that the following modifications are important to include in paragraph c: mitigation for vulnerable populations, coordination with local authorities and approval through ODF and DEQ.

(c) Communities that develop and implement such a plan to proactively alert the public of likely prescribed fire smoke impacts and provide actions (as described above) to mitigate exposure will be granted an exemption from the one-hour smoke intrusion threshold in order to provide maximum opportunity for essential forestland burning in the Wildland Urban Interface where wildfire risk to forest, communities, and firefighters is greatest.

Cindy Deacon Williams motioned to move forward with the amended language to include an exemption paragraph. Nils Christoffersen seconded. Voting in favor of the motion: Nils Christoffersen, Cindy Deacon Williams, Tom Imeson, and Tom Insko. Against: none.

Cindy Deacon Williams motioned to move forward with the Staff Recommendation as amended. Tom Insko seconded. Voting in favor of the motion: Nils Christoffersen, Cindy Deacon Williams, Tom Imeson, and Tom Insko. Against: none.

Action: The Board approved initiating the rulemaking process for OAR 629-048 with amended language to include an exemption process.

4. UPDATE ON 2018 FIRE SEASON READINESS AND FORECAST

[Listen to audio](#) MP3 - (14 minutes – 3.5 MB)
Presentation ([attachment 9](#))

Ron Graham, Interim Fire Protection Division Chief presented the 2018 Fire Season outlook and preparedness. Ron reiterated the primary mission is to protect forest resources, second only to saving lives. Operationally this mean that providing aggressive, safe initial attack to stop fires at the smallest possible size minimizing acres burned, suppression costs, and resource loss. Ron also highlighted:

- Strong possibility that the temperatures would be slightly hotter than last year,
- Early start to Fire Season,
- Above average fire season
- Concerns of smoke impact,
- Concern with pilot shortage due to the commercial industry increasing the wages,
- Additional capacity in the Aviation Unit increased the contracts on the Call When Need (CWN) list,
- Oregon Military Department pre fire season training,
- Less moisture and snow pack melted earlier this season,
- Drought,
- Unmanned Aircraft System (UAS).

Public Testimony: None

Information Only.

5. APPROVAL OF THE FOREST PROTECTION DISTRICTS 2018 FISCAL BUDGETS AND RATES

[Listen to audio](#) MP3 – (5 minutes – 1.2 MB)

Ron Graham, Interim Fire Protection Division Chief reviewed the budget and rates ([handout](#)) with the Board and explained the open and transparent process and requested approval of the recommended fiscal operating budgets for the local districts and associations.

Tom Insko motioned for approval of the 2019 Fiscal Budgets and Rates. Nils Christoffersen seconded the motion. Voting in favor of the motion: Nils Christoffersen, Cindy Deacon Williams, Tom Insko, and Tom Imeson. Against: none. With Board consensus, the 2019 Fiscal Budgets and Rates were approved.

Action: The Board approved all Fiscal Year 2019 district and association protection budgets as presented in the 2019 Budget Summary, by District and Area.

Lunch.

6. FOREST TRUST LANDS ADVISORY COMMITTEE TESTIMONY

Public Testimony: None

Information Only.

7. 2019 – 2021 BIENNIAL BUDGET DEVELOPMENT

[Listen to audio](#) MP3 – (6 minutes – 1.4 MB)

Bill Herber, Administration Services Division Chief went through his [presentation](#) and provided an update on the agencies Policy Option Packages highlighted below:

- Package 110 – Fire Season Severity
 - \$6 Million general fund request for special purpose appropriation for supplemental firefighting resources, including aviation and ground-based emergency assets, and costs for state’s share of catastrophic fire insurance.
- Package 100 – Agency Sustainability
 - Covered in the following agenda item.
- Package 131 – Sort Sale Limitation
 - \$12 Million other fund limitation request to support additional revenue from State Forest’s use of the sort sale method in timber sale contracts. Sort sales and other improved business process should result in a higher return in the net revenue for State Forests.
- Package 132 – Common School Lands Personal Service Restoration
 - \$609,000 other fund limitation request to address the decision the legislators made to reduce an unspecified personnel services reduction to align with the Department of State Land’s budget.
- Package 180 – Deferred Maintenance
 - \$5 Million other fund request that address Senate Bill 1067 requiring all agencies to request two percent of current replacement values for their facilities.

The Board asked the question on why additional funds are needed for sort sale process in package 131. The Department responded that the limitation is needed to address the additional revenue that is estimated to be generated, as well as, the additional transactions that are required by the sort sale process.

Public Testimony: None

Information Only.

8. AGENCY INITIATIVE: 2019-2021 AGENCY BIENNIAL BUDGET REQUEST

[Listen to audio](#) MP3 – (20 minutes – 4.6 MB)

Doug Grafe, Chief of Fire Protection presented the final proposal of Package 100, as noted above, for the Boards consideration. In Doug's [presentation](#), he reiterated that the agency initiative is a response to the work that came out of the [2016 Fire Program Review](#) and [2016 Secretary of State performance audit](#). It will also help to address increased severity, complexity, and duration of fire seasons. The increased fire workload impacts all aspects of the agency's core business. An example of this is when catastrophic fires occur outside of the Departments protection boundaries and there is a significant resource drawdown. Strain is added to the agency created by large, more complex fires, much of these fires are Federal Emergency Management Agency (FEMA) that represent an entirely new scale of tracking and cost recovery that the agency was not originally organized around. The agency initiative will allow the Department to organize to meet all of the programs' missions, the Department recognizes that it is not a base budget Initial Attack issue, but as a large fire support issue that leads to a general fund request.

It takes the entire agency, our militia concept approach, to respond to the increase in large complex fires. The Department has less people than it did a decade ago. The staff reductions have resulted in the department only being able to support two Incident Management Team (IMT) rosters for the 2018 Fire Season.

The Board posed the question of the benefits for the Department other than just increasing fire severity and the vast demand on the landscape. The Department characterized the request for positions as a primary benefit due to meeting the needs of core business and being able to sustain the workload as well as provide additional capacity. Examples of increasing capacity include work associated with the Good Neighbor Authority (GNA) timber sales, outreach by the wildland urban interface forester's to support fire adaptive communities, and Forest Management Plan implementation. The Board valued that the initiative addressed the issue of over stressing the agency's existing capacity, while creating added capacity to core business issues.

Public Testimony: None

Information Only.

9. [EASTERN OREGON ADVANCED WOOD PRODUCTS CONFERENCE](#)
[Listen to audio](#) MP3 – (13 minutes – 3.1 MB)

Tom Insko, Eastern Oregon University President and Nils Christoffersen, with Wallowa Resources provided an overview of the Mass Timber Summit that will be hosted by Eastern Oregon University on June 7, 2018.

The Mass Timber summit aims to develop a connection with rural areas served by the University and bring the emerging wood product conversation to Eastern Oregon, with the goal to help drive economic development.

Public Testimony: None

Information Only.

10. EXECUTIVE SESSION

Chair Imeson proceeded with the formal announcement that due to not having a quorum the Executive Session was canceled.

With no further business before the Board, Chair Imeson adjourned the public meeting at 2:56 pm.

Respectfully submitted,

/s/ Peter Daugherty



Peter Daugherty, State Forester and
Secretary to the Board

Meeting Minutes Approved at the July 24, 2018 Board Meeting / ME